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Development Studies and Research Institute

Problems of Development Planning and Administration

In The Sudan (1961-1985)

By

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ABSTRACT

- Although information, data and literature on plan implementation is meager compared to that of plan formulation, however, an attempt is made to discuss and identify the causes and limitations that led to the failure of implementation of development plans to meet their objectives and targets. Moreover, another difficulty relates to the fact that statistical data and information are hard to find or to come by in the Sudan.
- The main concern of this study is to examine the major problems facing the Sudanese experience in development planning and administration during the period 1961-1985.
- The implementation process indicates or describes the translation of plans into projects and other activities. However, there are specific requirements which affect, to a large extent, a success or failure of plan implementation.
- From the history of development planning in the Sudan, it is found that the deficiency in the implementation capacities is the driving cause responsible for the failure of development plans to achieve much of their objectives and targets.
- The lessons learnt from the past planning experience of the Sudan indicate that the implementation process has to be planned for in the formulation stage of every development plan, programme or project. In addition, the role of the administrative, political, economic and financial as well as social, cultural and other environmental factors should be taken into consideration so as to overcome the

implementation difficulties, and hence avoiding the shortcomings in our future plans.

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LIST OF ABBREVIATIONS

LDCs	: Less Developed Countries.
GNP	: Gross National Product.
GDP	: Gross Domestic Product.
TYP	: Ten- Year Plan.
FYP	: Five- year Plan.
SYP	: Six-year Plan.
SSU	: Sudanese Socialist Union.
IMF	: International Monetary Fund.

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Chapter One

Research Basics

Introduction:

In spite of the fact that the Sudan has a long history in development planning, which started before independence, and as well as it is a rich country in development potentialities and natural resources such as land, water, minerals, livestock and labour, however, the implementation of the plans is weak and poor, and as a result the development planning efforts are not positive as to the expectations and aspirations of its people. The weakness of the planning processes may be attributed to many difficulties and constraints which faced the implementation of the development plans.

The main concern of this study is to examine the major problems and limitations of development planning and administration in the Sudan during the period from 1961 to 1985.

The Importance of the Research:

The importance of this research arises from the fact that the experience of Sudan, during the period 1961-1985, shows that there has been much more planning than actual socio-economic development. The country, during this period, has witnessed the formulation and implementation of three development plans,

that is, the Ten-Year Plan 1961/62 -1970/71, the Five-Year Plan 1970/71 -1974/75 and the Six-Year Plan 1977/78 -1982/83, yet none of these successive development plans reached its targets or achieved its objectives.

According to some Sudanese planners, this period is considered as a golden era of the Sudanese experience in development planning. Furthermore, this period represents three different regimes (military - Civilian - Military), and this reflects the subsequent political changes and the state of instability which in turn affects negatively the development efforts in general and the implementation process in particular. Hence, the experience of the Sudan during this period (1961-1985) is taken as a case study.

Research Problem:

In the previous literature of planning, planners thought that the implementation process begins after the planning stage, and as a result planning practices also tend to follow such assumption that the implementation is a separate stage. However, recent studies have noted that the implementation process can not be separated from the planning stage, and that there is an integral relationship between plan formulation and plan implementation. So this study reflects and stresses the importance of the strong relationship between plan formulation and plan implementation, and that the

non-recognition of such relationship has affected negatively the development efforts in the Sudan during the period (1961-1985).

This study argues that the successive development plans in the Sudan had rarely reached their development objectives and targets successfully during the periods of the plans. Hence, the main question here is that what caused the partial failure of development planning in general and plan implementation in particular in the Sudan during the period 1961-1985?

The answer to the above question is of crucial importance to the future of any socio-economic development process in the Sudan. However, the sub-questions to be asked in this respect are as follows:

Were the goals and objectives of the plans overestimated and over-ambitious or the means of achieving them were underestimated and inadequate? To what extent did the administrative capacity, political factors and financial resources constitute the main causes and were responsible for the partial failure of the development efforts in general and the implementation process in particular during 1961-1985? How far had the social, cultural and other environmental factors hindered the planning process and impaired the implementation of the development plans over the period studied?

Research Objectives: -

The objectives of this study are to describe and analyse the implementation problems of socio-economic development of the Sudan in general and with special reference to the period from 1961 to 1985. These objectives can be specified as follows:

- 1- To identify the weaknesses of the planning administration in the Sudan which were reflected or manifested in the implementation process and the lack of co-ordination between the central planning agency and the regional planning institutions and authorities concerned with plan formulation and project implementation (operating units).
- 2- To show the integral relationship between plan formulation and plan implementation.
- 3- To provide an evaluation of the Sudanese experience in development planning and administration in the period 1961- 1985, and the lessons drawn from that experience.

Research Hypotheses:

The hypotheses of this study attribute the deficiency in the implementation capacities to the following:

- 1- Inadequacy of administrative and planning machinery.
- 2- Political instability and commitment.
- 3- The shortage of financial resources.

The study assumes the above factors as the main causes behind the bad execution of development plans in the Sudan, and hence the failure of the plans to achieve their goals and objectives throughout the period under consideration (1961- 1985).

Research Methodology:

A) Type of Research:

To reach the objectives of the study, a combination of approaches is used. This research is categorized as a case study approach where the Sudanese experience in development planning and administration during 1961-1985 is taken into consideration. However, a descriptive- analytical approach has been followed in preparing this work. This approach is used to review the literature on the subject which provides the theoretical foundation for the study as well it helps to evaluate critically the Sudanese experience in development planning and administration during the period of the study. Added to this, a historical approach is also used to trace back the history of planning in the Sudan with specific reference to the three development plans covering the period studied.

B) Sources of Data Collection:

In dealing with the above development issues, different methods of data collection and analysis were used such as:

1. Review of previous literature on the subject (Books Periodicals and Journals, Thesis).
2. Documents and records available at the concerned ministries and departments.
3. Discussion with senior officials and practitioners.

Organization of the Study:-

The study consists of seven chapters and it is organized as follows: The first chapter deals with the following research basics; i.e importance of the research, research problem, research objectives, research hypotheses, methodology and its organization.

The second chapter deals with literature survey on research subject matter. The literature relates to the definitions of the concepts of development planning and administration. The chapter also deals with the objectives of development.

Chapter three is composed of two parts. The first part focused on the role of the central planning agency in development planning and administration, while the second part deals with the importance and prerequisites of planning.

Chapter four is concerned with assessment of the Sudanese experience in development planning. The chapter tries to trace back the practices of planning in the Sudan with specific reference to the successive development plans.

Chapter five examined the major problems facing the development planning and administration in the Sudan during 1961-1985. Although the practices have shown many varied problems such as administrative, political, economic and financial, social, cultural and other environmental factors. The emphasis is, however, laid on the administrative, political, economic and financial problems.

In chapter six an attempt is made to co-relate research hypotheses with findings and results.

The last chapter deals with research conclusion and recommendations.

Chapter Two

Concepts of Development Planning and Administration

In this chapter a brief account of some general remarks on the concepts of development planning and administration is given. These remarks relate to the definition of the term development, however, other definitions are given to the concepts of planning, development planning and development administration. Moreover, the remarks will also deal with the objectives of development.

1) Definition of Development:

Development is a complex, multi-dimensional process which involves various aspects, and as a result the term development has been subjected to different definitions by different groups of social scientists, each of whom has his own vision. The definitions of the economists have focused on the identification of development with economic growth, and most of them accept the definition of a rise in real national income as a measurement and indicator of economic development. Another definition, however, adds that "development is an elusive term that implies more than just a rise in real national income; that it must be sustained, secular rise in

real income accompanied by changes in social attitudes and customs which have in the past impeded economic advance".⁽¹⁾

The term economic development is also defined as "a process whereby the real per capita income of a country increases over a long period of time - subject to the stipulations that the number below 'an absolute poverty line' does not increase, and that the distribution of income does not become more unequal".⁽²⁾

A more comprehensive definition is that "development is essentially a multi-dimensional process involving important changes in a society's economic, political and social sectors, as well as in cultural beliefs and practices".⁽³⁾

Some writers, like Cassen, have stressed the quality of life as the principal criterion of development, as "the provision of a decent life not for some but for all".⁽⁴⁾

Dudley Seers rejected the customary identification of development with economic growth and instead he "proposed to address such questions as whether positive changes are occurring in a country's development with regard to poverty, unemployment and inequality. To the extent that such changes can be identified, that a country is experiencing development".⁽⁵⁾

The concept of development, as to Seers, denotes the eradication of poverty, unemployment and inequality.

According to Mahbub ul Hag, development denotes selective (direct) attack on poverty, and by this he criticized the attempts of

the economists to define the concept of development in

economic terms, and, consequently, he introduced a new perspective of development which means a new role for development. For him, the new strategy for development is the planning of consumption before producing, that means the production should be planned and directed to satisfy the basic needs, and this would eventually lead to the eradication of poverty. ⁽⁶⁾

Based on the above, the new concept of development, besides, the selective attack on poverty and the satisfaction of the basic consumption needs aims to relate the production policy to the consumption and distribution policies as well as realizing full employment. ⁽⁷⁾

Therefore, from the above definitions, we can say that the improvement of the human welfare is the central theme of most definitions, and this reflects the human dimension of development, which accordingly defines development as a normative concept aiming to advance happy conditions.

"Figures of per-capita income are frequently used as an index of development and for making a distinction between developed and developing countries, as well as between rich and poor". ⁽⁸⁾

According to the low level of per-capita income, the developing countries are classified to include most countries of Africa, Asia

and Latin America. However, there are striking similarities in the characteristics and development problems in many of those countries. "These characteristics include high proportion of the labourforce engaged in agriculture and low agricultural productivity; a high proportion of domestic expenditure on food and necessities; an export trade dominated by primary products and an import trade dominated by manufactured goods; a low level of technology; high birth rates coupled with falling death rates; and savings undertaken by a small percentage of the population".⁽⁹⁾

In addition to the above characteristics, these countries have also many social problems in common, such as growing unemployment in urban areas; inequitable income distribution, low levels of health and nutrition, poor standards of housing and education facilities as well as a high percentage of ill- literacy.

The above human problems of developing countries are not confined to low levels of per-capita income. However, an increase in per-capita income does not necessarily satisfy the necessities of life as the experience of the rich Arab oil countries shows that. Furthermore, the high rate of growth in the gross national product (GNP) does not lead to the solution of the social and political problems by itself, and hence reflecting a genuine development. However, certain types of economic growth can cause such serious problems instead of solving them. The use of growth of GNP per

capita as the principal indicator of success in development has weakened as experience has shown that substantial growth average incomes by itself may have little effect on improving income distribution and access to the gains and fruits of development. Consequently, by the beginning of the 1970s, there has been a fundamental shift in development perspectives from a virtually exclusive focus on economic growth to an increasing emphasis on improving equity in distribution and consumption along with economic growth. This emphasis on equity has brought with it expanding awareness that the most appropriate development policies are those that will have a maximum impact on the quality of life of the hundreds of millions of people in the less developed countries (LDCs) existing at or near subsistence levels by giving them adequate access to education, health care, and nutrition, a share in income growth, productive employment and participation in sharing their own future, rather than the limited impact achieved by policies oriented to growth in average per-capita income. ⁽¹⁰⁾

Therefore, the growth of per-capita income has never been the sole objective of development policy but more attention is now being paid to other objectives which, in some instances, may conflict with growth of GNP per capita. Consequently, policy in most developing countries is becoming increasingly concerned with the

other objectives that reflect the human dimension of development which eventually means human development.

Furthermore, sustainable development is a new approach which tries to determine the field of interaction between development and environmental processes. The major question in the relation between environment and development is that, the economic growth must not be the sole goal of development, other goals like environmental resources development and preservation must be looked after in order that development remains sustainable. However, both economies of developed and LDCs will face dangers of unsustainable development if economic growth is favourably pursued in absence of environmental factors.

2) Definition of Planning:

In the econ literature, there are many types of planning such as functional planning, structural planning, centralized and decentralized planning, partial and comprehensive planning, permanent and emergency planning.

Thus, planning may be used for a variety of purposes; it can be used temporary, as in planning after a national disaster, in wartime or during postwar reconstruction. Or it may be used for a long time, as in national planning for economic stability, full employment or economic development. ⁽¹¹⁾

Despite the great variety of forms which planning may take, and despite the many purposes and uses of planning, however, most writers see planning as "an organized, intelligent attempt to select the best available alternatives to achieve specific goals".⁽¹²⁾

Planning has been defined in many ways, but most authorities agree that it is, in essence, "an organized, conscious and continual attempt to select the best available alternatives to achieve specific goals".⁽¹³⁾

In its simplest sense, planning, however, denotes the setting of priorities, and then the allocation of the necessary funds and other resources to translate them into action.

The central core of the meaning remains the establishment of relationships between means and ends with the object of achieving the latter by the most efficient use of the former⁽¹⁴⁾ -

more discussion about planning will be in the next chapter -

3) Definition of Development Planning:

Because planning objectives and practices in each country are in some respect different from those in every other country, it is impossible to compose a definition of development planning which satisfies every one and every need. The variety and range of definitions are great. However, development planning is defined as "any action by the state, whose purpose is to raise the rate of

economic growth above that which would take place without any conscious effort".⁽¹⁵⁾

According to this definition, development planning seeks to change the prevalent framework for the purpose of securing an acceleration in the rate of economic and social progress.

Therefore, the primary goals of development planning are the acceleration of economic growth and structural change — change in the traditional economic and social structure of most LDCs which considered as a precondition for the development of those countries.

However, a more comprehensive and workable definition is that, development planning is considered as a conscious effort which undertaken by the state to direct the available resources of a given country to achieve certain objectives within a specified period of time - This effort often takes the form of plans, projects or programmes.

According to Waterston, development planning takes many forms. It is not the same for all countries, nor is it the same for one country at different times. The nature of a country's development planning is influenced by many elements, like the availability of natural resources, skilled manpower, and the levels of technical, administrative and managerial competence. However, the kind of planning a country does is largely determined by combined effect

of its social, economic and political structure and its stage of development.⁽¹⁶⁾ -This will be discussed in chapter 4-.

