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Trip Report

EAST AFRICA

January 4, 1981 through February 21, 1981

by

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Itinerary

January 4-6: San Francisco to Khartoum, overnight in London
January 7-30: Khartoum
January 31 - February 2: Nairobi
February 2-9: Juba
February 9-16: Nairobi
February 16-21: Khartoum
February 21: Leave Khartoum, return SFO via London

Purpose of Trip

Initial two to three weeks, assess nature, progress and implications of the Sudanese regionalization effort in terms of possible impact on on-going or potential USAID projects. Some input into the Country Development Strategy Statement was envisioned. One to two weeks at the end were to assess opportunities in the southern region for UC Berkeley Project to collaborate with AID's southern regional office in a program of applied research of mutual benefit.

Evolution of Trip

UC Berkeley Project Director/Berkeley (David Leonard) and Project Manager AID/W (James Wunsch) originally visited Khartoum on an exploratory trip in June, 1980 and spoke with mission staff about the Berkeley project and about the mission's program. They produced a preliminary discussion of some of the issues that might be germane to Sudan's decentralization effort, but found it at such an early stage that specific project formulation was not timely. Leonard then spoke briefly in Nairobi with Robert McCandliss, southern regional coordinator for USAID/Sudan, who expressed interest in the project and in the possibility of exploring its potential for contributing to southern regional program formulation.

A visit to explore these possibilities was tentatively proposed for mid-to late fall. David Leonard's arrival and residence in Nairobi was followed by an exchange of correspondence between himself, USAID/Sudan and the Berkeley Project, and the current visit was arranged. The original purpose--

exploration of project involvement possibilities in the southern region--was broadened in December to incorporate an assessment of the status of regionalization and the problems and opportunities it might provide for the AID program. As indicated, it was felt that this was timely in the light of the mission's concern at that point with drafting the CDSS, although mission personnel also indicated to the consultant that their readings of the decentralization exercise to that point were that it was still in a very inconclusive stage.

Activities

1. During the first three weeks, discussions were held in Khartoum with a number of Sudanese ministry and administrative personnel, with AID mission staff and some AID project contract personnel, and with University of Khartoum faculty. (Names of those with whom substantive discussions were held are appended.) The focus of these discussions was the current progress on and perceptions of regionalization in the North, its potential costs, the degree of planning that seemed to be taking place in preparation for it, and an attempt to probe for information on the details of the functional deconcentration of responsibilities in the line ministries. The point of this latter concern was to get some assessment of potential areas of involvement of the UC Berkeley Project. At the same time, the political motivations of the regional devolution (that is, the creation of the People's Regional Assemblies) and their political implications were considered.

Preliminary conclusions of the state of the exercise at that point (January 30, 1981) were summarized in a report to the mission, which accompanies this trip log. Generally, the exercise is heavily weighted toward political goals--legitimate attempts to grant greater autonomy for regional peoples of very disparate culture and orientation. Whether this effort succeeds or actually fans the fires of regional separatisms and demands for a better deal vis-a-vis the traditional political center (Khartoum/East-Central) remains to be seen. It seems likely that the grant of regional authority and responsibility alone, however, without the provision of resources to implement locally-selected programs and goals, will tend to fan the fires rather than dampening them. Consequently, the fate of the exercise seems to rest on the

success with which resource allocation (and local resource generation problems are confronted and resolved.

Resource allocation and resource generation are complex issues. They may be facilitated by administrative decentralization or they may be hindered by it if administrative linkages and functional responsibilities between center, regional and local levels remain confused or are in actual conflict. Only a few persons were spoken with who had information on the functional deconcentration, and most of those insisted that decisions had not yet been made, or were not "final." Current activities seem to be in the direction of elaborating organizational charts for the new regional ministries and for the reorganized central ministerial units. The specification of functional inter-linkages in operational terms has not been attempted. Specific ministries might well welcome assistance in designing such linkages, rationalizing the central-regional functional relationships, and "troubleshooting on specific issues with respect to personnel management, fiscal procedures, information systems, field service management and supervision, etc. Detailed discussions with specific ministerial representatives handling these issues in this transitional period would be necessary to ascertain their interest in having USAID sponsor technical assistance of this sort. Discussions with the UC Berkeley project personnel on the specifics of the Sudanese effort, its scope, direction, and constraints will be undertaken by the consultant to determine the interest in specific project formulation from the UC Berkeley end. This discussion will take place immediately on returning to Berkeley, and follow-on proposals for project involvement will be undertaken through the cable traffic via DS/RAD.

