

650-0012

PDAM 644
ISN-32825

**Sudan Regional
Finance and
Planning Project**

**SECOND QUARTERLY
REPORT, 1983**

Contract No. AFR-0012-C-00-1024
Project No. 650-0012

June 30, 1983



Development Alternatives, Inc. 624 Ninth Street, N.W. Washington, D.C. 20001

August 15, 1983

Thomas Eighmy
USAID Project Officer
Sudan Regional Finance and Planning Project
U.S. Embassy/USAID
P.O. Box 119
Khartoum, Sudan

Transmitted herewith is the Second Quarterly Report, 1983 of the
Sudan Regional Finance and Planning Project

David G. Edens
David G. Edens
Chief of Party

cc: Osman Mohamed Osman
Deputy Under Secretary
Directorate of Regional and Local Development
Ministry of Finance and Economic Planning
Khartoum, Sudan

Office of Development Information and Utilization
Bureau of Development Support
Agency for International Development
Washington, D.C. 20523 (2 copies)

TABLE OF CONTENTS

GENERAL SURVEY	1
Research & Projects	2
Training	3
A Progress Report	6
Some Unresolved Issues	9
REGIONAL REPORT - KORDOFAN REGION	14
A Visit by the Project Director	14
Recent Developments	16
Outlook	20
REGIONAL REPORT - SOUTHERN REGION	25
The Wau Workshop: A Southern Perspective	25
Other Issues	27
APPENDIX I	
Kordofan Short Course - Topics	29
Kordofan Short Course - Participants	30
Kordofan Short Course - Budget	31
APPENDIX II	
Wau Short Course - Topics	33
Wau Short Course - Budget	34

GENERAL SURVEY

During the second quarter, major changes occurred in the size and composition of project personnel. Abdel Wahab Abdel Hamza assumed the position of Project Director for Financial Studies and Sa'id Abu Kambal joined the Kordofan Regional Ministry of Finance and Economy (KRMFE) as Director of Planning and counterpart for the long term technical advisor there. The appointment of Abdel Hamza will facilitate progress in financial studies and research, while the arrival of Abu Kambal will make possible the much needed staffing and development of the Kordofan Directorate of Planning.

These staffing developments were followed by the announcement in June that Osman Mohamed Osman, Assistant Undersecretary, Project Planning Unit (PPU), Central Ministry of Finance and Economic Planning, would replace Abdel Wahab Abdel Raziq as head of the Directorate of Local and Regional Development (DLRD) and Project Director. While it is too early to predict the outcome of these changes, it is clear that they have the potential for greatly influencing the process of implementation and the character of project outputs.

Changes in the Sudanese administrative and political environment also portend significant adjustments in the scope and focus of the project. On June 5, President Nimeiri decreed the redivision of the Southern Region into three new regions. These are Bahr El Ghazal, with Wau as its capital, Equatoria, with its capital at Juba, and Upper Nile, with Malakal as the capital. Bahr El Ghazal Region includes the provinces of Buhayrat and Eastern and Western Bahr El Ghazal, while Eastern and Western Equatoria comprise the new Equatoria Region. Upper Nile Region contains Jonglei and Upper Nile Provinces. Each region will have a regional government headed

by a governor, assisted by a deputy governor, regional ministers and provincial commissioners. The number of regional ministries has been reduced to five, including Finance and Economic Affairs, Regional Affairs and Administration, Public Works and Communications, Services, and Agriculture and Animal Resources. This new dispensation implies profound political, administrative and social changes for the south and presents those responsible for the project with the need to make some fundamental decisions concerning focus of effort, implementation strategy and resource allocation. These issues are discussed in a later section of this report.

RESEARCH AND PROJECTS

During the quarter, the Kheiran Project advanced to the point at which funding could take place. The initial analysis of benefits and costs, prepared by Awad El Tom El Haj, was reviewed by a committee formed by the project director and composed of members of the DLRD and PPU staffs. In response to the suggestions of the committee, the Regional Ministry of Agriculture and Natural Resources refined the analysis, and also prepared an implementation schedule and an inventory of personnel and equipment available in Kordofan for employment in project implementation. These steps being taken, the project director agreed in April to release the first implementation tranche of L.S. 50,000.

No project activity took place in the south under SRFPP auspices during the quarter. General agreement has been reached, however, that the Juba Produce Market Project merits elaboration and systematic appraisal. This is one of the field research projects carried out as part of the Southern First Course in March.

Greater emphasis is to be placed on research in the next six months' work plan. A major activity planned in Kordofan is an economic base study. This exercise will be carried out by a professional research organization, to be selected through competitive bidding. The intent is to secure the

minimum basic knowledge of resource stocks and product flows that is needed for effective economic planning and project preparation.

TRAINING

Reflecting the emphasis placed on training in the January - June Work Plan, three exercises were scheduled for the second quarter. These were short courses for area council officials in Kordofan and the Southern Region, to be followed by a joint workshop for project personnel from the two target regions. The target groups to be invited to the area council short courses were specified in the workplans as being composed of the chief executive officer, the finance officer, and the chairmen of the development committee of each of the participating councils.