4) Evolution and Definition of Development Administration:

The term "Development Administration" came into use in the 1950s to represent changes needed in public administration to carry out policies, programmes and projects to improve the social and economic conditions of the citizens in the new emerging states.

Administration in the newly independent countries was very weak and inadequate to meet the demands and the new tasks of independence, and it was further weakened by the rapid replacement of experienced expatriate personnel with inexperienced recruits and national leaders as well. However, the immediate consequence of independence in most countries was the lessening of administrative efficiency.

The developing countries had witnessed a change in the role and functions of government bureaucracy after independence. Due to the weakness of the private sector, the government was the only agency with potential capacity to undertake plans and programmes to transform the society and improve the standard of living for its people. As a result of this, the administrative system has become complex, and the size of the government machinery has grown big, not only this, but the administrative process itself has become complicated.

In the light of this situation, administration for development was required to evolve for the promotion of socio-economic development in the new states.

So the term development administration is used to denote "the complex of the agencies, managerial systems and processes which the government establishes to achieve its goals".⁽¹⁷⁾

According to this definition, development administration is a public mechanism set up to relate the several components of development in order to articulate and accomplish national, social and economic objectives.

Development administration is also defined to mean the "administration of policies, programmes and projects to serve development purposes".⁽¹⁸⁾

Thus, it is needless to say that the primary goal of development administration is the acceleration of social and economic development. Unlike traditional public administration, it is not mainly concerned with the maintenance of law and order, and the collection of revenues. However, development administration is concerned with maintenance of security, and this is simply because, the absence of security would impede the development efforts. A case in point is the southern problem; the war in the south has halted development progress in that part of the Sudan, and affected negatively the whole country.

The prominent feature of development administration is that, it is an innovative and creative process. This means that development Administration should be flexible, it does not require much emphasis on rigid control, what required is how to make effective use of laws and regulations for the promotion of economic and social welfare.

Closely related to the above, the attitude of development administration is outward reaching and not inward looking. Therefore, development administration concerns itself not only

with the internal management of the organization, but with the relationships between the organization and the surrounding environment.

In order to discharge the enormous responsibilities and to perform the complex functions of social and economic development, the development administration involves the establishment of new agencies and the re-orientation of the existing ones. However, the institutions involved in the development process are not limited to those of government but include also agencies and systems of the private sector.

Another characteristic of development administration is that, it should be responsive with the aspirations and desires of the local population. Furthermore, development administration, by its very nature, requires the involvement of the masses in decision-making and participation in the formulation and implementation of the development plans or projects whenever possible. The argument is that the successful realization of development objectives would require the involvement of all parties concerned in development planning and implementation. From this point, it is obvious that development administration, unlike traditional public administration, would encourage popular participation and decentralization for development, whereas in traditional public administration, on the other hand, most decisions were centralized and taken by government employees in the capital cities, and hence

there is a lack of delegation of authorities which in turn has negatively affected the implementation process as well as the development efforts in the Sudan during the period under consideration (1961-1985).

The objectives of Development:

Although the objectives of development differ from one country to another due to the variations in a country's social, economic and political structures, and its stage of development. However, development objectives may be economic, social or political, but in many cases, the objectives represent a combination of economic, social and political factors. Where a government defines its objectives precisely and clearly, a sound basis exists for preparing a development plan. However, the failure to reconcile incompatible plan objectives makes it difficult to formulate policies and measures for implementing a plan. "Targets are quantified objectives. The fewer their number, the better. Experience shows that the greater the number of targets, the harder it is to achieve them".⁽¹⁹⁾

It has been argued that people are target of the development process; and their well-being is the purpose of development, and at the same time, people are instruments of development. In the light of this, development plans, programmes and projects are designed

to achieve many objectives, however, the main common objectives among them are the following:

- i- To accelerate economic growth rates
- ii- To eradicate absolute poverty.
- iii- To reduce inequality.
- iv- To create more productive employment opportunities.

i) The Acceleration of Economic Growth Rates:

The development theories of the 1950s and 1960s supposed that if economic growth was only fast enough, the effects of the faster growth would automatically solve the problems of poverty, income distribution and unemployment. However, the experience of many developing countries showed that these countries did not enjoy development in the sense of wide and deep improvements in welfare for the masses of the population even in countries with respectable rates of national income. Despite the impressive LDCs record of GNP growth in the 1960s, the numbers of people who live in absolute poverty increased rapidly, unemployment grew, and inequality of income distribution became worse than ever. ⁽²⁰⁾

Consequently, it became clear that the perception of high average growth rates of GNP is too narrow an objective, and that other objectives concerned with equity and the reduction of poverty, such as improving income distribution, creating more employment

opportunities and the satisfaction of the basic needs must be recognized. Thus, the development policies became equity oriented rather than exclusively growth oriented.

Despite the measurable growth rates occurred in the 1960s, however, the GNP growth has failed to solve by itself the social and political problems of most developing countries. Consequently, this led in the late 1970s to the recognition of "poverty alleviation" as a development objective in itself. ⁽²¹⁾

ii) The Eradication of Absolute Poverty:

It is true that both poverty and unemployment are associated in various ways with income. That is, because low absolute levels of income can have serious consequences for the nutrition and health of individuals. Mal-nutrition is a result of poverty, which means the inability to work effectively and this in turn lead to low productivity which means low income and savings, and hence the vicious circle of poverty is completed. This reflects the fact that poverty leads to inefficiency and incapability to do well and this ends in poverty.

Scholars gave several definitions; however, poverty can be defined as the "inability to satisfy the basic needs such as food, drinking, housing and clothing". ⁽²²⁾

Opinions, in the different schools of thoughts, vary as to the explanation and interpretation to the phenomenon of poverty. However, poverty in the socialist countries is considered as a production problem, and in the capitalist is a problem of distribution, while in the developing countries it is a problem of

both production and distribution, and thus it is a reflection of low productivity and unequal distribution of the national

product which characterized the economies of most developing countries.

Poverty is structural and should be regarded as a product of social system that reflects differences in access of various groups to sources of economic and political power. Given a structural definition of poverty, it follows that development policies and strategies aimed at the effective reduction of poverty require structural change for their implementation, i.e. changes in the patterns or structures of possession and use of resources that can elicit, channel, and transform resources most appropriately to meet the needs of people more fully.⁽²³⁾

A wide variety of explanations for the persistence of poverty have been offered. Development policies obviously play a part, but the social and political structures, the cultural traditions, the unequal distribution of national product as well as the unequal terms of trade which influences the relationship between developed and developing countries.

One dimension of poverty is inequality in the distribution of income and wealth, and that the reduction of inequality is likely to be a necessary condition for the elimination of poverty; but as long as great inequality persists, poverty will be present. Thus if a development strategy has one of its objectives the eradication of poverty, it will have to address itself to the question of inequality.

iii) The Reduction of Inequality:

The direct link between per capita income and the numbers living in poverty is income distribution, and therefore, poverty could never be eliminated except by making the distribution of income very equal. However, the maintenance of equality and the correction of inequalities and injustices in the society should be considered as an objective of development.

As to Dudley Seers,

"Inequalities to be found today, especially in the Third World where there is massive poverty, are objectionable by any religious or ethical standards. The social barriers and inhibitions of an equal society distort the personalities Of those with high incomes no less than of those who are poor."

He argued that, since race is usually highly correlated with income, economic inequality lies at the heart of racial tensions. More seriously, inequality of income is associated with other inequalities especially in education and political power, which reinforce it. ⁽²⁴⁾

As stated before, poverty in the rich countries is a distribution problem, and the eradication of poverty depends on the equal distribution of opportunities in the society. Moreover, the equal distribution would achieve justice which is one of the important psychological elements in the development of human capacities as well as it is an objective in itself.

However, in the absence of equality trivial differences of accent, language, culture, religion and traditions would lead to social

grievances, and consequently, would result in devastating conflicts which highly tax the human and material resources needed for development. The Sudan, as most African countries, is experiencing such devastating conflicts due to inequality in the distribution of opportunities in its society, i.e. the southern problem is a good example and it is a natural product of economic and political inequalities. The type of growth and development adopted in the Sudan has resulted in an imbalanced development and unequal distribution of the national product. Consequently, this led the people of the south and recently other regions of the country to declare mutiny and civil wars against the central government calling for equitable distribution of income and wealth as well as power sharing.

There is a well-known classical argument that inequality generates savings and incentives, and thus promotes economic growth and employment. However, this argument which justifies the inequality over the need for savings is not convincing as to the case of the Third World countries, because in a highly unequal society, personal savings often flow abroad or go into luxury housing and other investment projects of low or zero priority for development, or even for growth. ⁽²⁵⁾

However, the assumption that the fruits of economic growth would automatically solve the problems of poverty and income distribution is not convincing as to the experiences of most LDCs, because there is no equal access to opportunities of income and

wealth in their societies. It is the richer groups that have privileged access and are likely to appropriate the increased national product, producing even sharper disparities in income distribution.

iv)The Creation of Productive Employment Opportunities:

Unemployment is the most urgent issue in the developing countries, and one of the important objectives which development tries to reduce. Thus, the reduction of unemployment has become a major policy priority of governments and international agencies concerned with developing countries.

There are several factors that cause the problem of unemployment, however, more important among these factors is the inability of the economic sectors to absorb all labour Secondly, is the type of technology used in the production process. In this respect, the development strategy should be directed towards the transfer of intermediate technology using labor-intensive techniques which would help to create more employment opportunities for more labour. ⁽²⁶⁾

Furthermore, the strategy of transfer and use of intermediate technology should be related to a balanced or an equal development plan which includes the various sectors of the economy as well as regions of the country. This means the decentralization of development, however, the concentration of

development operations in certain regions would lead to unequal development, and hence generates economic inequality and accordingly leads to unequal distribution of employment opportunities and other facilities. Added to this, the concentration of development and investment projects in certain cities would lead to rural-urban migration which in turn creates the problem of urban unemployment as well as social and health problems.

Open unemployment in the urban areas of developing countries is another dimension of the development problem, and an increasingly serious one. There are a number of contributory factors to the emergence of unemployment in the towns on an increasing scale. The causal factors relate to the incentives to labor migration from the rural to urban areas, and the incapacity of the urban areas to provide employment owing to a lack of co-operating factors of production to work with labor, capital in particular. As far as migration is concerned, there are both push and pull factors at work. The push factor has to do with the limited job opportunities in rural areas and the greater willingness and desire to move foster by education and the improvements of communications. The pull factors relate to the development of industrial activities in the towns offering jobs at twice the real wage that can be earned in rural areas.

However, migration is not simply a function of the actual difference in real remuneration between the two sectors, but also of the level of job opportunities in the urban sector. If the rate of job creation increases, this may merely increase the flow of migrants with no reduction in unemployment. The solution would seem to be to create job opportunities in the rural sector. This will require not only the redirection of capital and investment projects but the extension of education, transport and other facilities as well. ⁽²⁷⁾

The Sudan is experiencing a rural-urban migration from the country to the national capital. There is a rush of more people from the different regions seeking better employment opportunities and social services in Khartoum. This situation reflects the concentration of the investment projects and social services in the capital city, and the absence of development in the different regions.

Although the educational policies play a part in the creation of unemployment, however, the low productivity in agriculture and other sectors as well as the civil wars and natural disasters such as drought and desertification help to create urban unemployment in the Sudan.

The objectives of a development plan, in the view of Dudley Seers, should address the following issues and questions:

"The questions to ask about a country's development are therefore; what has been happening to poverty? What has been happening to Unemployment? What has been happening to inequality? If all three of these have become less severe, then beyond doubt this has been a Period of development for the country concerned. If one or two of these central problems have been growing worse, especially if all three have; it would be strange to call the result 'development', even if per capita income had soared. This applies, Of course, to the future too . A 'plan' which conveys no targets for reducing poverty, unemployment and inequality can hardly be considered a 'development plan".⁽²⁸⁾

However, there is a strong causal interrelationships between the three leading indicators, that is, to reduce unemployment is to remove one of the main causes of poverty and inequality in the sense that full employment would mean an increase in an individual's income and his purchasing power, and hence the satisfaction basic needs, and accordingly this would narrow the gap between classes in the society which eventually means a reduction in poverty and inequality.

Conclusion: -

Development is an elusive term meaning different things to different scholars. However, development is a process of social

change in which basic structural and functional transformations are made in the social system. Development does not result from any natural process in society, but from the acts of people, it results from the conscious and deliberate decisions to change social patterns and relations. Therefore, we can say that development is planned, guided or directed which means directional change.

Development can be considered as the interaction of the people with the natural resources available to them, that is, people's utilization of their resources. Thus, the people, in one way or another must be involved in setting the goals of any development plan or programme, that is, because the people are the centre of the development interest, and their participation is considered as the necessary condition for the successful realization of any development objectives.

After independence, the additional burdens upon government and its administrative machinery was to bring about the socio economic development for the well being of its people. However, administration in the newly independent countries was weak and inadequate in its capacity to meet the demands of independence. The administration was further weakened by the rapid replacement of experienced expatriate personnel with inexperienced nationals, i.e. the sudanization process creates shortage in the technical and

administrative personnel needed for development planning and implementation.

Therefore, the immediate consequence of independence was the lessening of administrative efficiency and bureaucratic effectiveness. From this point, administration for development was required to evolve to cope with the changes in the role and functions of the post-independence state. Due to the weakness of the private sector, the government was the only agency with potential capacity to undertake plans and programmes of socio-economic development, however, the capacity for development, as it involves the will of the people to participate; it also includes the agencies and institutions which function in complex relationships. Thus, development administration was required, as a public mechanism, to perform the complex functions of socio-economic development and to relate the several components of the development operations in order to articulate and accomplish national, social and economic objectives.

The objectives of development are many and differ from one country to another: however, it became clear that the acceleration of economic growth is too narrow an objective as the experience many developing countries shows that, and consequently, other objectives concerned with reduction of poverty, inequality and unemployment should be pursued so that the human dimension of

development could be reflected. Furthermore, the preservation and development of environmental resources must be looked after and given a lot of concern by policy-makers and development planners so as to guarantee the sustainability of development.