2. January 31 - February 1; briefly in Nairobi to apprise Leonard of the state of the decentralization/regionalization effort in Sudan, and of mission directions as spelled out in the preliminary draft of the CDSS. Some alternatives were considered for possible avenues to explore in discussions with Bob McCandliss in Juba, and possible Berkeley associates who might be interested in specific research projects in the areas of agricultural organization and policy issues, planning procedures at the local level, and intergovernmental relations.

3. February 2-9; Juba. Discussions were held with USAID project staff and with Sudanese Ministry staff in Agriculture (including Yambio Research Station) and the ODA policy planning advisors; Ministry of Finance and Planning; Minister for Health; the Province Commissioner, Jonglei Province; and the Ministry of Regional and Local Administration (names appended).

Substantive issues concerning the task of promoting improvement in subsistence-oriented agriculture and marketing were the general focus, following the primary interests and backgrounds of Leonard and Geist, the two project members centrally involved in attempted project formulation at this stage. Subsidiary discussions on the RMFIEP planning unit (Min. of Finance/Planning) and its current directions were held. From these, two substantive areas of tentative project involvement were identified and discussed with Bob McCandliss. A third suggestion by Leonard, to develop essentially a sectoral assessment of the agricultural strategy alternatives in the South, for use in AID program formulation, was broached. In the context of an advisory capacity to the Ministry, the suggestion met resistance on the part of McCandliss and of David Bassiouni, the Director of Agriculture in the Southern Regional Ministry of Agriculture. McCandliss felt that AID had no mandate for this role and that it would conflict with other donor initiatives--i.e., the ODA and IBRD technical advisory assistance to the Ministry. The point was well taken and the suggestion put aside.

In view of later discussions in Khartoum with Don Dembowski (mission economist) and James Holtaway (mission deputy director) it seems this avenue might be further explored and a way found to frame it in terms that would be acceptable to MOA/Juba, and thus to Bob McCandliss. It is felt that agricultural production activities should be a central focus of the USAID program in the south (probably) and that some overall set of blueprints and rationalizations should inform their formulation. Research-cum-advisory assistance to provide such would be welcomed by the Khartoum mission, as I read their current orientation. How that relates to decentralization, and how it can be spliced into existing or potentially available cost-sharing budget lines in Khartoum, would be key issues in such a project formulation.

4. February 9-16; Nairobi. Discussions with Leonard and Monteze Snyder, UC Berkeley's Project Manager in Washington, were held on definition of proposed project activities, interest of other potential project members including Leonard, the difficult logistics problems of working in the southern Sudan and UC Berkeley's options for dealing with this, the financial feasibility and cost-sharing requirements of the proposal. There was some discussion also of the interest of other project members in the areas of planning and local government, central government relationships, but no proposal was fleshed out in the light of uncertainty of specific AID Sudan program interest in these areas (as indicated in the lack of response by the Mission to Leonard's June 1980 proposal of a planning-oriented project involvement). These remain areas of theoretical interest to the Khartoum mission, especially that dealing with inter-governmental relations as the new regional governments get underway, but it is unclear where such proposals could be fitted into the Mission current budget lines for cost-sharing purposes.

