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**Final Report:
Assistance to
Local Project
Planning in
Sudan**

Prepared for the Regional Finance and Planning Project
under USAID/Sudan under Contract No. AF-0012-C-00-1024-00
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INTRODUCTION

BACKGROUND

This report is an account of a 17-week consultancy for the Directorate of Regional and Local Development (DRLD) of the Ministry of Finance and Economic Planning, the Democratic Republic of the Sudan. The consultancy was carried out under the auspices of the Sudan Regional Finance and Planning Project (SRFP), which is funded by the United States Agency for International Development (USAID). Technical assistance to the project is provided by Development Alternatives, Inc. (DAI). The consultancy was undertaken by J. R. Wheeler from April to early August 1984.

The purpose of the consultancy was to prepare a suitable project planning handbook that would provide guidance and a methodology for the design of local development projects. The primary target group was identified as the staffs of the area councils most responsible for project development at the local level. The original terms of references are set out in Appendix One.

This report describes the consultancy program undertaken, outlines the resulting handbook, and puts forward recommendations on the training and support requirements necessary to encourage the adoption and use of the handbook in all regions of Sudan.

Administration in Sudan

The legislative structure of government in Sudan is a hierarchy of interlocking levels of administration, with each level having a high degree of autonomy. At the apex of the hierarchy is the national government. Directly below are the nine regional governments, each with its own regional assembly, legally defined powers and functions, sources of revenue, and

independent budgets. Below the region are area or district councils, which are corporate bodies with powers to approve their own budgets and raise revenue. The Local Government Act of 1981 reinstated these councils as the primary level of local government and development. On the final level are the rural, town, village, and quarter councils, which are established at the discretion of the area council.

In practice, the decentralized model of autonomous, self-financing levels of government cannot be sustained. The major impediment is the paucity of the local revenue base at both the area council and regional levels. This lack of revenue has forced an almost complete reliance on central grants-in-aid to the regions and, through them, to the area councils. As a result, self-determined budgets and actions are subject to approval and control from higher authorities. Further, the level of available funding is far below estimated requirements for expenditures. Other severe constraints are imposed by poor definition of responsibilities and a lack of expertise and organization at all levels of government.

The Sudan Regional Finance and Planning Project

The objectives of this project are to:

- Increase the capacity of the Kordofan and southern regional governments to fund their own activities by improving their revenue-generating, budgeting, financial management, as well as planning, organization, and project development capabilities; and
- Support a continuing government of Sudan effort to promote decentralized government and decentralized services.

To these ends, technical assistance has been provided to the Finance and Planning Ministries of Kordofan and Equatoria and to the central DRLD. Funds have been supplied for training, both in-country and overseas, for staff workshops, and for upgrading local training institutes to give them the on-going capacity to

offer courses in planning and financial management and to procure office equipment and library materials. A model project fund has been established to finance and test project design and implementation skills in practice.

The project became operational in November 1981. The technical assistance component of the project is to be completed in October 1984. Project funds will continue to be available to the government until the end of 1985.

THE CONSULTANCY

INITIAL MEETINGS

Initial briefing meetings with Keith Sherper, deputy director, and Thomas Eighmy, project officer, both of USAID, and David Edens, chief of party, SRFP, led to a narrowing of the terms of reference of the consultancy and agreement on the approach to be adopted. The original terms of reference (see Appendix One) were amended to incorporate the following directions:

- Attention was to be focused on the area council level of government and include regional government only to the extent of defining the context within which area councils operate.
- Only secondary attention was to be given to assisting planning staff and DAI advisers, with the identification and design of model projects to be funded through SRFP. Further, no attempt was to be made to link the consultancy with the planning and initial implementation of the proposed Regional Development Support Fund.
- The major output was to be written guidance for area councils on project planning that could be used to design projects for a variety of funding sources and within different local planning systems. While the broad administrative and budget framework was to be taken into account, no attempt was to be made to formulate specific recommendations on the workings of existing procedures and relationships.

At a subsequent meeting the director of Regional and Local Development, Dr. Osman Mohamed Osman endorsed the modifications put forward.