The Kordofan short course was originally scheduled for April 7th, but because of complicating circumstances it was deferred through successive postponements until the 28th. The reasons for this slippage in scheduling were the lack of adequate preparation time between the ending of the first course for the Southern Region on March 15 and the original starting date of the Kordofan workshop, and the involvement of regional officials with the budget process in late March and with presidential electioneering in April.

The project director, the chief of party and the project coordinator, Abdellahi El Tom, visited Kordofan from April 11 - 17. During the course of this visit the director completed arrangements providing for workshop participant invitations, speakers, and subjects for discussion as well as for classroom and lodging facilities. At this time also an agreement was reached with the Regional Minister of Finance and Economy, whereby a special bank account for funding the Kheiran Project would be opened and a first transfer of L.S. 50,000 was pledged.

The Kordofan Regional Workshop was held April 28 - May 12 in the Cooperative Center Building in El Obeid. Twenty-five participants attended, representing all of the nine district councils of the region. Lists of topics,

participants, speakers and the course budget may be found in Appendix I of this report. With the exception of the presentation of the chief of party, discussion was entirely in Arabic. The project director provided the chief of party with continuous translation.

The purpose of the workshop was to acquaint council executive officers, finance officers and development committee heads with their roles in the development process and to provide a broader understanding of the goals and methods of the regional government as they affect local administration. It was also intended to provide an introductory survey of the techniques involved in preparing and financing development plans. The lively involvement of the participants in questioning the speakers and in discussing the issues raised indicated that these purposes were generally achieved. Perhaps the most lasting contribution of the workshop was that it brought people of similar interests and responsibilities together to compare notes, discuss common problems and learn about possible solutions from each other's experiences.

During March and April preparations for the Wau short course were underway in Juba. Schedules of course topics and speakers were prepared and invitations sent. On April 23 and May 21 John Miller, the Wau-Rumbek advisor, met with the project director and the chief of party in Khartoum to discuss these preparations and to reach agreement on such matters as the budget, the facilities to be used in Wau and other logistics arrangements. In these meetings it became quite evident that the regional project director and his staff had in mind a training exercise of considerably larger scale and scope than the one just completed in Kordofan. Given the relatively primitive conditions in Wau the project director and the chief of party agreed that the Juba proposals should be simplified and that an exercise similar to the Kordofan short course should be planned. In addition, the project director objected to the use of certain expatriate speakers. In his view, speakers should either be Sudanese or those expatriates directly involved in the SRFPP. Also, the number of participants was reduced by eliminating community development workers who had been invited to attend. The

net effects of these meetings were to reduce the number of sessions planned from 32 to 22, while the number of invited participants was reduced from 31 to 21 (3 from each of 7 area councils).

The upshot of these unilateral changes was that the Juba contingent declined to participate further, although their message to this effect arrived in Khartoum after the project director, the chief of party and the project coordinator had taken off for Wau on May 25. On arrival in Wau it was obvious that final preparations there had not been made and on May 26 a message was received advising that 9 Juba speakers would not be coming.

The project director and the chief of party agreed that they should carry out the planned course and this was done by stretching 2 hour subjects to 4 hours and by recruiting local speakers. All told, 27 participants attended the course. More came from the Wau area council than elsewhere, but the Raga, Gogrial, and Aweil area councils were represented, as were the Bahr El Ghazal Provincial Headquarters, the Tonj Weaving factory and the Wau Canning Company.

In the course of the stresses and strains of the next two weeks, the working relationship between the project director and the chief of party deteriorated seriously. By the end of the workshop period it was clear that the working relationship they had maintained was irretrievably lost. On his return to Khartoum the chief of party advised the USAID Mission Director of the situation. Discussions between USAID and the Ministry of Finance and Planning followed, culminating in the announcement that Osman Mohamad Osman would be the new project director.

In the final analysis, the Wau course can not be judged a satisfactory exercise.¹ Although the participants may have gained from their mutual contacts, the intended purposes of the workshop were not strictly achieved.

¹See Appendix 2 for topics, speakers and the budget.

There are certain lessons that can be drawn from this experience. It is now clear that project decision making needs to be shared with the regional levels of government to a greater extent than has been the case heretofore. The central project director should continue to exercise his authority, but in a more restrained way. To succeed, project business needs to be conducted in an atmosphere of greater cooperation, tolerance and trust than has been the case so far. This applies to officials at the central and regional levels of government, and the contractor advisory staff as well. A confrontational atmosphere condemns the project to endless strife and disruption. Moreover the contractor staff should avoid being put in the position of being message carriers between the central and regional levels of project administration. The Sudanese officials involved should correspond with each other directly, keeping the advisors informed of their conclusions in due course. Finally, a clearer mutual understanding of the roles and responsibilities of all parties in the implementation process needs to be reached. This applies especially to the project director, the chief of party and the regional project directors.

A PROGRESS REPORT

JANUARY - JUNE, 1983

The check list below is intended to provide the means for assessing the progress made in achieving the project goals of the past six months. It contains the main work details of the Kordofan and Southern Region work plans for the period with brief comments concerning the status of each.