The Sudanese experience in development planning was affected negatively by the political changes taking place in the country. As a result of this situation, the status and authority of the planning organization also underwent extreme changes.

However, the fluctuations in the fortunes of planning have affected the effectiveness of the central planning agency and its role in the planning process and planning administration. This will be discussed in the next chapter.

Chapter Two

Footnotes

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Chapter Three

The Role of the Central Planning agency In Development Planning and Administration

Firstly : In this part of the chapter the role of the central planning agency, as a key institution for both the planning process and planning administration, will be discussed. As the planning' organization in Sudan has been subjected to much change and instability, it is useful to look in historical perspective to the political and administrative developments which adversely affected its role and functions in development which adversely affected its role and functions in development planning and administration during the period (1961-1985).

1) Evolution and Development of the Planning Organization:

After the 2nd World War, more awareness about the need for some form of planned development began to emerge in the Sudan. Consequently, the Development Priorities Committee was formed in 1946, and was charged with the function of determining the priorities and soundness of proposed development projects. It was this committee that formulated the 1946 / 1951 Development Programme .The execution of this programme was, however, left to the Expenditure Section of the Finance Department. Later in 1951 the responsibility was. transferred to the "Development

Branch" . It was this branch which administered the execution of the 1951/56 Development Programme.⁽¹⁾

In 1954 a Ministerial Development Committee was created by the first Sudanese cabinet (self rule). This committee continued through the military government of General Abboud (1958-1964). It was this committee which approved the general outlines of the TYP in 1960. Between the October Revolution of 1964 and until May 1969, .Planning organization was in a very fluid situation at the political level, reflecting general political instability. At the civil service level, however, the planning machinery gained more status. By 1964 the small Development Branch has grown into a full Department of Economic Planning headed by an under-secretary directly responsible to the minister of Finance and Economics and. with the same status as that of the under-secretary of Finance. ⁽²⁾.

In 1969, the May Regime brought the planning organization to the forefront of the economic scene, and consequently, a separate Ministry of Planning was created for the first time in the history of planning in the Sudan, and the Minister of the newly established Ministry of Planning became a senior cabinet member. However in the light of these developments the FYP was prepared and declared in 1970.

Due to a new reorganization of the executive structure in 1973, the planning organization was accordingly drastically changed. As a result of this reorganization a National Planning Council was created to replace the then Ministry of Planning which later was developed to the Planning Commission in 1975. The Planning Commission was changed in 1976 to become a State Ministry for Planning under the responsibility of the Minister of Finance and National Economy. In 1977 the planning organization was again promoted to be a Ministry for National Planning. Finally the planning organization was amalgamated with the Ministry of Finance and Economic Planning in 1982 and became one of its agencies up to the end of the period under discussion.⁽³⁾

The above historical developments indicate that the status and authority of the central planning agency has been subjected to much change and instability. This situation has affected negatively the efficiency of the planning organization as well as the motivation of the planners themselves over the period studied (1961 - 1985).

As stated before, the central planning agency is the key institution in the development efforts. It is an instrument for planning, coordination and follow-up (supervision and control) of plan implementation. This obviously reflects the important role of the planning organization in the planning process and planning administration.

In line with the above, the central planning agency should be

responsible for (1) the formulation and revision of national development plans and, in exceptional cases, regional development plans; (2) the preparation of annual operational plans; (3) recommending policies, measures and machinery required to implement plans; (4) reporting and evaluating plan implementation; and (5) co-coordinating foreign technical assistance activities or, preferably, be closely linked administratively to the unit responsible for this function. ⁽⁴⁾

Central planning agencies usually have most of these responsibilities and are sometimes given a wide variety of other powers. However, the smaller the burden placed on a planning agency, the better its chances of operating effectively. Furthermore, experience shows that where a government is administratively backward, corrupt or politically unstable and its leaders are not genuinely committed to planning, a central planning agency has little chance to operate effectively. ⁽⁵⁾

However, political commitment to development planning in the Sudan had its ups and downs in correspondence with political changes taking place in the country. Consequently, the instability of the organizational set-up of the central planning agency had its implications on the formulation and implementation of the development plans.

Another problem which was affecting public administration in general and the national planning organization in particular was the high turnover among the senior political and administrative

leadership positions. This situation has adverse effects on the motivation and morale of the senior officials, who always expressed their desire to leave the planning organization and even the country looking for a better work environment and job security, and this state of instability affects negatively the productivity of the employees and hence the role of the planning organization in Sudan.

According to many Sudanese scholars and practitioners, the inadequacy of planning machinery, is attributable to the shortage of qualified technical and administrative personnel who specialized in the fields of planning techniques, feasibility studies, surveys, designs, research work, statistics and data collection.

etc. However, this shortage of qualified personnel is coupled with low salary structure as compared with other public corporations and institutions. This reality encourages many employees to think of leaving the planning organization if they could find any better job opportunity inside or outside the country, and this in turn affects negatively the motivation of the planners and hence the efficiency and ability of the central planning agency to play its vital role in the planning process and its administration.

Added to the above, the planning organization was unable to secure the participation of the different socio-economic groups. This involves the popular participation of the local population and the response of the private sector, however, the desired response can be facilitated by some kind of public participation in the

formulation and implementation of the plans (whenever possible), and this participation is of vital significance because a plan's success depends on public acceptance of its objectives.

Furthermore, the planning organization had failed to play its coordinating role among the operating units of the different ministries and departments, responsible for implementing the plans and this was reflected in the low rate of achievements of the targets of the development plans. The less effective co-ordination role, was therefore, considered as one of the weaknesses of the planning machinery and the central planning agency in particular which had adverse impacts on the planning efforts in the Sudan over the period studied (1961-1985) .

2) The Relationship between Plan Formulation and Plan Implementation:

Although planning is a continuous process which does not end by the formulation and preparation of the development plan for implementation, however, in many countries, the preparation of a plan appears to be viewed as the final instead of the initial step in the planning process. This view gives rise to a lot of arguments in the practices of planning. These arguments are specially reflected in the effective relationship between plan formulation and implementation.

In line with the above, some planners tend to overemphasize the economic factors in the achievement of plan targets to the neglect

of administrative and political factors; they believe that better planning depends on further improvement of planning techniques, and that the key element in the planning process was the formulation of an economically consistent plan. In this context, planners generally tend to give little attention to implementation in the planning process, however, the Sudanese planners are not an exception; they do not refer to implementation in the documents of both the TYP and FYP as the two plans do not have a chapter on implementation or administration. But with the exception of the SYP where the question of manpower planning has been touched slightly in the plan documents.

Planners feel that they have no special competence to deal with the question of how plans are to be implemented because this aspect of planning largely involves administrative, institutional and political factors. Those who maintain this position see or imply a major difference or even a clear -cut separation between plan formulation and implementation. ⁽⁶⁾

Nevertheless, experience shows that nothing is more conducive to bad planning than the separation of plan formulation from provision for, and follow up on, its implementation. Planning cannot leave off where plan formulation ends and action to execute a plan begins. Moreover, every target must be accompanied by policies and measures which have been devised specifically to fulfill it - otherwise, it becomes only a forecast or a projection. The whole process is organic and continuous, and it is undesirable to

separate conceptually the preparatory and executor' phases when referring to planning. Planning must encompass both the preparation and execution of plans. ⁽⁷⁾

Although effective formulation and implementation of a development plan requires that almost every ministry, department' or agency concerned with development contribute to the process. However, there is often a lack of clarity about the division of responsibility between politicians, planners and administrators and even greater uncertainty about the manner in which planning functions are to be performed. This situation helps to create an implementation gap. because Planners while deciding on plan strategies, priorities, sectoral allocations, fixing targets, etc. do not consciously take into consideration their "administrative feasibility" and those who are responsible for improving administrative infrastructure, do not specifically correlate their actions to the requirements of planning. ⁽⁸⁾

Planners used to pay little attention in their plans to the choice of means to be employed to achieve plan targets. This is why most plans always provide detailed information only about what is to be achieved, but not about how to go about securing development objectives or targets, or about who in government or elsewhere, should be responsible for carrying out the required tasks. ⁽⁹⁾

Experience shows that where planners fail to include in the planning process those who must execute a plan, there is little likelihood that it will be implemented. However, the failure of

most planners to indicate precisely what must be done to carry out plans has tended to intensify the belief that the problems of plan formulation are separable from those of implementation. Many planners consider their job is finished when they have prepared a plan and it is up to others to work out the detailed policies and measures needed to implement the plan. Even among those who recognize that they have an obligation to suggest policies and measures, few think in specific terms of what is required to achieve the targets in their plans. The organic link between the targets in a plan and the policy and other measures required to achieve them is a concept which many planners and political authorities find difficult to grasp~ this is equally true of the idea that a target is not really a target unless and until specific economic and financial policies and administrative and organizational measures are adopted to implement them. ⁽¹⁰⁾

Few developing countries, however, have learned that a target and the policies and measures for realizing it are inseparable. It is needless to say that a prime purpose of planning must be to improve implementation to make it possible to accelerate the rate of development. However, if the three basic elements which enter in the planning process - economic potential, administrative capacity and political will to develop- are all taken into account in plan formulation, plan targets are bound to be more in line with a country's real capacity to achieve its economic potentialities. Since these plan targets are likely to be low, plans would focus attention

on the administrative and political problems which limit plan implementation in most countries. ⁽¹¹⁾

In the old practices of planning, planners thought that the implementation process begins after the planning stage, as a result administrators were not involved early in the planning stage. This situation helps to create an implementation gap and causes many difficulties during the implementation process.

In this context, the planning experiences have shown that the implementation process can not be separated from the planning stage, and that there is an integral relationship between plan formulation and plan implementation. However, the negligence of such relationship and the specific policies that related to the implementation stage would mostly lead to the failure of the plans to achieve their objectives and targets. The practices of development planning in the Sudan have not reflected the importance of the organic relationship between plan formulation and implementation, and consequently, the non-recognition of such a relationship has adversely affected the development efforts in the country over the period studied (1961-1985).

3) The Role of Human Resources in Development:

Human resources are considered to be the cornerstone of any development of socio-economic dimension, that is, because human beings are the means and, at the same time, the final end or objective of the development process. This double role makes the

human factor differs from other means of development. For this reason, most scholars argued that the development efforts should be centered around people by focusing on improving their economic and social welfare.

Moreover, human beings are the source of all economic activities and the valuable assets of any country. However, despite the great concern about economic development in poor countries, relatively little attention is given to the role of labor as a factor of production. This attitude towards labor is typically reflected in the Sudan's TYP where the manpower situation is briefly dealt with in general and vague terms.⁽¹²⁾

The negligence of human resources is cited as one of the main reasons for failure to design and implement development plans, programmes and projects, e.g. shortage of skills, a deficient and too bureaucratic civil service, scarcity of effective managers, administrators and leaders, undisciplined and unmotivated labourforce... etc. are frequently cited as constraints to socio-economic development.⁽¹³⁾

In order to understand the nature and role of human resources in development, it is useful to look at the historical evolution of the concept in the theory and practice of economic development through time.

After the end of the 2nd World War, development efforts were intensified at both national and international levels. Since then the history of development has shifted from decade to decade, and as

a result changing attitudes towards the role of human resources in development were also included in these shifts. This ranges from the extreme of negligence to the extreme of adopting a completely human - centered approach to development. However, the history of development reflects the following attitudes:

a) During the .1950s, and 1960s development theory and practice focused on the economic welfare concept using GNP and per capita income as criteria and objectives of development. Human resources were considered at best to be instruments of development.

b) There was dissatisfaction with the economic growth approach to development; however, there was a radical shift in development theory and practice, whereby human resources are not only considered as means and instruments of development, but in addition to that, as ends and objectives of it. As a result the focus came to be on the satisfaction of basic needs as well as fighting poverty in rural and urban areas.

c) At a later stage, a number of development theorists and practitioners have tried to treat the question of human resources development in a more comprehensive way than the basic needs satisfaction approach by including other needs such as political power and self - reliance. That is, the human dimension approach or the human -centered approach.

d) In the 1980s, this understanding of human resource as means and end of development not only stops, but reversed by the

application of the adjustment programmes of the IMF and the World Bank which call for big sacrifices on the human resources development side. ⁽¹⁴⁾

The importance of the human resources relates to its double role in the development process, i.e. as vehicle and instrument for development as well as end and objective towards which development is directed. In both cases human resources must be well planned, developed and utilized. Therefore, for a country to develop, it must develop the most precious asset it has, that is its human resources. However, the negligence of this factor is cited as a constraint to socio-economic development.

The human resources play different roles in the development process such as entrepreneurs, managers and administrators, unskilled labor and as beneficiaries of the development efforts and ultimate end of development.

(i) As entrepreneurs: initiating project ideas and taking the risk of exploiting investment opportunities. This means entrepreneurs are the source of innovation~ they mobilize resources and create job opportunities, etc. Nothing can be so badly needed to push development efforts as entrepreneurs in the private and public sector of the economy.

(ii)As managers and administrators: combining factors of production to transfer resources into goods and services in the most efficient way (least cost / highest return) . Management of the

economy as a whole and of the individual production and service units is the key factor for development. The public service (civil service) role is critical in this connection.

(iii) As unskilled labor directly involved in the transformation process (labor role as a factor of production) . As an input of development, the particular thing about labor is that, without its efforts, other factors remain meaningless.

(iv) As beneficiaries of development efforts and ultimate end of development. In this sense human resources are to be developed through provision of jobs, higher and more equitable real income, education, health, nutrition, housing, transport etc. i.e. To enhance the economic and human welfare of the masses. ⁽¹⁵⁾

In spite of its critical roles in development, human resources development has received relatively little attention. However, to enable the human factor to play its developmental roles adequately, human resources must be given special attention, that is, because they are being different from other factors as their needs and behavioral aspects are complex and unlike the other development inputs.