Approach Adopted

Given the direction to focus on upgrading the expertise of area councils to formulate viable project proposals, the approach adopted for the consultancy included four stages:

- Examining the existing responsibilities and capabilities of area councils to plan and execute local development initiatives. This review would include an assessment of current performance and constraints as well as a definition of the type and level of assistance that might usefully be provided through written guidance;
- Drafting the project planning handbook based on the experience gained in the first stage;
- Field testing the draft; and
- Revising and finalizing the handbook to incorporate changes and improvements arising from the field-testing exercise.

ASSESSMENT OF AREA COUNCIL PERFORMANCE

Upon the completion of a review of pertinent documentation available in Khartoum, two field trips were undertaken: one to the Bahr Al Ghazal and Equatoria regions and one to the Kordofan Region. The itinerary of the trips is given below, followed by a summary of the findings.

Bahr Al Ghazal Region (April 17-24)

Two factors limited the usefulness of this visit. First, the local security situation prevented any movement outside Wau; and second, a four-day holiday was declared for Easter. Both factors severely restricted access to key officials. Meetings were held with the:

Ministry of Finance and Economic Planning
 Ministry of Regional Affairs and Administration
 Ministry of Agriculture
 Chief Executive Officer, Rumbek Area Council
 Wau Area Council
 Wau Town Council
 Wau Rural Council

Equatoria Region (April 24-May 3)

Once again, events constrained access to personnel. This time the declaration of a state of emergency prevented a planned visit to Torit Area Council. Meetings were held with the:

Ministry of Finance and Economic Planning
 Ministry of Regional Affairs and Administration
 Ministry of Agriculture
 Ministry of Health
 Central Area Council
 Juba Rural Council
 Terekeka Rural Council
 Yei Area Council
 Yei Rural Council
 Inter Regional Training Program
 Regional Accountancy Training Center
 ACORD, Juba Office

Kordofan Region (May 12-17)

A full program of meetings was completed with the exception of one meeting scheduled with El Obeid Area Council. Meetings were held with the:

Ministry of Finance and Economic Planning
 Ministry of Regional Affairs
 Dilling Area Council
 Barra Area Council
 Umm Rawaba Area Council

These field trips allowed detailed discussions to be held with seven area councils and four rural or town councils. Time restrictions coupled with the long distances involved in reaching councils as well as the restrictions on travel prevented more

visits. A good understanding of council roles, responsibilities, and capacities was gained together with an appreciation of the quite significant differences between area councils in different regions. (A complete list of the officials met is given in Appendix Two.)

Two trip reports were produced (Memorandum to D. Edens, "Area Council Activity in the South," 13 May 1984 and "Area Council Activities in Kordofan Region," 19 May 1984) together with Project Research/Studies Paper #4, "An Assessment of Area Council Performance." This last paper assessed area council performance and identified the major problems, constraints, and opportunities facing those bodies. It then drew conclusions concerning the need for support and training in general and the form and content of the proposed written guidelines in particular. In brief, the report reached the following conclusions:

- The precise development role of area councils was confused, partly because of ambiguous legislation and partly because regions continue to operate local council functions, which in turn reflects on the financial standing of the councils. The operational functions of the three tiers of authority -- region, area council, rural or town council -- varied significantly between and even within regions.
- Management and organization within councils is weak. The administrative structure is poorly defined, lines of authority and responsibility are not well articulated, and coordination between departments limited if it exists at all. Financial management is critically weak, leading to abuse, misallocation of funds, gross overspending on certain budget items, and illegal movement of funds from one head to another. The dire financial straits of councils distracts attention from all other matters and results in a management style that can only be described as one of crisis management.