<u>ITEM</u>	<u>STATUS</u>
Kordofan:	
Establishment of the Planning Department, RMFE	Director is in place and departmental terms of reference (purposes and functions) have been defined. Recruitment is now in process.
Diploma Course	Three officials enrolled in the Development

Conceptual Framework for Training and Manpower Development	Studies Research Center diploma course on development planning continued their studies during the work period. In preliminary stage.
Short Course for District Council Officials	Completed.
Joint Workshop with Southern Region	Deferred to next work period.
Accountancy and Bookkeeping Training Needs Assessment	Deferred to next work period.
Resource Survey	Deferred to next work period.
Kheiran Area	Project design and assessment completed. First phase of financing authorized.
Fula District Settlement Project	At the suggestion of the Regional Minister of Finance and Economy, this project was postponed and the Rashad Infrastructure Project substituted for it. The Rashad Project is now in a pre-feasibility stage of development.
 The South:	
Diploma Course	Five officials enrolled in the Development Studies Research Center diploma course on development planning continued their studies during the work period.
First Short Course for the South	Completed.
Wau Short Course	Completed.
Joint Workshop with Kordofan Region	Deferred to next work period.
Special Studies	The Juba Food Production Project, intended to increase the supply of locally produced fruits and vegetables, has been outlined by a research team of Juba officials. It

needs further design work. Other projects under consideration include the Bor Live-stock Immunization Project and a project to increase the use of cooperatives in development.

Training Needs Assessment

Deferred to next period.

A cursory perusal of these goals and their status shows that the project's record of achievement is spotty and uneven, although in general the project's training targets were attained. The first short course for the South was a major success, while the Kordofan short course for district council officials can be judged a beneficial exercise. On the other hand, the Wau short course suffered from the administrative problems described in the previous section. The least that can be said of it is that it was held. At best this exercise demonstrates interest in Bahr El Ghazal and no doubt those attending gained some worthwhile knowledge.

In Kordofan, progress in institution building awaited the arrival of Sa'id Abu Kambal in April. Since his coming progress has been impressive and the next work period should see efforts there begin to bear substantial fruit. Planners in Kordofan line ministries also are showing considerable ability to identify and design projects. Perhaps what is needed most at this stage is a systematic clarification of the planning and project cycle relationships and functions that are needed to tie the planning department to project developers in the line ministries and project proposers in the district councils. When these ties are established, specific skills training can be undertaken more meaningfully.

Progress in implementing work plans in the South suffered from the departure of the Juba advisor in early April. Although John Miller, the Wau-Rumbek advisor, has been relocated in Juba, one can hardly do the work of two. Hence training needs assessment and research have lagged. In view of the recent redivision, project inputs and output targets for the South urgently need to be reassessed.

SOME UNRESOLVED ISSUES

Project Resource Allocation

The question of how to respond to the redivision of the south urgently needs to be resolved. Until the extent and nature of involvement in these new regions is defined, the preparation of new southern work plans is apt to be meaningless and steps to fulfill procurement and overseas training commitments could be ill advised.

One approach would be to spread project resources evenly over all three regions. While such an approach would be indiscriminate and equitable, it would run the risk of not achieving very much. Since three regional governments are needed now instead of one, the costs of regionalization likely have risen. Although the structure of regional government has been simplified, it is probable that the costs of developing effective finance and planning capability in three regions is higher than it would have been in one; economies of scale have been reduced. To attempt to contribute to administrative development in all three regions simultaneously would likely stretch resources so thinly that little of lasting value would be attained in any region. Greater concentration, therefore, seems advisable.

Given that USAID has an established focus on the southern tier of Sudan's provinces, project activities might be limited to Equatoria and/or Bahr El Ghazal. And of the two, it can be argued that Bahr El Ghazal is in much greater need of assistance. The Equatoria Region inherits an ongoing administrative establishment, and should continue to benefit from the relatively large number of assistance agencies already based there. Thus a case can be made for greater emphasis being given Bahr El Ghazal. But irrespective of how those responsible may decide, it is important to emphasize that the implementation strategy for each region should be designed uniquely for that region.

Work in Bahr El Ghazal, for example, necessarily will have to begin

with fundamental institution building. Even though regional government forms can be built on the residues of earlier provincial government, the new functional requirements will be different. Should resources be allocated to Bahr El Ghazal, project involvement might most usefully begin by providing assistance in developing the administrative framework needed for effective regional finance and planning operations. This would involve assistance to the Regional Ministry of Finance and Economic Affairs in developing tables of organization, administrative channels, reporting procedures, forms, record keeping procedures, and the like. When functional responsibilities and job specifications for finance and planning personnel are determined, manpower deficiencies can be assessed and training begun. By tackling the structural core of the problem first, waste and confusion can be avoided later on. To begin training without clearly understood and agreed upon finance and planning systems in mind would lead to waste of opportunities and disappointment for all concerned.

Structural Questions

The performance of an agency is determined in part by its organizational structure. There is at present an accumulation of issues having to do with the organization for implementing the project and the related questions of responsibility and accountability. These are outlined below.

1. Relations Between the Center and the Regions. After the recent discord and confusion in implementing the short course in Wau, it is clear that some shifting of responsibility and decision making authority from the center to the regions should contribute to progress. In keeping with the spirit of decentralization, greater regional involvement in developing and implementing workplans would contribute to the harmony and mutuality of interests that is essential for the success of a project such as this. A joint endeavor succeeds through cooperation, and at least a modicum of trust, rather than through continuous discord and suspicion. This project can ill afford the costs of further delay and disruption that can be traced to this source. It is suggested, therefore, that the new project director

and his staff, USAID officials, and the contractor team meet as soon as it is feasible to determine an efficient apportionment of responsibility and accountability for project implementation.