However the shortage of trained manpower was thought to be one of the main limiting factors hindering the implementation of the ambitious development plans of the Sudan. The inadequacy of the skills required is due to poor manpower planning and

no responsive educational and training institutions as well as the misallocation of these skills caused by the low wage and incentive structure. Moreover, the shortage of skills was aggravated by the emigration of Sudanese professionals and skilled labor (brain drain) to western countries and rich oil-producing countries especially after the 1973 rise in oil prices.

Although the educational system of the Sudan expanded very rapidly since independence and throughout the plans period (1961-1985), but it did not keep pace with the demand for trained skilled manpower needed by the development projects. In other words, it is not a development oriented.

Being a product of the colonial legacy, the educational system developed on the same old colonial lines which aimed at producing clerks and general administrators.

Furthermore, in spite of the reforms in the educational system, however, the educational policy was not related to the needs of development planning. This policy had led to unemployment among university graduates particularly those holding degrees in humanities and social sciences. On the other hand, there was a shortage in professionals (i.e. engineers and technicians). This shortage is mainly due to the irrelevant educational policy and its lack of emphasis on technical education which adversely affected the implementation of plans during the period (1961-1985). More elaboration on this issue will be in chapter 5.

Secondly: The Importance And Prerequisites Of Planning:

although planning has been used for a variety of ends, by different societies and in different ways, however, planning can be generally defined as a conscious effort on the part of the state which undertaken to direct the available resources of a respective country to achieve certain objectives within a specified period of time.

Planning involves the economizing of scarce resources; it is a scientific method using the economic, mathematical and statistical models, and the means for the purpose of achieving the plan objectives. In this context, planning is considered as the most positive and effective instrument for the realization of development.

Although economic growth can be and does happen without planning. However, it is considered that planning is essential if the rate of economic development is to be accelerated. This is even more so if economic development is looked at as a process of social transformation.⁽¹⁶⁾

Planning is a continuous, and not a one-time process which does not end by the formulation and preparation of the plan for implementation. However, this is considered as the initial step in the planning process. This initial step would not be positive and effective unless it includes an implementation plan with good planning administration for the purpose of achieving the required objectives. The good planning administration is an effective means to be used for directing the available resources of a country to

achieve the development goals. Thus, the planning process and planning administration are two faces for the same coin which cannot be separated from each other. ⁽¹⁷⁾

The weakness of the administrative aspect in planning affects negatively the actual implementation of the development projects In the Sudan over the period studied (1961 - 1985), and constitutes many obstacles for the planning process, this reality led some Sudanese scholars to confirm that the administrative problems were responsible for the bad execution of development plans rather than the financial resources.

Since the end of the 2nd World War, a considerable literature on development planning has accumulated. However, the general belief in developing countries is that national planning has contributed greatly to European prosperity. At the same time, rapidly rising populations in LDCs have made a high level of economic growth mandatory if annual per capita income is to

increase. Thus national planning is widely believed to offer the means for overcoming obstacles and for ensuring systematic economic growth at high and constant rates.

This belief led many countries to start planning which considered as a necessary condition for economic development, the importance of planning is further supported by the following quotation of a high official in the field "economic planning is a matter of necessity rather than choice". ⁽¹⁸⁾

The above trend reflects the importance of planning as a positive

and effective instrument for accelerating the rates of development. For this purpose, certain prerequisites are considered necessary for planning; however, the important among them are the following:

1) The Existence of an Efficient Central Planning Agency:

Although the establishment of a central planning agency is considered as an essential step in planning, however, the experience shows that, for a variety of reasons, the creation of a central planning agency has not, by itself, speeded development appreciably in most countries.

The effective formulation and execution of a development plan necessitates organizing the machinery of government in such a way as to be capable of adequately coping with the assignments entrusted to its various agencies. Within this set-up, the responsibilities, staffing, and the location of the central planning organization, be it a department, a ministry, or a commission, are of vital importance. Thus, the planning agencies must acquire the status that will enable them to formulate and coordinate government policies and planning efforts. However, in the view of A. Mirghani, previous experiences have shown that this has not been the case in the Sudan. Neither the location nor the status of the planning agencies has helped them to assume such a function.⁽¹⁹⁾

As to Waterston, there is a need for every country which seeks to

plan well to define as precisely as possible the functions of planning and how to be done. Contrary to this, there is often a lack of clarity about the division of responsibility between the central planning agency and operating organizations and even greater uncertainty about the manner in which planning functions are to be performed.

Furthermore, he also added, effective planning requires that there should be a continual contact and close co-operation among operating ministries, departments and agencies, however, a planning agency must establish channels of communication with operating organizations both to keep operating organizations informed of planning objectives and to provide itself with information needed for plan preparation, execution and progress reporting. ⁽²⁰⁾.

The effectiveness and efficiency of the planning machinery is considered as the most crucial factor in the success or failure of development plans. However, the subsequent political changes(military-democratic-military) taking place in the Sudan have affected negatively the status and authority of the central planning agency and consequently its role in development planning and administration during the period (1961 - 1985).

2) Political stability and commitment:

Support by a strong and stable government is essential for effective planning, and this requires a close and constant association

between planners and political authorities especially the chief executive.

The planning experience of many countries demonstrates that when a country's leaders in a stable government are strongly devoted to development, inadequacies of the particular form of planning used will not seriously impede the country's development. Conversely, in the absence of political commitment or stability, the most advanced form of planning will not make a significant contribution towards a country's development. ⁽²¹⁾

However, the political stability is considered as the necessary condition for the planning process, that is, because the political stability would guarantee the sustainability of development policies and plans, and would allow enough time for revising such plans; moreover, the political stability provides a suitable climate for long-term investment which would eventually help in the finance of development.

Consequently, the country is considered politically developed when it enjoys political stability. However the Sudan and most African countries are politically undeveloped due to the subsequent political changes which contributed unfavorably towards the success of the development efforts in these countries.

Furthermore, the sustained commitment of political leaders is a primary requirement for development, in the sense that where a country's leadership makes development a central concern, the people can also be interested through the good use of economic

incentives, and this would lead accordingly to public acceptance of planning objectives. The commitment by political leaders is also essential for administrative and institutional reform, without it; reform is impossible. ⁽²²⁾

From the above discussion, it is obviously that the political stability and the sustained commitment of political leaders are necessary conditions for the success of planning objectives.

3) The availability of data and information:

The history of planning in the Sudan and most LDCs is severely handicapped by the lack of dependable data (lack of reliable and up-to-date information). However, the availability of statistical data and information is a basic requirement for all planning processes; without them there can be no effective planning.

To plan effectively, there is a need for both qualitative information such as the nature of available skills and managerial ability or the responsiveness of people to economic incentives, as well as quantitative data in the form of statistical series or other numerical representation. ⁽²³⁾

All planning requires data and information about the basic resources, but the kinds of information needed, depends to a large extent on the type of planning i.e. comprehensive planning requires more precise and accurate statistics than partial Planning. ⁽²⁴⁾

There is general agreement that information about natural and human resources is a primary requirement for development

planning. Since people are the source of both manpower and market demand, population data is of vital importance in planning. A description of the economy is also useful and sometimes indispensable for effective planning (i.e. estimates of GNP). The data required for planning must cast light on the existing state of the economy as well as the direction and speed of its development in the recent past.⁽²⁵⁾

However, the need for basic data is not being met in LDCs. That is, because many countries have not a reasonably adequate knowledge about their physical and manpower resources, not only for planning, but even for making basic policy decisions. The planning efforts in the Sudan are seriously affected by the problem of scarcity of data, and as a result almost the development plans and programmes are based on insufficient data. This situation eventually led to bad planning.

Therefore, there is a great need in most countries, regardless of the kind of planning they attempt, to improve both the quantity and quality of planning data and to facilitate the flow of information between planning agencies which is useful and essential for effective planning.

Conclusion:

The status and authority of the central planning agency in the Sudan has been affected by the subsequent political changes taking in the country. Consequently, this reality had its implications on

the role and efficiency of the planning organization during the period (1961-1985).

The central planning agency is the key institution in the development efforts. It is an instrument for planning, coordination, follow-up and evaluation of plan implementation. This reflects the fact that the planning organization plays important roles and different functions in both the planning process and planning administration.

The inadequacy of planning machinery has affected negatively the role and functions of the central planning agency, however, this inadequacy is mainly attributed to the shortage of qualified technical and administrative personnel and it is also coupled with low salary structure and incentives, and this had adverse affects on the motivation of the planners which in turn had its impact on the efficiency and the ability of the central planning agency to play its vital role in the planning efforts.

Furthermore, the central planning agency had failed to play its co-ordinating role between the concerned units of the different ministries and departments as well as with regional planning institutions and authorities responsible for implementing the plans. However, the lack of co-ordination is considered as one of the weaknesses of the central planning agency which had its implications on the formulation and implementation of the development plans in the Sudan to meet their targets and objectives.

Despite the fact that planning is a continuous process which does not end by the formulation and preparation of the development plan for implementation, however, many planners thought that the implementation process is a separate stage, and as a result the old planning practices tend to follow such assumption. However, recent studies and the planning experiences have shown that the implementation process can not be separated from the planning stage, and that there is an integral relationship between plan formulation and plan implementation. Moreover, there is an organic link between the targets in a plan and the policies and measures required to achieve them, and the separation between them would lead to bad planning, because the whole process is integral and continuous. Hence, the non-recognition of such a relationship between plan formulation and implementation has affected negatively the development efforts of the Sudan and causes many difficulties during the implementation process.

The importance of human resources relates to its double role in the development process, i.e. as means and instrument for development as well as the final end or objective of the development efforts. For this reason, most scholars argued that, for a country to develop, it must develop the most precious asset it has, that is its human resources. However, the negligence of this factor is cited as one of the main constraints to socio-economic development.

The human resources play different roles in the development

process such as entrepreneurs, managers and administrators, unskilled labor and as beneficiaries of the development efforts and ultimate end of development.

In spite of its critical roles in development, human resources development has received relatively little attention. To enable the human factor to play its developmental roles adequately, human resources must be properly planned, developed and utilized.

However, the lack of manpower planning and the shortage of trained manpower was thought to be one of the main limiting factors hindering the implementation of the ambitious development plans of the Sudan. Although the educational system of the Sudan expanded very rapidly since independence and throughout the plans period (1961-1985), the educational policy was not related to the needs of development. This irrelevant policy had led to unemployment among some university graduates and, at the same time, the shortage of professionals needed for development projects. The consequence of that is none of the successive development plans has achieved their objectives and targets.

The history of development planning in Sudan shows that, there has been much more planning than actual socio-economic development basically because of bad execution of plans. However, the practices of planning in Sudan will be discussed with specific reference to the period of this study (1961-1985) in the next chapter.

Chapter Three

Footnotes

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Chapter Four

The Sudanese Experience In Development Planning

This chapter is concerned with the evaluation of the Sudanese experience in development planning. It aims to trace back the history of development planning in Sudan with specific reference to the period of this study (1961-1985).

Historical Background: Short History Of Development Planning In The Sudan:

In tracing back the Sudanese experience in development planning, it is possible to divide the history of planning in the Sudan - for the purpose of this study - into three periods:

- (i) Development Programmes 1946 - 1956.
- (ii) New Schemes Programmes 1956 – 1961
- (iii) Development Plans 1961 - 1985 (This represents the period of this study) .

(i) Development Programmes (1946 - 1956) :

Despite the great variety of forms which planning may take and despite the disagreement about its meaning, it may be said that the Sudan began to experience some central planning after the 2nd World War when it initiated its first development programme, 1946 - 1951, with a budget of Ls. 14.6 million. The second

development programme was that of 1951 - 1956, with a budget of Ls. 44.1 million.⁽¹⁾

Although emphasis in these programmes was to a larger extent laid upon the development of cotton production for exports, mainly to the United Kingdom to supply ginning industry with the necessary raw cotton material, but other developments were also undertaken at the same time such as the building of infrastructure and provision of social services. The increasing emphasis on cotton production especially in the Gezira Scheme solved the financial problems of the country, and accordingly the Sudan did not face very serious financial handicaps to development during the period of the development programmes. On the contrary, during this period, the allotted funds were not fully spent, and that. there were other constraints and limitations to development.⁽²⁾

Although the two development programmes did not result in considerable improvement in the standard of living, however, they led to some expansion in educational, health and administrative services.

The end of the 1951/56 Programme witnessed the independence of the Sudan, and as a result constitutional and administrative reform took priority over economic policy for the first few years. Independence also brought with it more demand for public services and additional financial burdens. Consequently, after 1956 a series of annual development budgets were prepared and usually referred to as the "New Schemes Programmes".

(ii) New Schemes Programmes (1956 - 1961) :

The New Schemes Programmes covered the years 1956 /57 to 1960/61 with a total development expenditure of Ls. 69 millions, with an average annual expenditure of about Ls. 14 million. ⁽³⁾

This second period of development planning witnessed a series of public investment programmes, however, the sectoral distribution of investment showed a marked deviation from the previous emphasis on infrastructure and social services towards productive schemes.

The big share of the so called "productive" schemes is due to the initiation of large agricultural and irrigation projects during this period, such as the Managil Extension, Mechanized Crop Production in Kassala and Blue Nile, Sennar Hydro-Electric Project and Guneid Sugar Factory. By their nature these projects were more sophisticated and had a high foreign exchange component. It was necessary therefore to seek external aid for their preparation and execution. It was at this time that relations with the World Bank and other international organizations were started. ⁽⁴⁾

According to some scholars, the former post-war five year programmes and the new schemes programmes may not be generally accepted as an experience in central planning. They consider these programmes as simply an investment or capital programme, because they are merely a list of development projects initiated by heads of departments and governors of provinces without any connections or general objectives. ⁽⁵⁾

Furthermore, Ali A. Suliman argued since these projects were only for the public sector, the private sector had no role in these development programmes.

Consequently, comprehensive planning for rapid development of the entire economy had to cover all sectors and not to rely solely on the efforts of government and the public sector and that part of the responsibility had to be assigned to the private sector. Hence, the growing awareness on the part of the planners gave birth to the Ten - Year Plan of Economic and Social Development 1961/62-1970/71.