- The financial standing is perilous and all councils rely on grants-in-aid. In the southern regions over 80 percent of actual expenditure comes from grants, while even in Kordofan, where both the sources and the collection of local revenues are better established, grants make up about 50 percent of total actual expenditures. Nowhere do actual incomes and therefore expenditures come close to satisfying estimated requirements, even allowing for the fact that all councils submit greatly exaggerated budget requirements. At best, councils are able to pay their staffs but nowhere are able to meet their statutory obligations to provide services. Some councils cannot even meet their current wages bill and staffs go unpaid for weeks and months.
- The size of council staff establishments acts as a constraint and bears little relationship to the ability to finance operations. Councils inherited overstaffing and seem to have limited control over the constant rise in numbers. The regions have contributed to this problem by decentralizing staffs without the finances to pay them. As far as can be determined, about 90 percent of a typical council's budget (excluding in certain cases "self-help" funds) is devoted to paying its staff. With little to show by way of output, staffs represent a drain on available resources.
- Development activities that originate with the councils are few in number. In the south it is virtually zero, while in Kordofan the level of activity is somewhat higher because of the local collection of self-help funds from a levy imposed on the sale of sugar and wheat flour. These funds remain under the control of the local council, and some funds are used to finance development projects. Councils can submit project proposals for inclusion in the regional development budget, but the history of successful submissions is not good, and, even if included in the budget, there is no certainty that funds will actually be released. The problem is compounded by the lack of expertise available to councils. Few council staff members have had training in project planning, and there is an acute shortage of technical expertise to back up project ideas. The history of projects either handed over or carried out by councils is dismal: Few are supported and maintained, and many have collapsed.
- Many of the constraints acting on area councils are reflections of the situation at the regional and even the national level. Furthermore, the overall situation is one that mitigates against a "planning" approach. For as long as the allocation, and often the actual release, of funds depends upon political bargaining and the strength of local leaders, then little forward planning can be

effective and any attempt to manage budgets and programs will be frustrated. In such a situation there is little incentive to undertake careful planning or project preparation as the effort involved is unlikely to be rewarded.

- In the regions visited attempts are being made to provide support to area councils. In Equatoria both the Inter Regional Training Program and the Regional Accountancy Training Center are charged with the training of council staff members in management and accountancy respectively. Both the Ministries of Finance and Planning and of Regional Affairs are opening provincial-level offices specifically to provide more accessible support to councils. Kordofan Region has very recently designated two administrative officers in each area council to take responsibility for planning and proposes to run substantial training courses for them.
- However welcome these and other similar steps are, the fact remains that there is no systematized framework, even within a single region, within which councils should operate. Any training and support is being carried out in a piecemeal fashion. The danger of this approach is that the sum of the parts may not fit together to form a rational whole. More immediately, those who have been trained will not have a framework within which to practice their increased skills, and frustrations and dissatisfaction will tend to grow.
- Discussions at both the national and the regional levels revealed no positive steps to attempt to provide the comprehensive guidance and support that is required if area councils are to operate effectively.

The original research/study paper was circulated and discussed within DRLD, USAID, the regions visited, and other agencies, including the Sudan Academy for Administrative Sciences and the Directorate of Decentralization, but no dissenting comments were elicited.

The potential impact of the project preparation guidelines must be measured against the range of issues and constraints confronting area councils. With no indications of initiatives to address basic problems, the distribution of these guidelines should be recognized as one more partial response to needs. It must be concluded that, without attention to other constraints and without a framework within which to operate, these guidelines

alone cannot have a major impact on the effectiveness of area councils. Further, without a continuing program of support for the use of the guidelines, their utility will be further reduced.

THE PROJECT PLANNING GUIDELINES

The Overall Approach

It was evident that any guidance would have to be carefully designed to reflect existing circumstances. Simple but comprehensive advice that is operationally oriented should be provided. The considerations that dictated the content, style, and conceptual level of the written material were the following:

- The absence of established procedures for project planning at the local level and the fact that systems that do evolve are likely to vary between regions preclude the production of a manual or handbook that integrates project planning to specific procedures. A more universal guideline of principles would be needed to ensure continuing relevance over time. Such guidelines could be adapted to different circumstances and be used for project submission both within and without the government.
- Any guidance should be based in the reality of local council activity and circumstance but should encourage a more systematic and efficient approach to the use of available resources. Through the use of local examples, general principles must be grafted to local conditions to enable the recipient group to identify with the content of the guidelines.
- Although the emphasis would be placed on single project inception, design, and implementation, the wider context of development strategies and policies must be considered. Links and reference must also be made to those procedures that do exist, for example, the annual budget cycle.
- The capability of local councils to undertake development activities in the foreseeable future will remain limited and not require sophisticated appraisal techniques or complex analytical methodologies.