2. A Steering Committee. At a meeting held last December, unanimous agreement was reached by GOS, USAID and contractor representatives that a semi-autonomous organization should be set up on an ad hoc basis for the purpose of implementing the SRFP.² Perhaps recent experience in implementing the project has raised doubts as to the propriety of the organizational framework that was discussed and agreed to at that time. Perhaps the delay that has occurred in setting up the proposed organization has the merit of allowing experience to accumulate and evolutionary adjustment to occur. One feature of the proposal, however, has merit independent of the rest and deserves renewed consideration. This is the idea of a steering committee to oversee the general process of project implementation and to make tactical and policy recommendations to those directly responsible. As suggested in the original proposal, this committee would be composed of the Central Minister of Finance and Economic Planning (Chairman), Regional Ministers of Finance and Economic Affairs, and the Director of USAID, or their designees. The effective presence of such a committee would provide a mechanism for resolving disputes, setting broad policy guidelines and harmonizing diverse regional interests, as well as providing the needed cohesion between the finance and planning elements of the project.
3. The Need for Systems Analysis. Like cutting through the layers of an onion, the SRFP has been progressively shifting focus toward the basics. Beginning as a project to improve regional long term planning capabilities, it soon became evident that without project funds on capital account planning would be an exercise in futility, and without an adequate financial system capital funds would not be available. Hence the revision of the project to include resources for research and training in the realm of finance.

After some initial experience in the Kordofan, Equatoria and Bahr El Ghazal Regions, the indications are that successful project implementation in the long run requires cutting to the core of the problem by

²See: DAI, Sudan Regional Finance and Planning Project: Fourth Quarterly Report, 1982, pp. 2-4.

turning attention in the short run to the institutional frameworks for finance and planning at the regional and area council levels of government. The structure of government at the regional level has recently been compressed into just five ministries, implying that a major redistribution of functions and responsibilities has occurred.³ Where they exist, are finance and planning institutions designed to deal effectively with their new tasks? Where they do not exist, by what process will they be established and how goals efficient will they be? Do institutional channels exist where project needs and ideas originating at the area council level can find their way through project design and assessment to finance and implementation?

Without an established and efficient institutional design for finance and planning, training is apt to be misdirected and inappropriate. Training without regard to tasks and functions risks being irrelevant. Of course, training unskilled people in the elements of bookkeeping and general office procedures is sure to be beneficial, but for the reasons cited above the institutional framework should be defined before higher level training is initiated.

4. Responsibility for Finance Training. At the present time there is a discrepancy between the emphasis given finance in the Project Agreement and the organizational set up for implementing the project. The responsibilities of the Sudanese and their contractor counterparts for finance training should be clarified.

At present, the contractor staff have no contractual relationship with the finance package, and this lack of connection leads to confusion and misunderstanding, especially at the regional level. Until this ambiguity is resolved, staffing, policy, and planning issues cannot be handled adequately.

³In Juba there were sixteen line ministries before the recent redivision.

REGIONAL REPORT - KORDOFAN REGION

REGIONAL FINANCE & PLANNING PROJECT

KORDOFAN REGION

Two significant events occurred during the period April - June 1983. These are the appointment and arrival of a Sudanese Director of Planning for Kordofan Region and the pending change in project directorship. Taken together, these events have improved the prospects for achieving project objectives.

As the second quarter began, three regional initiatives were in need of some form of action: confirmation and funding of the Kheiran Project; the design and presentation of a short course for district officials, intended to introduce them to issues in project planning and their roles in the development process, and the procurement of equipment to be supplied by the project for the Planning Department in the Regional Ministry of Finance and Economy.

A VISIT BY THE PROJECT DIRECTOR

A visit to el Obeid was made in early April by the project director, his deputies, and the chief of party to resolve outstanding issues surrounding the above activities, as well as to make certain adjustments in the six-month work plan covering the January - June period for the project's program in Kordofan. Specifically, the following outcomes resulted from this visit:

1. An account was opened in a local bank to receive funds which were to be transferred from the Project Development Fund for the purpose of implementing the Kheiran Project proposal. The project director voiced his concerns regarding the Project and made inquiries concerning some problems he felt existed in the proposal and accompanying assessment done by the Regional Ministry of Agriculture. Despite expression of his dissatisfaction with the proposal and the analysis conducted, he agreed to transfer the first L.S. 50,000 of a total commitment of L.S. 250,000 of project funds.

2. A program was developed for the short course and arrangements made for an Inspector in the Ministry of Finance to follow up on all necessary logistical details. Very little if any regional input was involved in course design although extensive participation did occur on the part of regional officials as lecturers. It was suggested by the planning advisor that the course be postponed until the Director of Planning for Kordofan had taken up his post (which was understood to be imminent) and had an opportunity to be involved in course development and implementation. Fortunately, the Kordofan Director of Planning did arrive between the time the course was organized in early April and the starting date of 27 April, so he was able to influence somewhat the content of the topics and to participate as a speaker.