(iii) Development Plans (1961 - 1985):

The development plans represent the third period which witnessed the beginning of conscious attempts towards scientific planning ⁽⁶⁾. Moreover, the main features of development planning in the Sudan were embodied in the three development plans covering the period of this study (1961- 1985).

In the following sequence of this part of the chapter, and according to the main theme of this study, a brief account will be given for each one of the development plans (the Ten- Year Plan, the Five-Year Plan and the Six-Year Plan), and this would be related to the basic features, objectives as well as the execution of these plans:

1) The Ten-Year Plan of Economic and Social Development (TYP) 1961/62- 1970/71 :

The planners' original idea was for a seven year plan based on the anticipated completion date of the construction of the Roseirs Dam, key project, then the period was extended because it required ten years to be completed and thus emerged what became known as the "Ten-Year Plan of Economic and Social Development 1961/62-1970/71.

The plan was issued in 1962, and it was formulated during a military regime and published only in English. This is from the beginning obviously reflects the fact that the plan lacks popular understanding and participation. Furthermore, due to the chronic problem of Scarcity of data, very limited studies had been made by the government units or the Planning Secretariat. ⁽⁷⁾

The most important lesson from the past planning experience was pointing to the need for an efficient administrative system and for larger numbers of technically skilled personnel. However, the shortage of qualified technical and administrative cadres, specialized in surveys and designs works as well as implementation and follow-up of projects, has continued to cause serious problems to the development of the Sudan during the plan period and for future plans.

Basic Features:

- It was the first time that a deliberate attempt had been made to draw up a plan which embodied the overall development of the country. It was essentially a plan for economic development because the emphasis was basically on economic development, and through the medium of economic development to improve social services. Thus, the plan was not designed to cause social transformation in the country despite the fact that it was a plan for both economic and social development ⁽⁸⁾.
- The plan called for a total investment of Ls. 565.4 million out of which public sector investment was set at Ls. 337 million leaving Ls. 228.4 million for the private Sector. Table (4/1) below shows the distribution of investment and its financing over the plan period:

Table No (4/1)
The Ten Year Plan of Economic and Social Development
Planned Investment and Financing
(Ls. Millions)

	1960/6 1	62/6 3	63/6 4	64/6 5	65/6 6	66/6 7	67/6 8	68/6 9	69/7 0	70/7 1	Total
(a) public sector	29.6	44.7	37.8	34.9	32.0	32.2	30.9	31.6	32.3	33.0	377. 0
(b) private sector	18.7	16.0	16.1	18.1	20.5	22.8	25.7	27.9	30.1	23.5	228. 4
Total	48.3	60.7	53.9	35.0	52.5	53.0	56.6	59.5	62.4	65.5	565. 4
Financing											
(a) Domesti c Savings	16.1	26.0	20.7	20.5	20.1	20.3	21.6	23.3	24.6	26.5	219. 7
(b) Private Savings	9.1	15.5	14.6	16.2	18.0	20.1	22.8	24.6	26.6	28.7	196. 2
Total	25.2	41.5	35.3	36.7	38.1	40.4	44.4	47.9	51.2	55.2	415. 9

©	23.1	19.2	18.6	16.3	14.4	12.6	12.2	11.6	11.6	10.3	149.
External Inflow											5

source: Government of Sudan, Ministry of Finance And Economics. "Ten Year plan of Economic and social Development 1960/61 1970/71" Khartoum, 1962, pp. 63-75.

- Although, for the first time, the private sector had a clear contribution in the development efforts, but the behavior of the private sector was simply assumed in the plan, and no policy measures were explicitly designed to influence the volume or the composition of private sector investment. ⁽⁹⁾

- Although in the preamble to the plan, development was foreseen for the whole country, however, the emphasis was basically on irrigated agriculture (modern sector) and as a result the further development of the central region. In this context, the plan favors the modern sector as against the traditional sector, and thus creates regional inequalities.

The Objectives Of The Plan:

The most serious defect of the plan lies in its objectives. They are neither detailed nor comprehensive nor do they comprise a clear set of quantitative targets. Thus they could not help in the.

selection of projects or in plan formulation.⁽¹⁰⁾

However, for the first time, broad national objectives were formulated to provide a framework for the plan. These objectives can be summed up in the following:

- "An appreciable increase in real income per head through a satisfactory growth of total national product.
- To promote a broadening of the structure of the Sudan economy.
- A considerable increase of exports and import substitution.
- Further improvement of social conditions and services including general and technical education and the creation of sufficient opportunities of productive employment.
- The maintenance of a relatively stable price level."⁽¹¹⁾ It has been argued that before setting the targets of development plans and formulating them, it is necessary to have a general development policy or strategy, however, the Sudan's economic future was based on a plan without an economic policy or a strategy for development.

The lack of specification and identification of priorities. of the targets of the plan is one of the most serious weaknesses of the TYP. Furthermore, there is nothing in the TYP which shows how the last objective of price stability is going to be brought about. To achieve economic development without price inflation is a very difficult task. It takes great effort to do so and stating it simply as an objective of the plan is of no real use.⁽¹²⁾

However, this last objective is considered by some Sudanese

Scholars as a condition rather than an objective, and it is. obviously a constraint on the other objectives.

Soon after the October Revolution .of 1964 and the political instability that followed, the plan was virtually abandoned and its objectives and aggregates were used as general guidelines for annual plans, The plan had failed to attract the political support 'X and commitment of the leadership after 1964, and due to this situation and other constraints, the plan failed to achieve its objectives.

Although the TYP had not achieved its targets and did not make a substantial transformation in the Sudanese economy, however, it represents a cornerstone of development planning in the Sudan. Furthermore, it is considered as the first deliberate and sincere effort towards economic planning and has no doubt greatly influenced the political thinking in favor of planning during its period and for future plans.

2) The Five-Year Plan (FYP) 1970-1974/75:

Following the change in political environment in May 1969, a new development plan covering five years (1970/71-1974/75) was introduced to replace the then still existing TYP . The May Regime declared a socialist philosophy for managing the Sudanese economy. Consequently, the status of the planning authority was elevated, and for first time in the history of the Sudan a ministry of planning was created for that purpose.

In 1970 the FYP was formulated with the help of a team of Russian experts. The FYP - like the TYP- has not been formulated on the basis of adequate studies. However, shortage of reliable statistical data has been a major handicap in formulating a sound plan. Furthermore, the unrealistic and overambitious goals and the conflict between them were a result of inaccurate information on human and physical resources and the performance of the economy during the years preceding the plan. In November 1972, the political authorities, convinced of the inadequacy of the FYP in the fields of transportation and large scale productive schemes, decided to supplement the plan with a political programme namely the Phase Action Programme. Out of this programme and the subsequent political documents emerged new national priorities which substantially altered the shape of the FYP. The highest priorities were given to transport and the attainment of self-sufficiency in agriculture and basic industrial goods.

On the basis of an internal study made by the National Planning Commission the Supreme Planning Council decided in February 1974 to extend the FYP by two years (till June 1977) to accommodate the Phase Action Programme.

Basic Features:

- The original FYP projected an increase in the agricultural production. It is assumed that a substantial part of the planned increase in production can be obtained through intensification of the existing cropped areas. ⁽¹³⁾
- Investment allocation in the plan amounts to Ls. 385 million of which the public sector shall invest Ls. 215 million and the private sector Ls. 170 million. The yearly distribution of the allotted funds is shown in the following table:

Table (4/2)
Annual Investment Plans 1970/71 - 1974/75 (LS. Million)

Item	1970/71	1971/72	72/73	73/74	74/75	Total
Public K.I	36	41.5	44.5	48	45	215
Private K.I	32	33	34	35	36	170
Total	68	74.5	78.5	83	81	385
GDP	599	644.1	701	761	816.9
Investment as a % of GDP	11	11.6	11	11	10	...

Source: Five - Year Plan (1970-75) - Cited in Sayed Nimeri, Some Aspects of the Plan and its Performance, P. 12.

- The level of annual investment is comparable to that of the TYP, in real terms, and for that reason the FYP is equally modest, though more ambitious, in terms of rates of growth. The higher rate of growth in the FYP can only be explained by the assumption of a lower capital - output ratio for the economy.

- The FYP relied on internal sources to finance 48.8 percent of total capital investments. This was to emanate mainly from the central budget surpluses. The remaining 51.2 percent were envisaged to be financed by external sources. There was to be no resort to deficit financing. Table (4/3) below shows the sources of financing the public sector's investment:

Table (4/3)

Source of Financing The Public Sector's Investment In The Five Year Plan (LS. Million)

Sources of Finance	1965/70 (Actual)	1970/75(the plan)	Share in %
(1) Internal Sources	16.8	105	48.8
(2) External Sources	72.2	110	51.2
(3) Deficit Financing	48.7	0	0
Total	137.7	215	100

Source: Five -Year Plan (1970-75) - Cited in Sayed Nimeri, Some Aspects of the Plan and its Performance, p. 25.

- Although the FYP gives top priority to agriculture in public investment (the largest share 38%), however, a visible effort is made to improve the share of industry. This evidently done at the expense of the transport and communications sector.

The sectoral shares are shown below in Table (4/4):

Table (4/4)
Sectoral Shares of Total Planned Public Investment

	Ten Year Plan	Actual 1965/66 1969/70	Five year plan
Agricultural	32	35	38
Industry & public Utilities	13	12	20
Transport & Communication	22	18	15
Social Services & Administration	31	13	15
Other	2	22	12
	100	100	100

source: The Five-Year Plan of Economic and social Development (1970-1975), Ministry of Planning, Khartoum, 1970, p. 25.

- The amended plan emphasized the crucial importance of the transport and communications sector and its impact on almost all other sectors of the economy, and therefore, it was given top priority (34%) of total public investments which resulted in a change of plan strategy.

- Public capital investment allocations were drastically increased due to the inclusion of the new projects introduced by the Phase Action Programme. Total public investments of the original plan were increased from Ls. 215 million to Ls. 666.2 million for the first five years of the amended plan. ⁽¹⁴⁾

- The amended plan did not pay much attention to the institutional and organizational factors that limit the absorptive capacity of the various sectors of the Sudanese economy and their impact on the implementation capacities.
- Perhaps the most important feature of the FYP is that it specified national and sectoral targets in both monetary and physical magnitudes. However, physical magnitudes are obviously better indicators for subsequent follow-up of progress and performance.

The Objectives of the Plan:

In its final shape the 1970/1971 - 1974/75 plan was a more elaborate and ambitious plan than its predecessor. Its objectives were more detailed with respect to each sector and sub-sector. The major objectives can be summarized in the following:

- "Increasing GDP by an average annual rate by 7.6% (i.e. per capita GDP by 4.80/0);
- Achieve a ratio of commodity production (in GDP) of 61 % by the end of plan ;
- Increase volume of agricultural production by 60.80/0 by the end of the plan ;
- Increase the volume of marketable livestock by 75.5% by the end of the plan ;
- Increase volume of industrial production by 57% by the end of the plan;
- substantial investments in social services, rural water supply and

urban and rural power;

- Expand exports and imports so that the total foreign trade volume reaches the target of Ls. 340 million, and secure favorable balance of trade and payments;

- Stimulate the active participation of the private sector to invest Ls. 170 million in economic and social projects of vital national importance;

- Promote prosperity of the people through the growth of productivity, realization of full employment, enhancement of employee intrinsic skills and capabilities, and the expansion of public services and other related activities." ⁽¹⁵⁾

Although the objectives of the plan were better formulated and have been given definite quantitative magnitudes and are easy to understand, yet the basic criticism against them is that they are 'A. over-ambitions. For example, the plan intends to increase livestock production by 75.5 percent which is impossible, and little was achieved in this respect by the end of the plan. Furthermore, the list of objectives is too long. However, experience shows that the greater the number of targets in a plan, the more difficult the realization of these targets, therefore, LDCs are required to limit the number of targets in their plans to a few essential ones and concentrate their scarce resources on achieving them. ⁽¹⁶⁾

Added to the above, the original FYP projected a growth rate of GDP by 7.6 percent per annum over the period 1970 - 75. However, it will be apparent that for the economy to achieve such a large jump within five years only is an exaggeration. The host of structural factors - such as illiteracy, a fatalistic outlook of the population, lack of basic infrastructure, inefficiency of administration and liquidity bottlenecks that constrain the economic advancement of backward economies are difficult to solve within a short period of five years.⁽¹⁷⁾

The plan aimed at increasing capacity utilization mainly in transport, industrial and agricultural sectors. However, the improper planning and ineffective implementation of previous plans is the most important factor leading to under-utilization of capacity. The failure to utilize excess capacity has resulted in a lower growth rate than projected by the planners⁽¹⁸⁾

Therefore, in the light of these constraints increasing the rate of growth of GDP by 7.6 percent per annum over the plan period looks too high, and this may be taken as one of the factors which leads to the failure in the implementation of the plan.

Some of the objectives of the FYP are of competing character. For example, the objectives of increasing the economy's growth rate and per capita income are conflicting with the objectives of improving social services and infrastructure. It is a difficult task to increase the economy's growth rate and per capita income while at the same time aim at promoting social conditions and expanding

infrastructure. It worth mentioning that the need for social services and infrastructure has increased after the signing of the Addis Ababa peace treaty in 1972. ⁽¹⁹⁾

But except for this conflict, the remaining objectives are quite complementary. The emphasis on the contribution of agriculture to the growth of GDP is quite in line with the objective of attaining full employment. This is because agriculture and rural production are more labour intensive than other productive activities.

The objective of expanding exports and imports is both a cause and a result of the objectives of increasing the share of commodity production and that of promoting people's prosperity. Foreign trade plays an important role in the economy, supply foreign reserves needed for development finance and opening employment opportunities.

The plan clearly emphasizes its socialist orientation. This implies the expansion of the public sector activities in the economy. However, it is doubtful whether this policy coincides with the objective of stimulating the participation of the private sector in investment by as much as 48 percent. ⁽²⁰⁾

Further, the birth of the plan witnessed the nationalization and confiscation of the banking system and several leading commercial firms in 1970 , and this has no doubt affected negatively the attitudes of the private sector towards investment and hence the finance of development.