- Attention should be given to the long-term implications of carrying out development projects. In particular, the ramifications on the recurrent budget must be emphasized.
- At least two regions have introduced project proposal pro forma that must be completed for all submissions to the annual development budget. The guidelines should complement not replace such local initiatives.

It was recognized that if these demands were to be satisfied then the resulting guidelines were likely to be lengthy. It was agreed that thoroughness should not be sacrificed for the sake of brevity. This decision was reinforced by the recognition that many local council staff members now responsible for development have little experience in project design.

The Content of the Guidelines

Over a six week period a full first draft was completed. Sections of the draft were circulated to DRLD staff and to the DAI technical assistance team and their counterparts to gain immediate comment and feedback. Initial additions and refinements were incorporated as a result of this consultation. The final first draft was completed in early July.

The guidelines provide a step-by-step explanation of the project preparation process illustrated by the use of examples, many of which are based on actual local experience. Throughout, a balance was sought between simplicity and the need for comprehensive advice about a process that is, in fact, far from simple.

The starting point is taken to be the identification of project ideas through an assessment of needs, problems, and opportunities. Then key project ideas are selected that are to be subject to detailed design. The core of the guidelines consists of four chapters devoted to a comprehensive explanation of the component parts of project proposal designs for four categories of projects.

- Project for social service and infrastructure
- Projects requiring further capital expenditures
- Projects with major self-help components
- Projects that are productive and generate income

Although the basic model remains the same for each project category, the different considerations and emphases needed to complete each variation satisfactorily are explained. The final part puts forward guidance on project management issues and the necessity of relating individual projects with longer-term development plans and programs. A more detailed summary of the guidelines is set out in Appendix Three.

TESTING THE DRAFT GUIDELINES

The draft guidelines were circulated to DRLD, USAID, and the two regions supported by SRFPP technical assistance. The feedback elicited provided comments and suggestions for additional information to be included. The overall response, however, was positive and did not suggest any need for major revisions or changes in approach.

An attempt was made to gain insights into the operation of area councils in regions other than the SRFPP pilot regions. The planning inspectors of DRLD responsible for the other regions were contacted to this end. However, it happened that they were not well informed of area council activities or of the relationship of area councils to their regional governments. All the planning inspectors could do was suggest that the individual regions be contacted, but the constraints of time prevented this effort. It is worthy of note that the inspector for Kordofan, who had been designated to work with the consultant on the

preparation of the handbook, had a thorough understanding of the area councils in Kordofan and had visited all of them on at least one occasion.

The terms of reference also called for the draft to be field tested with the target groups for which the guidelines were designed, the officials of area councils. It was suggested that this field testing should take place in Equatoria and Kordofan. This requirement was impractical for Kordofan, where any evaluation at the area council level would have to have been carried out in Arabic. The time required to translate the guidelines precluded this evaluation. As a substitute it was agreed that the consultant would participate in a longer training program that was planned for the newly designated area council planning officers. Since the training program would take perhaps two or three days, a summary of the guidelines was to be presented and discussed. But this training was put off until sometime in September at the earliest, and so the opportunity to present and test the guidelines was lost.

The draft guidelines were presented at a workshop held in Juba, Equatoria Region, from July 12 to 17. The workshop was attended by representatives from seven area councils and the Ministry of Regional Affairs and Administration. It was chaired by Clement Khamis, director of the Department of Local Government, Ministry of Regional Affairs. A full list of participants is given in Appendix Two.

The workshop's program follows:

Day One: Introducing the workshop and setting the context for discussions.

 Introducing the guidelines, how they came about, and their intended purpose.

 Presenting Part 2 of the guidelines, Project Identification and Selection, and subsequent discussion and points of clarification.

Distributing all participants Chapter 5 of the guidelines, Project Design for Social Service and Infrastructure Projects. Participants were requested to study the chapter before the following day's sessions.

Day Two: Getting feedback and discussing the methodology and content put forward for project design.

Presenting and discussing requirements for different categories of projects with particular emphasis on productive projects. Workshop appraisal of actual area council project submissions in light of preceding discussions.

Day Three: Continuing critical appraisal of project proposals. In all, six project proposals were discussed in detail by the workshop.