3. The status of equipment procurement for the Planning Department was discussed with the project director. It had been agreed during his last visit to el Obeid in January that the Director General after consulting with the planning advisor would send to the DLRD a procurement request stating what sort of supplies and equipment should be funded by the project. The Director General claimed to have sent such a list. The project director denied having received it. Not able to locate a copy of the request, a copy of the planning advisor's recommendations to the Director General was given to the Project director instead.

4. The important issue of a director for the yet to be formed Planning Department was discussed. This person would also serve as a counterpart for the planning advisor. All acknowledged the importance of a counterpart to head up the Planning Department, if project objectives were to be realized, but differences of opinion were expressed as to the suitability of candidates for the position.

5. Additional project proposals, the Rashad District road improvement project and the Fula District nomad settlement project were discussed. These project ideas are compatible with the priorities of the regional

government as expressed in the first regional planning workshop sponsored by the project. All had amicably agreed that these would be followed by extensive design and analysis work to develop formal project proposals that would be submitted for funding under the Project Development Fund. The problem has been that repeated requests for technical resources for project preparation have not been answered thus far. Without the resources available at the regional level, particularly manpower needed to undertake such analysis, progress in project development is difficult. Although the January - June 1983 Work Plan did not include the Rashad Project, it is given priority by the regional minister.

At the request of the Director General, the planning advisor prepared a list suggesting team members needed to conduct the analysis for each of the two projects. While some of the expertise required were available and possibly could be assembled by drawing on the various regional ministries, several key specialties would have to be brought in from outside. Confronted with this need and the determination of the minister to give priority to the Rashad rather than the Fula District project, the project director declared that an entire team would be assembled in Khartoum funded by the project to do a feasibility study of the road improvement project.

RECENT DEVELOPMENTS

One week prior to the departure of the planning advisor on R & R, Sa'id Abu Kambal took up the post of Director of Planning. While the timing was unfortunate in some respects, it was no small achievement to have overcome the obstacles in the way of his appointment. The commitment of the Regional Minister of Finance in establishing a planning unit was clearly demonstrated as was the seriousness of senior officials in Khartoum. The planning advisor spent the week acquainting the director with the problems and opportunities, as he saw them, in introducing regional planning as a significant factor in the decision making process. Suggestions were offered as to what needed to be done in establishing a functional planning department and how the

Regional Finance and Planning Project could assist in that effort.

Upon his return from leave the planning advisor sought to reconstruct the events in Kordofan Region that had taken place in his absence. The short course for the district level officials had been conducted; the Director of Planning began the process of establishing himself and his department in the regional government apparatus; the UNICEF planning advisor had begun to define the role of their project in assisting in building capacity in the planning of social services; progress was being made in implementing the Kheiran Project to be financed by the development fund, and the project director had engaged in a major effort to have the Kordofan Planning Advisor replaced.

1. Short Course for District Level Officials. Assessment of the course was attempted by speaking with participants and those people who presented topics. This proved to be difficult, however, because most of the outlines that were prepared were in Arabic, as that was the selected medium of communication, and most participants had returned to their districts. Also, the written evaluations conducted by the project director were not available in Kordofan. Nevertheless, many people seemed to agree that it was on the whole a "useful experience." Bringing together the executive officers from most of the districts as well as the chairman of the Development Committee and representatives of the Ministry of Finance provided a chance to discuss issues surrounding the government's development efforts. An opportunity to acquaint some of the key actors who are intended to be involved in needs assessment and project identification and execution with their roles in this complex process was also provided. It was possible to begin an assessment of the types of skills and additional training that might be needed to enable a planning system with a mild bottom-up directional orientation to function. Of particular significance was the introduction that district level officials received to the role and function of the Planning Department. The director of the department had a chance to personally meet the people

with whom he will be dealing. Participants were pleased with the certificates awarded for their attendance and speakers have commented on the generosity of the honoraria received for their part in the program.

2. Establishment of the Planning Department. The Director of Planning had a chance to acquaint himself with the organization of regional government, the personalities involved, and some regional politics as it affects public decision making. In light of the situation that he found he was able to redraft and further detail the "terms of reference" for the department which was originally developed with the assistance of the Ministry of Planning in Khartoum. Included in the document were a description of purpose, functions to be carried out, some indication of manpower needs, and a proposed organization of tasks.

Beyond these fairly basic, albeit essential preliminary steps, the following was also accomplished:

- a. Review of the adequacy and appropriateness of current personnel (two people) assigned to the department;
- b. Discussion with the regional director of personnel concerning the number of professional and support positions authorized for the department and procedures for recruitment;
- c. Notification of vacancies and preliminary discussion with interested candidates for posts within the department;
- d. Exploration of alternatives for securing additional and adequate office space for the department and its advisors, and
- e. Establishment of a file system for the department.

3. UNICEF Zonal Development Programme. The resident advisor for the UNICEF project took up residence in El Obeid and began to explore planning for social services as it is presently carried out in the region. There had been discussion on the nature of project involvement, its relationship to the Planning Department and the other ministries involved in

implementation of services projects such as health, education and water. Given the similarity of objectives, ways the UNICEF programme might complement the Regional Finance and Planning Project were discussed. Agreement was reached to provide the Planning Department with a four wheel drive vehicle, something that did not seem possible through RFPP.