In view of the long and over-ambitions list of objectives, and due

to the deficiencies in the implementation capacities especially the inefficiency of administration and the shortage of technical and managerial personnel as well as many structural and organizational factors, the plan had failed to fulfill the set targets within a short period of five years.

Consequently, the actual rate of growth for the whole economy, in real terms, ranged between 4 and 5 percent during 1970-75 as compared with a projected growth rate of 7.6 percent. The targeted growth rates for various sectors have not achieved, however, the construction and public works sector has registered the highest level of performance among all sectors. Contrary to the plan's central objective of increasing agricultural production and enhancing the role of the agricultural sector in the economy, the contribution of agriculture to GDP has unfortunately declined as it was shown in the following table:

Table (4/5)

**Targeted and Actual Sectoral Growth Rates
For The Period 1970n5 (percentage)**

Sector	Planned Growth Rate %	Actual Growth Rate %	Achievement
Agriculture	9.9	5.9	60
Crop sub-sector	10.0	3.9	39
Non- crop sub-sector	11.9	3.9	39
Industry & Mining	9.5	4.0	42
Power & Water	-	6.3	-
Construction & Public Works	3.0	8.7	190
Transport & communications	8.8	-	-
Commerce, Services, & Administration	4.5	4.5	100
Gross Domestic Product	7.6	4.6	60

Source: The Ministry of Finance, Planning and National Economy, A Draft Report prepared by the Six- Year Plan Preparation Committee.

Perhaps the most important similarity between the TYP and the FYP is that both of them are based on sectoral planning. So far, regional planning has not been practiced in the Sudan. The two plans divide the economy into sectors and then try to develop them simultaneously ⁽²¹⁾

Moreover, the two plans have not developed the transport sector

adequately, however, it is not possible simply to expand production and public services without adequate increase in transport and storage facilities, and this eventually affects negatively the implementation of the two plans. Furthermore, another important sector is that of power. Although the FYP has given relatively more attention to it than the TYP, yet the Sudan had faced serious power problems during the period of this study which contributed unfavorably towards the success of the development efforts in general and the implementation process in particular. ⁽²²⁾

3) The Six-Year Plan (SYP) 1977/78 -1982/83:

The Six-Year Plan (SYP) is associated with a long run perspective plan which extends over a period of eighteen years up to 1994 / 1995. The SYP represents the first phase of the three phases of the perspective plan. However, this type of long-run planning is being introduced in the Sudan for the first time. Being part of the perspective plan, the SYP adopted a strategy for economic and social development whose basic objective is to, secure the optimum utilization of the country's physical, human and financial resources, and consequently, to push the Sudan economy into the stage of self- sustained growth through a balanced and accelerated growth. Contrary, to the previous plans, the SYP aims at transforming the entire exiting economic reality of the country and not merely affecting minor changes.

Due to many factors and problems (internal and external), the SYP

was abandoned in its second year, and a programme of Financial Reform and Economic Stabilization was prepared by the assistance of the World Bank in 1978. The period of the Programme was to cover three years (1978/79-1980/81). Although the Programme was formulated to cover a period of three years, yet it was practically abandoned within two years by the end of 1979/80. After the first programme came the 2nd Three Year Investment Programme to cover the period (1980/81 1982/83). which, to a large extent, followed the same strategy of the 1st programme.

A third investment programme was prepared to cover the period (1982/83-1984/85). Its strategy and objectives were similar to the 2nd Investment Programme. However, the third Investment Programme was formulated within the framework of the S YP which was extended for extra two years up to 1984/85. Thus the amendment of the SYP reflects the fact that all our successive development plans had been amended and abandoned shortly after their preparation.

Basic Features:

- The SYP aims at a gross investment of L.s. 2660 million. It is anticipated that the public sector's share of gross investment amounts to 58% percent, whereas that of the private sector to 42 percent as table (4/6) below indicates:

Table (4/6)
The Shares of Public and Private Sectors To Gross Investment (L.S. Million)

Sector	10 year plan (1960/61- 1970/71) sum %	5 year plan (1960/71- 1974/75) sum %	6 year plan (1977/83- 1982/83) sum %
Public sector	337 60	215 56	1560 58
Private sector	228 40	170 44	1100 42
Total	565 100	385 100	2660 100

Source: The Six-Year Plan of Economic and Social Development (1977/78 - 1982/83), Ministry of National Planning, Khartoum, 1977, vol. (1), p. 39

- Out of the total sum allocated to the public sector, L.s. 225 million was allocated as a reserve fund to be distributed to the various sectors in accordance with projects transferred from the previous FYP and the new projects. ⁽²³⁾

- Perhaps one of the advantages of the development strategy presented by the plan document is that it embodies a clear cut strategy for finance. For in the SYP, financing depends basically on increasing the rate of domestic savings (public or private) and attracting foreign capital.

- One of the realistic features of the plan relates to its anticipated method of investment financing. Contrary to the previous plans, the SYP, for the first time in the history of development planning in the Sudan, recognized the role of deficit financing which has

proved to be inevitable, However, it was stipulated that the share of this source of finance in total financing should not exceed 10 percent.

- The internal sources of finance for public investments amounts to 47 percent whereas 53 percent for external sources.

- The allocation of L.S. 445 million as annual average for spending during the plan period is quite ambitious, because the actual spending during the last seven years preceded the plan was no more than L.s- 250 million.

- The plan had not given enough consideration to the ability of the absorptive capacity of the economy and the availability of the necessary funds allocated for the plan. ⁽²⁴⁾

- The plan divides the economy into four main sectors:

1) Agricultural and Irrigation. 2) Industry, Mining and Power.
3) Transport and Communication. 4) Social Services and Administration. The following table shows the allocation of investment among these sectors:

Table (4/7)

Shares of Investment Allocation For Various Sectors

Sector	% of Gross Investment
1. Agriculture & Irrigation (1)1	32
2. Industry, Mining & Power (Ih	25
3. Transport & Communication (Ih	24
4. Social Services &.Public Administration (1)4	19
Total	100

Source: The Six - Year Plan of Economic and Social Development (1977/78

- 1982/83), Ministry of National Planning, Khartoum, 1977, Vol. (1), P, 42 . Table (4/7) confirms that the agricultural sector occupies a strategic position in the plan and plays a leading role in the process of development, and it has the lion's share in gross investment (32 percent). However, its rate of growth is least compared with other sectors (only 6. 5 percent).⁽²⁵⁾

- The SYP is the first national plan to adopt a clear and definite strategy with regard to social justice. In this context, the plan has paid special attention to the creation of adequate balance in regional distribution of investment and so of income, with the aim of reducing the economic gap between the various regions of the country. The plan also catered for equity and increasing employment opportunities in the countryside.

The Objectives of the Plan:

Although the objectives of the SYP were determined as part of the objectives of the perspective plan, however, the major objectives of the SYP are the following:

- "The realization of an accelerated growth rate in real per capita income visa vis the growth of the national economy at an annual rate of 7.5 percent in constant prices.

-Development and modernization of the traditional agricultural sector.

- Developing industry as a complementary sector to agriculture, giving priority to agro-industries and import substitution.

-Expanding employment opportunities and unemployment as a first step towards its eradication. Limiting

- Achievement of self- sufficiency in foodstuffs and agricultural inputs.

- Consolidation and expansion of basic infrastructure particularly in the field of transport and communications⁷ power resources, marketing and storage facilities.

- Improving the balance of payments position through expansion of exports and production of import substitutes.

- Encouraging the private sector⁷ both foreign and local⁷ to play its role fully and effectively in development.

- Devoting more attention to rural development and advancement of various retarded areas⁷ as well as encouraging local population to contribute more actively towards raising living standards in such areas.

- Devoting great attention to development administration and raising standards of organizational and administrative cadres so as to facilitate achievement by all public agencies of their targets according to prescribed time schedules and to overcome problems in the way of implementation at the least cost.

- Basing central development planning firmly on regional planning so as to ensure that development of programmes and projects reflect the potentialities and needs of every region. This would, at the same time, engender balanced development within and between regions within a framework of regional specialization and

complementary".⁽²⁶⁾.

Being a phase of the prespective plan, the objectives of both the prespective and the SVP constitute a consistent and well integrated set of general objectives. However, the realization of the SVP objectives was considered as an important step towards the achievement of the objectives of the prespective plan.

Furthermore, the objectives of the SYP are also maintaining their internal consistency. The growth of the national economy is consistent with the growth of per capita income. The development of traditional agriculture is consistent with the previous couple of objectives and with justice in the regional distribution of investment and income. The development of the agricultural sector is also consistent with the development of the industrial sector due to the fact that the former supplies the latter with food and raw materials while the latter provides the former with production inputs and industrial consumption goods and is the source of demand for the products of the agricultural sector and so on . There does not seem to be any conflict between the sectoral objectives of the plan and its overall objectives.

Consequently, the plan is generally characterized by a high degree of realism with respect to its objectives, strategies and policies designed to achieve them. But there some instances whereas the plan appears to be overoptimistic. For example, the target growth rate of the plan was determined at 7.5 percent. This appears to be reasonable when compared with that of the FYP but if it is

compared with what has actually been achieved during the past fifteen years where actual growth rate varied between 4 and 5 percent. In the light of this situation, perhaps this target of growth rate appears to be overoptimistic. ⁽²⁷⁾

The positive aspects of the SYP are many, and they represent a turning point in the history of development planning in the Sudan, however, prominent among these were the serious studies undertaken by Sudanese specialists as well as the studies conducted by foreign experts about the Sudanese economy which were also used, and thus constitute a solid foundation for the plan preparation. As a result of these serious studies and the growing accumulation of expertise knowledge in the field of planning, the Syp achieved remarkable progress in the techniques of planning in the Sudan. Furthermore, the plan concerned itself, for the first time, with devising a general strategy as well as sectoral strategies . all within a well co-ordinated framework.

Execution of Plans:

The experience of Sudan, as many developing countries, shows that there has been much more planning than actual socio economic development, basically because of bad execution of plans. According to Ali A. Suliman, proper and effective implementation of plans is very complex and difficult. It requires efficient administrative machinery, co-ordination, control with flexibility and political stability. ⁽²⁸⁾

Unlike planning, the implementation process involves the whole administrative structure of the government together with the private sector. As administrative structures had been and still weak, yet none of the successive development plans in the Sudan reached its targets or achieved its objectives.

As far as the TYP 1961/62- 1970/71 is concerned, there are no progress reports on its implementation that is because the planning organization did not get timely information from the ministries and departments on implementation. However, it seems that the plan had a favorable record of execution during its first four years, and then began to face serious problems. Table (4/8) below gives some idea about the effectiveness of the implementation of TYP:

Table (4/8)

Growth of the Gross Domestic Product (At Factor Costs And. in constant 1960/61 Prices) of the Modern Sector

	Ls millions		Index	
	Plan	Actual	Plan	Actual
1960/61				
1961/62	171.5	164.6	100.0	100.0
1962/63	182.3	205.5	106.3	124.8
1963/64	195.9	199.3	114.2	121.1
1964/65	206.2	199.3	120.2	121.0
1965/66	219.3	207.6	127.9	126.1
	233.1	209.0	135.9	127.0
Growth per annum	1960/61 - 1964/65		6.3%	6.0%
	1960/61 - 1965/66		6.3%	4.9%

Source: Abdel Rahim Mirghani, The Design and Implementation of a Development Plan: Sudan Experiences 1961/62 - 1965/66,

Ph.D. Thesis, University of Khartoum, January 1974, p. 229.

The growth rates reveal that the first four years of the TYP were successful, while after the change of government in 1964 and the political instability that followed, and due to the inability of the democratic governments either to accept or reject the plan. This situation was consequently affected unfavorably the economic development of the Sudan in general and the implementation of the plan in particular.

It seems that spending was the only criterion used to measure the degree of execution. Obviously, spending does not mean investment nor does it necessarily lead to increased production. ⁽²⁹⁾

As to some Sudanese scholars, the TYP had failed to a considerable extent in the materialization of its physical targets. Their argument is that, although the financial investments were maintained, there were serious shortfalls in agricultural and industrial sectors. According to them, the administrative inadequacies which reflected through bad projects, lack of sufficient trained manpower, and underutilization of facilities, lack of control and overseeing of development projects by the ministries were thus responsible for the shortfalls in plan implementation. However, this obviously indicates that the lack of finance is not a major reason for the shortfalls in targets during the period of the TYP. ⁽³⁰⁾

For the FYP 1970/71- 1974/1975, the Ministry of Planning was created, and the whole planning process including the evaluation of its implementation was put on more scientific lines. In line with this, the Ministry of Planning submitted two annual progress reports on the results of execution of the FYP targets which provided considerable financial and physical information on the progress of implementation. This provided a good opportunity for checking progress, identifying bottlenecks and initiating measures for dealing with them. For this purpose a separate follow-up unit was established in the Ministry of Planning. However, these useful progress reports were only published for the first two fiscal years of the plan - 1970/71 and 1971/72. In these progress reports various indicators of execution were given. Table (4/9) below shows the main indicators of execution.

Table (4/9)**The Execution of The Five-Year Plan by Main Indicators in
1970nl and 1971/72**

	Percentage of year plan executed 1970/71	Percentage of year plan executed 1971/72
1. Total Amount of Capital investment of which Foreign currency	27.3 65.3	41.3 25.9
2. Total Cultivated Area of which :- Under Cotton	111.7 93.4	105.6 84.1
3.Total Gross Output of Agricultural Crops of which:		
Cotton	96.6	85.1
Groundnuts	80.7	118.8
Dura (millet)	108.9	11
4. output if main industrial items of which		
Cement	127.5	78.5
Cotton textile	82.5	75.0
Cigarettes	98.65	52.9
Beer	105.2	99.7
Oil products	85.5	990.0
Footwear	n.a.	13.3
sugar	103.7	102.5
5. railway and river transport turnover	100.8	90.3
6. number of higher educational institutions	100.0	100.0
7. number of students at higher education institutions	101.1	100.0
8. number of schools of all types	94.4	100.0
9. number of teachers	98.8	106.1
10. number of hospitals	98.9	103.3
11. total exports	54.1	54.1
12. total imports	59.1	65.2

Source: Progress Reports on the Execution of the Five-Year Plan, 1970/71 and 1971/72, pp 1-2.