Livestock watering, Kapoeta Area Council
 Shop development, Central Area Council
 Brick production, Tambura Area Council
 Office construction, Yambio Area Council
 School renovation, Torit Area Council
 Citrus nursery, Maridi Area Council

Discussing priorities for development.

Day Four: Working with individual area councils on their proposed project submissions. Five area councils were met by either the consultant or John Miller of SRF (Equatoria) to provide detailed advice on their project submissions.

It is hoped that one immediate outcome of this workshop will be the submission of several well-developed project proposals that can be considered for funding through SRF's model project fund.

Valuable feedback was obtained both from direct comments made on the guidelines and through working with council staff members on their project proposals. Those who attended the workshop expressed satisfaction with the guidelines and indicated that they would provide a most useful tool. The point was strongly made that their utility would amount to very little if development funds could not be made available.

While in Juba, the consultant took opportunity to discuss the guidelines with the director of the Inter Regional Training Program. One result of this meeting was the agreement that the training program would use the guidelines in its courses.

THE FINAL DRAFT

Revisions and additions were made to the first draft in light of comments received from the sources described in the preceding section.

The final draft was presented to Dr. Osman, director of the Department of Regional and Local Development, on July 25 for his approval. A further meeting was arranged with the director of USAID, to present a copy of the final document together with this final report on Tuesday 31 July 1984.

The consultant left Sudan on Thursday 2 August 1984.

FUTURE ACTIVITIES IN SUPPORT OF PROJECT PLANNING

The suggestions and recommendations set out here are intended to contribute first to the adoption and use of the guidelines themselves and second to those wider issues concerning the operation and performance of area councils in undertaking their development responsibilities.

THE ADOPTION AND USE OF THE GUIDELINES

Distribution

As is recognized, the first step is to obtain an accurate translation of the guidelines into Arabic for distribution to all but the southern three regions, which need not await translation. Once the translation is available the following program is suggested.

- Each regional Ministry of Finance and Planning be requested to coordinate the distribution of the guidelines within its region. For Kordofan and Equatoria this will be straightforward for they will be well aware of the guidelines. For the remaining regions, contact should be made through the DRLD planning inspectors. To ensure a unified approach, a short workshop should be run by DRLD/SRFP for the inspectors on the background, objectives, and content of the guidelines.
- Each region should determine the number of copies required. As an indication, Equatoria Region is proposing a minimum distribution of six copies for each area council (48 copies in all), full distribution to all regional planning units (an estimated 30 copies), training institutions (50 copies), plus a good number for future distribution. No decision was made whether or not to distribute to rural and town councils.
- Once the initial distribution has been completed DRLD should be prepared to run short, informal workshops for area councils on the formulation of project proposals.
- Copies should be circulated to relevant national training institutions, for example, the Sudan Academy for Administrative Sciences, to ascertain whether the guidelines would be useful as teaching materials. If there is a positive response, copies should be made available on request.

Further Support

DRDL does not have an existing capacity to support directly development at the local level in a sustained manner. Unless further assistance is provided in a fashion similar to the SRFP, the DRLD will be restricted to working directly only with the regions.

Two initiatives that DRLD can undertake immediately, however, could provide significant support to local projects without necessarily extending its area of concern down to the area councils themselves.

- Work with regional authorities to define a mandatory minimum standard of project proposals that will be considered for inclusion in the regional annual budget. Such a standard would apply to both project councils. The standard approach would be derived from the guidelines.
- Work, either directly or through other central government agencies, to identify sources of potential donor financing that could be made available to area councils. This effort could be taken further to include attempting to persuade donors to establish funds that could be used by councils.

Both these moves would be made in an attempt to provide incentives to area councils (and regions also) to adopt the more demanding project preparation approach recommended in the guidelines. Without an incentive, or reward, there will be few reasons for putting into practice the approach advocated in the guidelines. Certainly the provision of training alone will do little to persuade council staffs of the efficacy of the guidelines' recommendations.

Only when a climate of potential reward is established should consideration be given to large-scale, or formal, training efforts. Certainly institutional resources exist that could run such training. And the possibility of utilizing SRFP financing should be explored, provided the expenditures are committed before the end of 1985. As discussed below, training in project preparation would be more effective if it were an integral part of a wider program concerned with all aspects of local development and management.