4. Kheiran Project. Officials of the Ministry of Agriculture began to work out the details of this rather complex project aimed at simultaneously improving vegetable production, enhancing income of small farmers, fighting desertification, and stemming the outmigration from the rural areas north of el Obeid. Inquiries were made regarding procurement and delivery of agricultural inputs, discussions were held with farmers to work out an agreement on respective responsibilities of the government and the production units, and investigations of alternative technologies for well construction and the most suitable pumps and engines were conducted. The Director of Planning in the Ministry of Finance and Economy was familiarized with the project and provided to the project coordinator his concerns regarding project implementation and administration.

The Director of Planning insisted upon two things: 1) a procedure whereby pro forma invoices must be submitted to his office for payment to be made from the project account rather than transferring a block of funds to the executing ministry to be supported by invoices after the fact, and 2) that no funds would be disbursed at all until a written agreement specifying all terms was signed between the government and the farmers, as provided for in the project implementation schedule. The rationale for this was based upon the need to increase control and accountability over development expenditures and to adequately protect all parties involved in the project by reaching agreement on the terms of the program before funds were expended. It is interesting to note that had the Director of Planning been ready to authorize disbursement, it

would not have been possible because of lack of communication within the Ministry of Finance as to exactly where those monies were located, and the fact that there were not agreed upon signatories authorized to issue checks against the account. This, however, did not have any effect on delaying project implementation and was easily resolved upon the return of the planning advisor from leave.

OUTLOOK

From the point of view of Kordofan officials, their continuous efforts to influence and direct project resources toward their perceived needs have not been generally successful. The attitude on the part of the Director of Planning and shared perhaps by others is to forget depending upon the DLRD and move independently to establish a functioning planning department. The possibility of developing their own training program with the assistance of the planning advisor was discussed. Without involving the DLRD, it is thought that the regional government could muster its own resources to deliver a program of instruction tailored to its own needs and to avoid the complications, unnecessary expense and confrontation which characterized previous "joint" efforts. In this regard, it is felt that the regional government in the process of assessing its training needs should identify short courses given in the US and elsewhere that would provide training in specific skills, techniques or methods for planners. Other sources should be contacted regarding supply of essential equipment and funds for development projects when it appears that they were not forthcoming from the RFPP. In other words, the regional government would act in accordance with an important distinction it had made several months earlier between the Planning Department and the aid assistance project that was intended to support it. The Planning Department would take the initiative in areas where the DLRD had failed and look after its own interests. With an aggressive and thoughtful director of planning in place and other donors as well as government agencies and institutes willing and able to provide assistance in building planning

capacity, there is every reason to believe that the regional government will succeed.

Project assistance to the Planning Department in coming months depends somewhat on events that are now taking place in Khartoum. Change in the project director will certainly be accompanied by a much needed rethinking of the project, its activities, and method of operation. It would be premature to propose even a draft work plan, no less a budget, with some activities outlined in the plan for the period just ending still not carried out. To do so could mislead the regional government to expect even more from the SRFPP than it is likely to receive. At the same time it would place the new project director in a position where a reaction rather than a more comprehensive expression of his ideas, approach, and philosophy would be required.

It is proposed, therefore, that activities for at least the next three months concentrate on a few relatively clear and manageable tasks that are presently within the reach of the Planning Department. When asked by the Director of Planning what role the planning advisor saw for himself in future months, an outline of the tasks requiring attention in establishing the department was prepared and the services of the advisor were offered in assisting with the items listed. The tasks were grouped into three broad areas:

1. Organization of the Planning Unit:
 - a. Location of the planning department within the decision making system.
 - b. Interpretation of the mandate, responsibilities, and authority given by national and regional legislation.
 - c. Definition and proper communication of the role and function of the planning department which must be based upon a well thought out and agreed upon definition of planning and development, as well as the role of government in both of these activities.
 - d. Organization of department activities into task related subunits.
 - e. Work programming, monitoring and evaluation of planning department activities.

- f. Development of operating procedures, internal policies.
2. Human Resource Development
- a. Development of precise job descriptions and desirable qualifications.
 - b. Recruitment based upon personnel needs.
 - c. Orientation of new as well as existing personnel.
 - d. Training on the job, formal and informal, internal and external, based upon the needs of the department and the abilities of staff members.
 - e. Continuous supervision and direction given to department staff, as well as timely evaluation and feedback.
3. Nonhuman Resource Development
- a. Office equipment.
 - b. Transportation and communications equipment.
 - c. Information (reports, documents, statistics, reference materials, maps) a system for organizing such materials, deciding upon what is relevant, and a means for disseminating information to authorized users.
 - d. Access to capital (either funds that can be directly controlled by the department or funds which the department can broker and channel into desirable investments.
 - e. Reputation or credibility in the eyes of government agencies, officials, and private citizens and investors.
 - f. Access to external sources of information, technical assistance and expertise.

Agreement was reached that the advisor will concentrate on items 1c, 1d, 2a, 2d, 2e, 3c, and 3f on the above list.

In light of the particularly sensitive stage that the Kheiran Project finds itself, it was also decided that the planning advisor would devote a considerable amount of time to monitoring the project and taking advantage of the opportunity provided for training in project administration

and monitoring as well as for laying down a more workable framework for development and execution of such projects in the region.