From the above table, one can see that the record of execution of the FYP is poor during the first two years, however, in the first year the rate of implementation was fairly satisfactory (about 72.3 percent) than in the second year 1971/72 which dropped as low as 41.3 percent.

Furthermore, some observations may be made with respect to the first half of the plan. GDP at constant 1970 factor cost increased by an average rate of 5.7 percent per annum (compared to a planned rate of 7.6%). The rate of financial implementation was below 50% of budget allocations. This was mainly due to transport bottlenecks and liquidity problems. ⁽³¹⁾

According to the progress report for 1970/71, The problems which have been mentioned as the cause of such poor execution of development projects are basically administrative. In this context, the formulation of development budgets by ministries and building programmes were delayed. Furthermore, some of the ministries could not prepare the technical documents in time. Signing of contracts with foreign countries granting loans and credits was also delayed and therefore decreased the efficiency of foreign aid utilization.

The progress report for 1971/72 gives almost the same reasons in a different form, and adds that inadequate development of transport hampered implementation of the plan. It stresses the importance of

insufficient follow - up in the execution of development projects.

Although the published progress reports, show a definite improvement in the planning cadre of the Sudan, relative to the TYP, some important criticism can be made against these reports.

The two reports do try to give several indicators of execution besides finance or spending, but they do not give a comprehensive index for the execution of the plan in a year. Such various unrelated indicators can not tell the total result. It is true that the targets of the plan are very diversified and some of them are non-quantifiable, but it seems that it would have been much better -if the actual rate of growth of GDP at constant prices is given and compared to the rate of growth projected by the plan. Such a method would not really be comprehensive, because it would not cover all the objectives of the plan, but it would give a better idea about the general implementation of the plan ⁽³²⁾.

Both the TVP and the FYP did not do sufficient justice to problems of implementation. There was no direct involvement of the agencies responsible for administrative improvement in the drawing of the plan schemes or fixing up the various targets i.e. the two plans do not have a chapter on implementation or administration. Despite the serious problems which faced the implementation of the TVP, however, the FYP does not mention any concrete measures for improving the implementation

capacities.

To the best of my knowledge, the projections of the SVP were never implemented, that is because the plan was faced by many problems during the implementation process and accordingly it was abandoned in its second year. However, the main cause was due to the failure of the government to secure the necessary foreign finance promised by the oil- rich Arab countries. As result of this, the country depended heavily upon the International Monetary Fund (IMF) and the World Bank. Under the influence of those international financial institutions, the Financial Refonn and Economic Stabilization Programme were launched to reduce government expenditure and secure more government revenues through the rehabilitation of the already existing schemes. In this context, the plan's new projects were completely ignored. Due to this situation, it became difficult to test the credibility of the plan, and hence, to make any judgment on its total perfonnance.

Conclusion:

Although the Sudan has a long history in development planning which started before independence, yet the results of the planning processes are not positive as expected by the population of the country. However, the disappointing results can be attributed to many difficulties and constraints which faced the implementation

process during the period of this study (1961-1985).

After the 2nd world war, the colonial regime committed itself to some sort of central planning, and as a result the first programme for development came in 1946 to 1951 followed by the second development programme which covered the period 1951-1956.

The colonial regime concerned itself with the production of cotton for British industry. This policy (cotton production) led to the imbalance of exports and inequality of regions. However, this obviously reflects the fact that the colonial policy is biased towards the satisfaction of the British needs at the expense of the internal demands of the country.

After independence, the national governments followed the same strategy of colonialism in agriculture (cotton production). In 1956 a series of annual development budgets were prepared and referred to as the "New Scheme Programmes" which covered the years 1956/57 to 1960/61. This period of development planning witnessed a series of public investment programmes (productive schemes).

The main features of development planning in the Sudan were embodied in the three development plans covering the period of this study (1961 - 1985). As far as the TYP (1961/62 - 1970/71) is concerned, it was virtually abandoned in 1964. The plan favours the modern sector as against the traditional sector, and thus creates

regional inequalities.

The FYP (1970/71- 1974/75) reflects the nature of the socialist regime. Due to political developments, the plan was replaced by the Phase Action Programme and was extended to two more years, however, this situation led to many problems in the implementation process. Moreover, it is considered as an overambitious plan, and thus it does not fulfill its targets.

The SYP (1977/78 - 1982/83) was introduced in the mid seventies as a first phase of the prespective plan. By that time the Sudan was declared as bread basket for Arab and the whole world, and as a result it is considered as an overoptimistic plan.

However, the main shortcomings in the plan is its total dependence on international investors (foreign capital) especially the oil-rich Arab countries. Due to the failure of the government to secure the necessary foreign finance and other factors, the plan was abandoned in its second year and replaced by the investment programmes, and it was also extended for extra two years up to 1984/85.

Although development planning of some sort has been practiced in the Sudan and considerable improvement in plan formulation has taken place, however, the implementation of plans in the form of viable programmes and projects has been extremely poor as indicated by the low achievement rates. A major factor has been

the poor state of administrative facilities. Administrative inadequacy has been and still a distinct feature of the Sudanese civil service. There is a lack of effective civil service system coupled with the shortage of well trained personnel in the, preparation, execution and follow-up of development projects.

Added to this, there is a lack of effective budgetary control, sound fiscal and monetary policies and government civil service structure that distributes rationally and clearly the responsibilities among the various departments. All this handicapped the successful implementation of development plans in the Sudan during the period of this study (1961-1985).

Although there are many problems and factors accounting for the inability of most countries to achieve objectives and targets in their plans, however, the main problems hindering the successful implementation of development plans in the Sudan will be discussed in the next chapter.

Chapter four

Footnotes

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Chapter Five

Problems Facing Development Planning and Administration In The Sudan

This Chapter represents the main focus of the study, which attempts to examine the major problems facing the development planning and administration in the Sudan over the period studied (1961 – 1985) .

Although the practices have shown many varied problems such as administrative, political, economic and financial, social, cultural and other environmental factors, however, for the purpose of this study, the emphasis is laid on the administrative, political, economic and financial problems (as hypotheses of the study assume them) as the major difficulties and limitations facing the implementation of development plans in the Sudan.

In spite of the fact that development planning of some sort has been practised and considerable improvement in plan formulation has taken place in the Sudan, however, the implementation of plans remained poor and inadequate. This eventually led most Sudanese scholars to conclude that the major problem of planning in the Sudan was not plan formulation, but implementation.

Plan implementation in the Sudan has been extremely poor as indicated by the low achievement rates of plan objectives and

targets. A major factor behind the bad execution of development plans of the Sudan has been the inadequacy of the administrative machinery which is a prevalent characteristic of most developing countries.

1) Administrative problems :

Few governments of LDCs can cope with the range, variety and complexity of administrative problems . Some scholars attributed the government's failure to implement plans to the many weaknesses in the administrative machinery . In these countries deficiencies in public administration arise largely because government machinery which worked well enough in colonial societies no longer is able to operate effectively in independent societies which seek to accelerate greatly their development. ⁽¹⁾

The Sudan, as many developing countries, has inherited a colonial administrative system which mostly inappropriate or inadequate to the many tasks of formulating and implementing plans, programmes and projects for socio-economic development and to cope with the new changing circumstances after independence. However , administrative inadequacy has been reflected in the poor state of public administration which can be specified in the following areas :

(i) Ineffective Civil Service System :

As to sayed Nimeri, administrative inadequacy has been and still a distinct feature of the Sudanese civil service. According to him, there is a lack of effective civil service system, especially in the selection, training and promotion of personnel. Coupled with this, there is a lack of effective budgetary control, sound fiscal and monetary policies and government civil service structure that distributes rationally and clearly responsibilities among the various ministries and departments. ⁽²⁾

(ii) Manpower Shortage and Lack of Manpower Planning :

One of the main obstacles to development planning in general and plan implementation in particular was the shortage of trained manpower. The deficiency of well trained personnel in the preparation, execution and follow-up of development projects has contributed unfavourably towards the successful implementation of the successive development plans of the Sudan and hence the achievement of their objectives and targets.

Closely related to the above, in many countries, government personnel practices impede development planning. The political influence in recruitment and promotions, overstaffing, misuse of trained staffs and low pay are important factors accounting for low morale, incompetence, slackness and waste. Moreover, rigid personnel laws and regulations protect the inefficient and scare

away the well trained and competent. ⁽³⁾ All these practices, help to aggravate the shortage of competent technical, administrative and managerial talent in the Sudan .

The shortage of trained manpower in the Sudan was also aggravated by the influx of skilled manpower (professionals and skilled labour) emigration for employment abroad . Adding to this, the irrelevant educational policy also helps to create a shortage in professionals and specialized manpower. However, this problem of manpower shortage was basically caused by the virtual lack of manpower planning.

This situation led A. Rahim Mirghani to conclude that the availability of specialized manpower to meet the various requirements of a development plan is an essential factor for successful implementation of projects and realization of economic growth. ⁽⁴⁾

Although manpower planning has not aroused keen interest in most developing countries, however, practical experiences have shown that the manpower element is an essential factor for the development process and that human resources are the most valuable asset as well as an important factor of production. Consequently, many developing countries have started an interest in manpower planning.

In its simplest sense, manpower planning means the process of determining manpower requirements. It is a wise utilization of human resources so as to facilitate the availability of trained personnel to achieve the objectives of a nation / organization.

Manpower planning facilitates all personnel policies such as recruitment, promotion, transfer , training ... etc. It improves the methods of merit system in recruitment and selection of personnel, and hence it helps to limit the political influence in all personnel policies.

Manpower estimation involves the availability of reliable information from the general economy as well as from the public service. It also involves co-ordination between educational institutions and manpower agencies, however, sometimes this co-ordination is difficult because the educational content does not change quickly in response to the labour market .

In the Sudan, one of the most important sectors of the economy which the future development efforts have to pay special attention is the manpower sector, that is , because the manpower element is the major pillar of the development process. However, it is noticed that all of the economic plans did not have a scientific approach to manpower policy. No plan addressed itself to know how much of manpower and education should provide and of what kinds ?

Examples of that is the TYP which stated that top priority would be given to agriculture, animal resources and the development of the infrastructure. But at the end of the plan it was noticed that the numbers of Arts graduates were higher than the labour market could absorb. Moreover, the FYP favoured manpower planning for higher education, but failed to put forward any detailed plans or policies in this respect. As far as the SYP is concerned, the plan gave estimates, but without scientific studies of the actual manpower requirements. We find that while the plan called for the consolidation of the development projects rather than expansion, the educational planners, on the other hand, did not respond to this policy, they went on educational expansion in both higher secondary and higher education.

In assessing the Sudanese experience in the field of manpower planning, we can observe the following :

- a) there is no relation and co-ordination between education and the structure of the economy which is an agricultural based economy. i.e. the education content is concentrated on the general education and neglects the technical education .
- b) The multiplicity of manpower agencies and the lack of co-ordination between such agencies (who is responsible).
- c) Lack of adequate data on overall population and those engage in economic sectors as well as non- availability of statistical

data about labourforce and employment and the distribution of these by sector and region.

- d) The organizational instability in public service. i.e. the inefficiency of personnel and the inadequacy of personnel records.

The above shortcomings have been and still remain challenging the Sudanese planners and administrators. Thus, the Sudan needs effective manpower planning and the development of its human resources so as to meet the various requirements of development planning and administration.

(iii) Inadequate Organization :

There were vital administrative activities which were mis-organized and their deficiencies continued throughout the period of the plans. There were many examples in the area of financial administration such as the ineffective budgetary control and lack of up-to date accounts.

In this context, the measures adopted for budgetary control have had the effect of preventing the disbursement of available development funds which eventually led to considerable delays in carrying out development plans. Closely related to this, is the lack of co-ordination, sometimes conflict, between the planning organization and the Ministry of Finance over the control of plans funds.

As to A. Rahim Mirghani, the existence of reliable and up-to-date accounts is essential for without them it would be difficult to get an accurate picture of the financial position, check on the adequacy of management and make an intelligent resource allocation.

Lack of up-to –date accounts not only hindered policy decisions but also hampered and delayed the inflow of public foreign capital. After the stoppage of financing negotiations with Germany for Roseires Power Project, the Sudan renewed its loan application to the World Bank who in turn sent an appraisal mission in December 1965. The mission was unable to obtain the financial information required to complete its work. ⁽⁵⁾

Lack of up-to date accounts information had also led to grave errors in plan implementation because financial corruption would have been avoided if there had been an efficient system of financial procedures and control .

An obvious example for the importance of reliable accounting system was the inability of the Ministry of Finance to know the actual magnitude of the country's foreign debts. Therefore, the accounting and auditing system is quite crucial in the effectiveness of plan implementation .

Furthermore, one of the cases of inadequate organization was the delays of external and internal purchases of machinery and equipment due to red tape in the Central Directorate of Purchases

(slowness of procedures). Red tape in the government machinery does not allow speedy action in order to cope with the conditions governing the order of machinery and equipment. In addition, the provision of raw materials for construction (especially cement), at the right time and in the right place, also delayed completion of most of the development projects.

However, this led some Sudanese scholars to conclude that administrative and procedural delays constitute one of the important reasons why the successive development plans in the Sudan were not successfully implemented.

Closely related to the above is the fact that, the vastness of Sudan and its sheer size is an obstacle in itself, and this reality calls for flexibility and decentralization. The high degree of centralization in the Sudan requires flexibility in administration and its procedures.

However, the over-centralization has had its implications on the development of the country, over the period studied, because the failure to delegate authority and the reluctance to take responsibility leads to delays in decision-making i.e. The decision has to come from the center (Khartoum) after months of waiting.