WIDER ISSUES OF COUNCIL PERFORMANCE

Any attempt to upgrade the quality of project proposals and planning cannot be divorced from the wider issues of management, organization and orientation, and the relationships to other levels of authority. It is evident that area councils, by themselves, cannot undertake a program to tackle their major constraints; they possess neither the financial nor the technical

resources. Nor is there evidence that regions have the capacity or the expertise to provide guidance. Regions suffer equally from the same constraints that councils face. It would appear that if the process of decentralization that has been set in motion is to result in effective local government, a comprehensive program of support must be provided.

The elements of such a program might include:

- A clearer definition of the roles, responsibilities, and relationships between the regional government, area councils, and rural or town councils. Such a definition would lead to a better understanding of the levels of autonomy to be enjoyed by each level of government.
- In light of this definition, a suitable management structure should be designed. Eventually, such an initiative would include job descriptions, lines of authority, the introduction of management tools and techniques, and the integration of council activities.
- An assessment of staffing requirements and training needs could then be made to fit the responsibilities and management structure of the councils and a long-term program of training and upgrading begun.
- Assistance to improve the capacity of councils to fund their own activities through the improvement of revenue collection, financial control, and budgeting.
- The establishment of an internal system of resource allocation and planning that would allow rational annual budgeting to take place within a longer-term framework.

This is an ambitious program and, further, is one that would not be effective until national and regional resource allocations are rationalized and systematized. The suggestions are put forward in response both to concerns that were expressed in the course of the consultancy and to the fact that the guidelines are intended to provide support to one area of council activity. The fact remains that the initiative that has been shown by the DRLD the SRF is unlikely to be well rewarded unless the crippling constraints acting on area councils are tackled.

APPENDIX ONE
TERMS OF REFERENCE

APPENDIX ONE

TERMS OF REFERENCE

The purpose of this assignment was to:

- Review Sudan Regional Finance and Planning Project materials and planning handbooks or guidelines from other countries undertaking similar decentralization programs, followed by field work in Equatoria and Kordofan to assist planning staff and DAI long-term advisers with the identification and design of model projects that can be funded in the near future;
- Draft a project planning handbook based on the experience gained in phase 1 described above; .
- Test the handbook in Equatoria and Kordofan, including both applying the handbook to projects of varying types and training planning staff in its use; and
- Revise and finalize the handbook to incorporate changes and improvements arising from the field testing in Equatoria and Kordofan.

As a supplement to the handbook, the consultant will deliver a final report that includes an account of the consultancy and the methods employed, together with recommendations on training and technical support requirements for DRLD to encourage adoption and use of the handbook in all regions of Sudan.

This consultancy will be closely linked with the planning and initial implementation of the Regional Development Support Fund, which is to be financed by USAID and the government of Sudan.

APPENDIX TWO
WORK PLAN

APPENDIX TWO

WORK PLAN

The following is a list of those officials who contributed to the preparation of the Project Planning Guidelines:

KHARTOUM

Dr. Osman Mohamed Osman	: Director, Department of Regional and Local Development
Abdallahi El Tom	: Chief Planning Inspector, Kordofan Region
Salah Abdel Salam	: Planning Inspector, Central Region
Faudeid Ali	: Head Department of Research and Studies, Bureau of Decentralized Government Affairs
Abdelgadir Ahdel Rahim	: Department Commissioner, Bureau of Decentralized Government Affairs
Dr. Hassabelrasoul Hussein	: Regional and Local Government Department, Sudan Academy for Administrative Sciences
Keith Sherper	: Deputy Director, USAID
Thomas Eighmy	: Project Officer, SRF/USAID
David Edens	: Chief of Party, SRF

BAHR AL GHAZAL REGION

Cornelio Koriom	: Minister of Finance and Economic Planning
Valerio Nuer	: Director General, Ministry of Finance and Economic Planning
Bona Thiang	: Deputy Director of Planning
Raymond Aguek	: Inspector of Planning
Samual Ater	: Director of Local Government, Ministry of Regional Affairs and Administration
Raphael Khamis	: Director General, Ministry of Agriculture
	: Chief Executive Officer, Rumbek Area Council
Enok Manyon Malok	: Chief Executive Officer, Wau Area Council