Miles Toder

REGIONAL REPORT — SOUTHERN REGION

REGIONAL FINANCE & PLANNING PROJECT

THE SOUTHERN REGION

Preparations for the Wau short course for area council officials were the paramount SRFPP activity in Juba during the second quarter. Because of the numerous misunderstandings and frustrations involved in these preparations, and their repercussions, the events leading up to this training exercise are described below. Although there may be some repetition of parts of the general survey section, these events are recounted in order to provide the Southern point of view.

THE WAU WORKSHOP: A SOUTHERN PERSPECTIVE

In late March the Juba advisor and his counterpart began planning for the short course to be held in Wau in June. The exercise was designed to serve three purposes: 1) introduce basic concepts of planning and economic development, 2) have ministerial representatives from Juba describe their activities, and 3) have local ministerial officials describe their activities. The target group consisted of Area Council officials, both elected and administrative, a few Provincial officials, and Community Development Workers. A total of 24 people were to be invited from Lakes and Bahr El Ghazal Provinces. By mid-April, a course schedule of 32 sessions was approved by the Director of Planning, RMFP, and taken to Khartoum for discussion with the chief of party and the project director.

Meanwhile, the project director and the chief of party had agreed on a course schedule similar to the one followed in Kordofan, so that the project director was not receptive to the suggestions brought from Juba. It was decided to reduce the number of sessions from the 32 to 22, and as a matter of policy all expatriate speakers were eliminated except the

project advisors. These changes were taken back to Juba and a second schedule devised keeping one of the expatriate speakers from the Ministry of Decentralization, whose personnel were the majority of the target group, which was expanded to 31 people. The director rejected this schedule also, insisting, among other things, that this expatriate was unacceptable and that project advisors should be the only expatriates included.

The Regional Director of Planning chose to be adamant that the expatriate speaker should be accepted because of his status in the Ministry of Decentralization, and his responsibility as CTA for training of area council personnel. The Juba officials also found the project director's unwillingness to compromise on course design unacceptable and the advisor went to Khartoum a third time to present their case. The project director was not inclined to reconsider their proposals. On hearing this the director of planning decided to delay the course until these course issues were resolved to his satisfaction. Furthermore, many of the target group were in Juba attending to pressing budget matters and would be unavailable under the schedule of the project advisor.

Accordingly, a message was sent to Khartoum that the course would be delayed. No advance preparation was done in Wau and the nine speakers from various ministries in Juba were not taken to Wau as planned. Unfortunately the project director and chief of party did not get the message in time and proceeded to Wau unaware of the RMFEP's decision not to support the course at that time. It was decided in Wau, however, to proceed with the course and speakers and participants were recruited there. Obviously the absence of 9 speakers out of 22 sessions seriously compromised the quality of the presentations. The substitutes were generally poorly prepared. Only 6 of the original target group were present, none from Lakes Province. Ironically many of the recruited participants were community development workers, a group previously rejected. The Juba advisor arrived in Wau

on the first full day of sessions and was told to take two sessions instead of one in his talk on the principles of planning, to be given the next day.

When the Juba advisor returned to Juba, the director of planning expressed his dissatisfaction with the course of events and, with the encouragement of the advisor, decided to communicate his concerns directly to the Director of the AID Mission in Khartoum. This was done by mid-June.

OTHER ISSUES

During the last half of June, discussions were held concerning the work plan for the remainder of 1983. It was assumed that a meeting of all project personnel would be called in Khartoum to discuss project issues and agree on work plans for the Southern and Kordofan Regions. However, discussions of the work plan did not proceed to the proposal stage because of uncertainties concerning the recently announced splitting of the South into three regions and the possibility that the project director would be replaced. The planning director appointed several of his staff to organize a committee to continue work on the Juba Food Production Project, which was identified in the March workshop as being a potential activity for funding by SRFP. The Master's degree nominees expressed concern about the lack of movement in getting approval for their placements. A fourth nominee was identified. It was explained that all decisions were in the hands of the project director, and that direct communication with him should be attempted.

John Miller

APPENDIX I

KORDOFAN SHORT COURSE

APRIL 28 - MAY 12, 1983

<u>TOPIC</u>	<u>SPEAKER</u>
Planning and Development	David Edens, Directorate of Regional and Local Development/DAI
Decentralized Policy	Ali Abdalla Elhakim, Academy for Administrative Sciences
Financing Regional Development	Mohamed Adam Khadam, Director General, Kordofan Regional Ministry of Finance and Economy
Financing Local Development	Sa'id Abu Kambal, Director of Planning, Kordofan Regional Ministry of Finance and Economy
Project Evaluation and the Project Cycle	Osman Mohamed Osman, Project Preparation Unit, Khartoum
Project Implementation and Follow Up	Abdel Wahab Abdel Razig, Directorate of Regional and Local Development
Regional and Local Taxation Systems	Mohamed Shasha Musa, Kordofan Regional Ministry of Finance and Economy
Natural Resources of Kordofan	Suliaman Hussain Abdalla, Kordofan Regional Ministry of Agriculture and National Resources
Policy for Animal Resources	Khalil Ibrahim, Kordofan Regional Ministry of Agriculture and Natural Resources
Policy for Agriculture	Abdel Ghassim, Kordofan Regional Ministry of Agriculture and Natural Resources
Cooperatives in Development	Bashir Kursi, Cooperative Center, Kordofan
Medical Services: Regional and Local	Taha Hameed, Kordofan Regional Ministry of Health
Policy for Education	Mohamed Khair Idris, Kordofan Regional Ministry of Education