5. February 17-19; Khartoum. Discussions with USAID mission personnel on viability of specific project proposal, on the general nature of discussions in Juba, and on the direction of mission efforts in defining an overall southern strategy. Consultant prepared a preliminary activity-oriented proposal, hoping for general discussion of its viability and some feedback on direction for revision/reformulation in directions mission perceives as useful, in complementing existing southern region projects. (The two projects to which the proposal was directed were the Southern Manpower Development Project and the Yambio Research Station Rehabilitation Project.) Project manager worked up tentative costings. The Agriculture Sector meeting on 19 February provided a forum to discuss the proposal, which met with serious reservations, unfortunately too late to allow for anticipated revision and reformulation before consultant departure. These reservations had to do with duplication of the two on-going projects and/or "prematurity" in light of the facilities and services actually on the ground. Consultant feels the issue of duplication can be worked out through project revision, to indicate more clearly the areas in which the proposal would add

to rather than duplicate the efforts of the Southern Manpower Project. However, there seemed to be some feeling that AID/Khartoum wasn't at all sure the directions of extension involvement, via the SMDP, were the directions in which they wanted to move at all; this is a more serious problem. Attempts to make Berkeley research involvement relevant to Mission program directions presupposes some level of clarity on Mission program directions, which are not clear at the moment with respect to a southern strategy. On the issue of the proposed research being premature, the consultant feels this is not a valid objection, as the most fruitful stage in which to work with both extension services and research programs is at the very beginning, before possibly unproductive directions for either effort are institutionalized.

Consultant takes from the mission an idea of some of the areas into which the mission is interested in developing programs. Project formulation on a collaborative basis will require further specific consultation. From the point of view of the consultant, AID/Khartoum mission personnel input in project formulation at an earlier stage would be more productive for both parties.

Personal contacts and discussions:Khartoum:USAID Mission Personnel

Arthur Mudge, Director
 James Holtaway, Deputy Director
 Don Dembowski, Economist
 Mary Ann Micka, Health Sector
 Ibrahim Zurgan
 Jerry Weaver
 James Beebe, Agriculture Sector

USAID Project Contract Staff

Frank Araujo, Western Agriculture Research Project
 Haitha Matthews, Khartoum area community health worker project

TDYs:

Robert Curry, Sacramento State College
 Peter Benedict, Rahad Evaluation Team (AID/Washington)
 Rollo Ehrich, Rahad Evaluation Team (AID/Washington)

US Embassy:

Mr. William Kontos, Ambassador
 Jack Martin, Political Officer
 John Collinge, Political Officer

Sudanese Ministerial and Administrative Officials:

Abdurrehman Gaily, Asst. Commissioner, Khartoum Province
 Awad Ahmed Abdessalam, General Manager, National Water Admin.
 Salah Eddin Gurashi, People's National Assembly
 Abdelhamid Saleh, Controller, People's National Assembly
 Kamal Kambalawi, National Planning Commission
 Abdul Wahab Abdel Razig, National Planning Commission
 Joseph Soliman, Atty. General's Office
 Ali Belly, Ministry of Health

University of Khartoum:

Dr. Mudjathir Abderrahim, Chairman, Dept. of Political Science
 Dr. Akolda Monteir, Faculty of Law
 Dr. Mukhtar Al Assam, Dept. of Political Science

Other:

Karim Nashashibi, IMF representative, Bank of Sudan

Juba:USAID Mission Personnel:

Robert McCandliss, Regional Coordinator, Southern Sudan

USAID Project Contract Staff:

Stephen Smith, SMDP Chief-of-Party

Lester Bradford, SMDP

John Villaume, SMDP

Ata Qureshi, SMDP (Yambio)

Tom Welch (SMDP - TDY)

Jim Paton, AMREF (Health Project Chief of Party)

Other Donor Staff:

Bill Farmer, ODA/Project Formulation Unit, Ministry of Agriculture

Frank Hallett, Upper Talanga Tea Project (EEC)

Ministry and Administrative Officials:

Githaiya Deng, High Executive Commission

David Bassiouni, Director of Agriculture

Zachariah Deng, Minister of Health

Isaac Bior Deng, Ministry of Finance and Economic Planning

C. K. Cheriyan, Ministry of Finance and Planning, Statistics Division

Dr. Reuben Wani, Director, Yambio Agricultural Research Station

Elhanann Were, SMDP administrator

Caesar Akangelo, Ministry of Regional Administration and Local Government

Dr. Bullen, Director of Extension, Ministry of Agriculture

Jonathan Malual Leek, Province Commissioner, Jonglei Province

Justin Keri, Province Planning Officer, Equatoria Province

Mary Aru Bassiouni, Chairman, SSU Women's Section, Southern Region