Hillary Akwung : Director General, Ministry
of Agriculture
Richard Unquec : Executive Officer, Wau Rural
Council
Stephen Manyang : Executive Officer, Wau Town
Council

EQUATORIA REGION

Jino Gama : Acting Director, Ministry of
Finance and Economic Planning
Samson Wassarra : Inspector of Planning
Clement Khamis : Director, Department of Local
Government, Ministry of Regional
Affairs and Administration
Gordon Soro : Acting Deputy Director,
Department of Local Govern-
ment
Syrus Korsua : Planning Officer, Ministry
of Agriculture
Jalil Malik : Director, Inter Regional
Training Project
Elibaba Lako Galla : Assistant Inspector of
Planning
John Miller : SREPP
Rajab Wani : Executive Officer, Juba
Area Council
Jersa Kide : Budget and Finance Officer,
Juba Area Council
Elisapa Wmayae : Inspector of Accounts, Juba
Area Council
Severino Suve : Senior Establishment Officer,
Juba Area Council
Fred Wani : Executive Officer, Juba Rural
Council
Samuel Gasim : Executive Officer, Terkeka
Rural Council
Michael Modi : Acting Chief Executive Officer,
Yei Area Council
Simon Peter : Budget and Finance Officer,
Yei Area Council
Silver Mamgbi : Acting Inspector of Agriculture,
Yei Area Council
William Modi : Acting Head Accountant,
Yei Rural Council
Wesley Abungwa : ACORD, Juba Office

JUBA WORKSHOP

Clement Khamis	: Director, Department of Local Government, Ministry of Regional Affairs and Administration
Alfred Ambo Simon	: Department of Local Government, Ministry of Regional Affairs and Administration
Henry Jada Zakaria	: Chief Executive Officer, Central Area Council
Filbert Lolik	: Chief Executive Officer, Juba Area Council
Salvatore I. Dirolelah	: Chief Executive Officer, Kapoeta Area Council
John Zomai Kpioza	: Budget and Finance Officer, Tombura Area Council
Jersa Kide	: Budget and Finance Officer, Central Area Council
Patrick Okeny	: Budget and Finance Officer, Juba Area Council
Peter Akoss	: Budget and Finance Officer, Kapoeta Area Council
Gaetano Okovi Laka	: Chief Accountant, Torit Area Council
Ljino Alia	: Yei Area Council
Charles Kinto Atul	: Ministry of Regional Affairs and Administration

KORDOFAN REGION

Fatih El Tighani	: Minister of Finance and Planning
Saeed Abu Kambal	: Director of Planning
John Zinns	: UNICEF Planning Adviser
Miles Toder	: SRFPP
Zainel Abdin	: Director, Department of Local Government, Ministry Regional Affairs and Administration
Hassan Fadellala	: Personnel Division, Ministry of Finance and Planning
Salah Ahmed	: Acting Chief Executive Officer, Umm Rawaba Area Council
Maki Ahmed	: Chief Accountant, Umm Rawaba Area Council
Abugabar El Haj	: First Executive Officer, Dilling Area Council
Adam Abdin	: Department Executive Officer, Dilling Area Council

Sheikh Bulo

Jacob

Mohmoud

- : First Executive Officer, Barra Area Council
- : Department Executive Officer, Barra Area Council
- : Administrative Officer, Barra Area Council

APPENDIX THREE
SUMMARY OF THE GUIDELINES

APPENDIX THREE

SUMMARY OF THE GUIDELINES

The "Guidelines on Project Planning for Local Development" is a 120-page document. This appendix summarizes the guidelines.

The examples that illustrate the technical explanations and were drawn from local experience in Sudan are a major component of the guidelines. In Part Three, Project Design, an illustrative project idea is included in each chapter, which is developed over the course of the chapter into a full project proposal.

The guidelines are divided into four parts.