KORCOFAN SHORT COURSE

APRIL 28 - MAY 12, 1983

PARTICIPANTS

POST

1. Mohamed El Bagir Ibrahim	Directorate of RLD
2. Omer Bashir Elhalawi	Regional Ministry of Finance
3. Mohamed Ibrahim Mohd. Taha	Regional Ministry of Finance
4. Abdel Daim Elsayed Abdel Daim	Bara Area Council
5. Elshaikh Mohamed Belo	Bara Area Council
6. Obaid Mohamed Tumsah	Bara Area Council
7. Babiker Nasir Tumsah	Rashad Area Council
8. Hamad Mohamed Bukly	Rashad Area Council
9. Farah Mustafa Elsanosi	Deling Area Council
10. Imam Elmardi Iman	Deling Area Council
11. Maki Hamid Ahmed	Deling Area Council
12. Ibrahim Ahmed Yousif	Om Rawaba Area Council
13. Hassan Gibril El Zibair	Sodari Area Council
14. Hassan Elfaki Mohamed	Sodari Area Council
15. Abdalla Hamad Elfadul	El Nohud Area Council
16. Bakar Ali Hassan	El Fula Area Council
17. Mohamed Ibrahim Elostia	El Fula Area Council
18. Babo Maki Ali	El Fula Area Council
19. Altag Eljak Maki	Kadugli Area Council
20. Atia Gibril Ismail	Kadugli Area Council
21. Abdel Wahab Gibril Elzibair	Kadugli Area Council
22. Hassan Ali Mahgoub	El Obeid Area Council
23. Hasab Elrasoul Moahamed	El Obeid Area Council
24. Adam Abdul Aziz Galal Eldin	El Obeid Area Council
25. Mohamed El Fatih Abdel Wahab	Regional Training Center

KORDOFAN SHORT COURSE

APRIL 28 - MAY 12, 1983

COURSE BUDGET (LS)

<u>BUDGET ITEM</u>	<u>APPROVED</u>	<u>ACTUAL</u>
Participants' allowance	8400.000	6460.000
Speakers' per diem	1500.000	1425.000
Lodging in El Obeid	1180.000	980.000
Rental fees	1000.000	750.000
Course coordinator's honarium	320.000	320.000
Course director's honarium	640.000	640.000
Secretarial services	700.000	700.000
Supplies	200.000	122.500
Air travel	650.000	613.250
Opening ceremony	300.000	245.500
Closing ceremony	600.000	599.300
Translation	500.000	500.000
Contingencies (10%)	1599.000	2.000
	<hr/>	<hr/>
TOTAL	17,589.000	13,357.550

APPENDIX II

WAU SHORT COURSE

SOUTHERN REGION

MAY 28 - JUNE 10, 1983

<u>TOPIC</u>	<u>SPEAKER</u>
The Regional Finance and Planning Project	Abdel Wahab Abdel Razig, Director of Regional and Local Development
Planning and Development	David Edens, Directorate of Regional and Local Development/DAI
Regional and Local Planning	John Miller, Southern Regional Ministry of Finance and Economic Planning/DAI
Role of Self Help in Local Development	Kerubino Dut Majur, Inspector for Community Development, Bahr El Ghazal Province, Wau
Financing Regional Development	Abdel Wahab Abdel Razig, Directorate of Regional and Local Development
Project Evaluation and the Project Cycle	Omer Mahgoub, Project Preparation Unit, Khartoum
Planning Social Welfare Services	Lino Angok Duec, Acting Director for Social Welfare, Juba
Project Implementation and Follow Up	Abdel Wahab Abdel Razig, Directorate of Regional and Local Development
Agricultural Development	Sayyid Ramadan, Agriculture Officer, Bahr El Ghazal Province, Wau
Regional Education Services	Karlo N. Anthony, Director of Education, Wau Area Council
Local Education Services	Lawrence John, Area Education Officer, Wau Area Council
Health Services: Regional and Local	Anthony Yiri, Chief Public Health Inspector, Bahr El Ghazal Province, Wau
Role of Banks in Development	Mohamed Gousi, Manager, Unity Bank, Wau

WAU SHORT COURSE

SOUTHERN REGION

MAY 28 - JUNE 10, 1983

COURSE BUDGET (LS)

<u>BUDGET ITEM</u>	<u>APPROVED</u>	<u>ACTUAL</u>
Participants' allowances	6160.000	5920.000
Speakers' honoraria	1500.000	1200.000
Car rental and fuel	2500.000	-
Course director's per diem	640.000	640.000
Course coordinator's per diem	320.000	320.000
Regional director's per diem	320.000	-
Stationery	250.000	109.500
Secretarial services	700.000	700.000
Air travel	5000.000	-
Opening ceremony	300.000	243.500
Closing ceremony	600.000	316.000
Transport allowance	850.000	500.000
Lodging, Wau	2000.000	915.000
Contingencies (10%)	2114.000	170.000
	<hr/>	<hr/>
TOTAL	23,254.000	11,034.000