Part One:	Background (pages 1-11)
Part Two:	Project Identification and Selection (pages 12-32)
Part Three:	Project Design (pages 33-105)
Part Four:	A Framework for Project Planning (pages 106 - 120)

PART ONE

Chapter One: Introduction

This chapter provides an overview of area councils' development responsibilities derived from the Local Government Act of 1981. The chapter defines who the guidelines are intended to assist; its purpose is to help councils make better use of their very limited resources.

Chapter Two: What is Planning

This chapter puts forward a justification for planning as means to utilize resources effectively, to provide a framework for decision making, and to organize for project implementation and operation. The chapter defines the interests and roles of different groups in the planning process. Finally, "project" planning is explained and the need to link individual projects with wider issues is emphasized.

PART TWO

Chapter Three: Project Identification

This chapter suggests that projects originate in needs, problems, and opportunities and that councils should assess each of these issues as the starting point for project selection. Inputs to this process should be obtained from the community, politicians, and technicians because each group has a particular

role to play. An emphasis is given to the advantages of obtaining genuine community participation in the development of local projects. The chapter goes on to stress the importance of understanding the real causes of problems and the need to consider alternative solutions that, usually, can be defined for a problem. Special mention is made of planning for opportunity as a means to maximize the impact of resources.

Chapter Four: Project Selection

This chapter proposes that the first steps in selection should be the elimination of those project ideas that the council cannot, legally, undertake or should not, practically, attempt to undertake. Various actions are suggested for these "eliminated" ideas so they are not lost but either passed to other authorities or redefined. Final selection is made against priorities. The need to assess the priorities of different parties is stressed. A second criterion of project "effectiveness" is introduced.

PART THREE

Chapter Five: Social Service and Infrastructure Projects

Since as the main legal obligations of area councils are the provision of social services and infrastructure, the requirements of proposals for this category of projects are considered first. A "model" of the required component parts of any project proposal is put forward, which consists of the following elements:

- Project Summary
- Project Description
- Definition of Objectives and Targets
- Required Inputs
- Recurrent Cost Implications
- Project Outputs
- Effectiveness Analysis
- Implementation Plan
- Task Allocation
- Project Management

In sequence, each of these components is described and explained in detail and, where necessary, a methodology is laid out. In a step-by-step illustration of the process, the example of a small potable water supply project is developed.

Chapter Six: Projects Requiring Further Capital Expenditure

Using the model developed in Chapter Five, the particular requirements and justifications needed for this category of projects are explained and illustrated. Such projects are either an expansion of an existing project or an attempt to revitalize a

project that has faltered or failed. In the latter case, particular attention must be given to the justification of new investment.

Chapter Seven: Projects with Major Self-help Components

Again utilizing the project proposal model, the different considerations that must be taken into account if a project is to have a major element of self-help are put forward. Particular attention is paid to management and the need for clarity over the contributions that the self-help group and the council are to make.

Chapter Eight: Productive and Income-generating Projects

Here a variation on the project proposal model is introduced to take into account the requirements of projects that are expected to be self-sustaining and income-generating. These differences include calculating project outputs in terms of commodities and value. The critical need to consider and account for requirements for both initial capital and working capital if the project is to become operational and the elements that constitute operating expenses are put forward. All these components are brought together in the Financial Appraisal -- here a simple procedure is presented that is within the capacity of council staff members to undertake. However, the layout is such that the information for a full financial analysis is provided.

A final section considers financing productive projects through loans. This section includes how to account for loan repayment in a simple project financial analysis.

PART FOUR

Chapter Nine: Project Management

This chapter presents an argument for the need for management. In the absence of a management framework covering all council operations, those elements of management pertinent to project planning and operation are put forward. The need to link project planning with other administrative operations is emphasized. Although this chapter does not attempt to provide a model management system, it does raise the issues that require attention if project ideas are to result in operational projects.

Chapter Ten: Development Plans and Program

Throughout the guidelines the point has been made that projects do not exist in isolation. This chapter puts forward the concept of providing a framework for individual projects through the compilation of plans and programs. It is restricted to an outline simply because the production of comprehensive

plans is beyond the capacity of existing councils. It is suggested that the councils working together with the region would be in the position to create a longer-term framework for development.

The chapter also puts forward the concept of setting basic standards of provision for essential services as a tool for decision making.