Moreover, the evils of over-centralization and lack of adequate delegation of authority were compounded by insufficiency of co-ordination. ⁽⁶⁾

(IV) Lack of Co-ordination :

The importance of co-ordination in all planning and administrative activities led many scholars to equate co-ordination with efficiency, because achieving it, means avoiding duplication, overlapping and redundancy of resources.

However, many of the development planning ills in the Sudan, in the view of most Sudanese planners and scholars, were attributed to lack of co-ordination especially between the central planning agency and the operating units and authorities responsible for plan implementation.

In practice, the government policies and activities were rarely co-ordinated with the various plan objectives. One reason for this lies in the weakness of the planning machinery in general and the central planning agency in particular, and another in the process of decision – making which was adversely affected by the frequent changes of ministers and senior officials due to political developments taking place in the country .

Based on the above, it is needless to say that successful plan execution involves effective co-ordination. In this context, there must be an ultimate authority whose responsibility is to see that the various tasks are properly assigned, and that the persons and agencies responsible for them are doing their jobs satisfactorily and in harmony. However, if the co-ordination itself is weak and

inadequate implementation of the plan as a whole is bound to suffer as the Sudanese experience, over the period studied, has shown.

(V) Ineffective System of Follow-up and Evaluation :

Whatever high planning techniques or advanced methodology are used in the preparation of plans, there must be a continuous follow-up process and efficient system of evaluation so as to ensure that implementation is going according to the determined goals. In addition, it might be possible for planners to introduce alterations or modifications to enhance solving unpredictable problems or any other deviations resulting from changing circumstances.

A) Implementation Follow-up (Supervision and Control) :

The task of supervision is the responsibility of the central planning agency which is an important activity to be performed for effective plan implementation. The main purpose of supervision is to make sure that the actual implementation works of projects in the sites are going in accordance with the implementation plan, and that these projects would be completed within the specified time, cost and specifications required, and hence the achievement of plan objectives.

Furthermore, the positive side of supervision generates confidence and enhances co-operation between the central planning agency

and decentralized authorities, and this ultimately helps to facilitate the implementation works. ⁽⁷⁾

With respect to control, it is an important element in planning administration. As a matter of fact, control of plans, programmes and projects is an activity which complements the supervision side, that is, because the supervision and control works are so interrelated and as a result they complement each other. In this context, the central planning agency has to follow-up the implementation processes and to control the performance so as to achieve the required levels of implementation and eventually plan objectives could be realized within the specified times, allocated funds and the required specifications. ⁽⁸⁾

B) Evaluation :

The follow-up of projects included in the plan during the actual implementation of these projects and the preparation of detailed reports for the actual performance levels mark the beginning of the evaluation stage. However, the follow-up of projects, during the actual implementation, is a continuous process (from the starting up to the completion of the project), and this type of follow-up constitutes a basic source of back- feeding. Thus, the performance appraisal and the back – feeding resulting form it are considered to be important elements assisting the planning administration in the achievement of plan objectives. ⁽⁹⁾

In addition to the above, the performance appraisal is not only necessary for measuring achievements against expectations but also for identifying problems, deficiencies and bottle-necks and initiating measures to deal with them. Closely related to this, the evaluation of projects after their completion helps to improve the capabilities of the planners in formulating and planning the implementation for future plans more effectively.

As to waterston, Planning requires periodic evaluation of plan progress. Plan evaluation depends on accurate, complete and timely reports by operating organizations and these are practically never available for most projects and programmes in process of execution. For an effective current reporting system to operate, a two – communication system must be set up between a central planning agency and operating organizations. ⁽¹⁰⁾

As far as the planning experience of the Sudan is concerned, there has been no official evaluation report on the implementation of the TYP as a whole because the planning organization did not get timely information from the ministries / departments responsible for implementation, and this could be mainly attributed to administrative inadequacies (lack of control and overseeing of development projects by the various ministries and departments).

In the case of the FYP, two annual progress reports on its implementation were submitted, and in these reports various

indicators of execution were given. However, these useful progress reports were only published for the first two years of the plan- 1970/71 and 1971/72-, and then has been discontinued due to political developments .

From the above discussion , we can say that, all these administrative problems handicapped the successful implementation of the developments plans in the Sudan. However, in spite of the variety and complexity of the above problems, all development plans did not do sufficient justice to these problems of administration. There was no direct involvement of the agencies responsible for implementation or administrative improvement in the drawing of the plan schemes or fixing up the various targets. Moreover, despite the serious problems which faced the implementation of the TYP, however, both the FYP and the SYP do not mention any concrete measures for reforming the administrative machinery or improving the implementation capacity . This reflects the fact that each of the successive plans did not benefit from the preceding, and as a result, none of these development plans had successfully achieved its objectives or reached its targets.

2)Problems of Political Instability and Commitment :

Planning, in the first place, is a political decision, and hence it must be an integral part of the political process of government.

Being so, the planning agencies must acquire the status and authority that will enable them to formulate and coordinate government policies. However, the Sudanese experience in development planning has not reflected this reality because the status of the planning machinery (agencies) has not helped them to assume such a function and this could be mainly attributed to political instability resulting from the struggle over power which characterized politics in the Sudan during the plans period (1961-1985).

In line with the above, the subsequent political changes have adversely affected the development efforts of the Sudan. Therefore support by a strong and stable government, in the view of most scholars, is a necessary condition for effective development planning and its successful implementation, and this requires a close and constant association between planners and political authorities especially the chief executive.

In this context, planners should not set targets. They should provide a series of alternatives to the political authorities who, in the last analysis, must assume the responsibility for selecting the appropriate targets and the policies and measures for implementing them. Unless the heads of government accept this responsibility, there is little likelihood that the plan targets will be achieved. ⁽¹¹⁾

In the Sudan, political support and commitment to development planning had its ups and downs in correspondence with political changes taking place in the country. As a result of these political changes, the status and authority of the planning organization has been subjected to extreme changes. This situation had led to fluctuations in the fortunes of planning which in turn affected negatively the effectiveness of the planning organization and the motivation of the planners themselves.

Furthermore, the subsequent political changes have resulted in the high turnover among the senior political and administrative leaders, and this had adverse effects on public administration and the national planning organization as well. This state of instability had consequently led to the shortage of qualified personnel and hence to the inadequacy of administrative and planning machinery. Closely related to the above, the political instability had its implications on the planning machinery in general and the central planning agency in particular. The central planning agency, as a key institution in the development process, experienced extreme changes, and this situation had led to its weakness and inability to play its role more effectively in designing and implementing the plans and coordinating the development efforts. Moreover, As a result of its weakness and inability, the planning organization was failed to attract the participation of the different socio-economic

groups, that is, because a plan's success depends largely on public acceptance of its objectives, and this represents the private sector response and the participation of the population. It is needless to say that the involvement of socio-economic groups in the development plans or programmes is considered as a necessary condition for the successful realization of any development objectives.

However, the tasks of popular participation and mobilization of the people for the purpose of development were not done during the plans period due to lack of plan consciousness on the part of the government machinery and the general public .

In tracing back the Sudanese experience in development planning, one could observe that the effectiveness of all plans had been frequently abandoned shortly after their preparation. This could be partially explained by the fact that the Sudan did not know which path of development to adopt (capitalist – socialist – capitalist), and this is mainly due, as to many Sudanese scholars, to the subsequent political changes taking place in the country, and it is a natural product of such changes .

After the October Revolution of 1964 and the political instability that followed, the TYP was almost suspended because of the inability of the democratic governments either to accept or reject the plan. As a result the plan had failed to attract the political

support and commitment of the political leaders after 1964. This situation had contributed unfavourably towards the development of the Sudan, and consequently the plan failed to achieve its objectives and targets. However, in spite of this reality, the TYP has no doubt greatly influenced the political thinking in favour of planning.

During the May Regime (1969 – 1985) there was complete politicalization of the development planning process. Following the change in political environment in May 1969, the May Regime declared its socialist philosophy for managing the Sudanese economy. Consequently, work on the FYP was immediately started with the help of a team of Russian experts, a Ministry of Planning was created for that purpose as well, and hence development policy was separated from fiscal policy. These measures brought the planning organization to the forefront of the economic scene. In this new atmosphere, the FYP was introduced in 1970.

In line with the above, the May Regime gave planning a prominent place in the governmental hierarchy. The government control over the economy also increased considerably through large scale nationalization of private industrial, commercial and banking enterprises. ⁽¹²⁾

The strong support by the May Regime to planning was ended by the attempted coup of July 1971. Following the 1971 events, the

Russian planning experts had to leave and the senior officials in the Ministry of Planning were purged. Consequently, the regime has changed its socialist philosophy, and more liberal policies were pursued. The planning machinery suffered a lot due to this change in the political philosophy of the regime and accordingly the status of the planning organization was down graded.

As a result of these political events, the FYP lost its force and appeal leading to deterioration in the achievement of targets. Although the first two years of the plan were considered to be in favour of central planning approach, the political events of July 1971 caused an upheaval and tremendous change in the philosophy, objectives and priorities of the plan .

The consequence of this political change was the Phase Action Programme which was the first evidence of the impact of political instability and commitment on the planning process.

In the second half of 1972 the Political Bureau of the Sudanese Socialist Union (SSU) worked out a political action programme which was officially announced by the president and became operative in January 1973 .

The Phase Action Programme represents a commitment from the political leadership towards the attainment of several major objectives during the presidential terms of office. It sets out

national, sectoral and sub-sectoral priorities and targets which substantially altered the shape of the FYP. ⁽¹³⁾

According to A. Rahman A. Wahab the programme was drawn without reference to costs or resource availability. Yet many government units translated it immediately in specific projects. The political strength behind the programme was interpreted as a green light for action not only without recourse or coordination with the central planning agency, but also for seeking and contracting foreign finance . At the same time the central planning agency was helpless since it was headed by a deputy minister dominated all around by senior ministers.

The inevitable result of this situation was a proliferation of isolated decisions and contractual commitments and consequently the diffusion of a basic ingredient in economic management. ⁽¹⁴⁾

The planning experience of the Sudan, during the period under discussion, has shown that the greatest obstacles to implementation are administrative and especially, political, rather than economic . The political instability coupled with lack of adequate government support and commitment as well as the state of insecurity taking place in the country and covering almost all plans periods are the prime reasons why most of the plans are never carried out and shortly abandoned after their preparation.

Furthermore, Syed Nimeri argued that the political pressures have led the planners to include ambitious development objectives which were difficult to reach. According to him, these political pressures could be a result of the vast expanse of the country and the shaky basis on which national unity was based .⁽¹⁵⁾

Based on the above, the success of development planning in the Sudan involves, in the 1st place, a political stability together with an efficient public administration so that the development objectives could be achieved . However, the state of the instability and the politicalization of the Sudanese civil service had resulted in a shortage of qualified personnel, and this consequently led to the inadequacy of administrative and planning machinery.

As stated earlier, political stability would guarantee the sustainability of development policies and plans, and allow enough time for revising such plans. Moreover, the political stability provides a suitable climate for long-term investment which would eventually help in the finance of development . In this respect, a balanced foreign policy should be adopted to serve the economic interests of the country and to meet its development needs. Thus political stability should be given due consideration so as to guarantee the inflow of foreign capital and technical assistance for sustainable development.

3) Economic and Financial Problems:

After independence, the Sudan government made serious attempts to introduce national plans for economic and social development, but these efforts faced considerable economic and financial difficulties.

(i) The Shortfalls of Foreign Capital Inflow Form Abroad :

Due to the shortage of the necessary financial resources, the Sudan, as most developing countries, depends to a large extent on foreign capital (loans and grants) for financing its development . As these sources of finance are not always available in the suitable time due to political factors especially foreign policy, i.e. Diplomatic relations between Sudan and Germany were severed during the 1st half of the TYP, and this delayed the German loan. This situation and others have resulted in serious financial problems which unfavorably affect the finance of the development plans. In this respect, the failure of the government to secure the necessary foreign capital to finance the SYP can be cited as a good example. The shortfalls of foreign capital – inflow has had its implications on the implementation of the plan.

However, the shortage of foreign exchange in the Sudan is a result of unequal terms of trade between developed and developing countries, that is, the exportation of primary products and increasing demand for importing manufactured goods to satisfy the

consumption and development needs. Therefore, it is of greater economic advantage for developing countries to export processed products rather than primary products in their crude form so as to avoid the balance of payments difficulties resulting from such relationship .

In this context, Foreign trade plays an important role in the economy, supplying foreign reserves needed for development finance and opening employment opportunities.

Another dimension of the shortage of financial resources in the Sudan is the low rates of domestic savings. In this respect, there are many factors which caused the low rates of domestic savings such as the extended family system . This institution affects negatively the economic life in the Sudan as it discourages savings and lessens the individual incentive to work harder. There is also some kind of fatalistic acceptance of poverty as well as many other uneconomic aspects of the people's culture and traditions which led to low savings.

As to Waterston, the development record reveals that only few countries of the LDCs have succeeded in achieving plan targets. Countries which fail to meet reasonable plan targets almost always have the greatest shortfalls in agriculture. Since agriculture's contribution to GDP of most LDCs is high, the failure of

agriculture to attain targets is often the main factor accounting for lower than planned growth rates. ⁽¹⁶⁾

Being the dominant sector of the economy, agriculture is the main source of local capital for other sectors. For this reason and others, all development plans of the Sudan gave top priority to agriculture and aiming at increasing agricultural production with the objective of increasing levels of rural incomes and hence domestic savings.

Contrary, to the central objective of all plans of increasing agricultural production and enhancing the role of the agricultural sector in the economy, the contribution of agriculture to GDP has unfortunately continued to decline throughout the period under discussion. However this situation could be attributed among other factors, to the fact that the agricultural sector in the Sudan is mainly traditional, using simple and old techniques of production, and this resulted in a low level of productivity and that of income . Since the per capita income is low the capacity of the people to save is low, and this means low rates of savings and investment and hence there is a shortage of capital and more poverty as well.

As far as the Sudanese experience is concerned, and if we see the structure of the finance of the different economic plans, we find that their finance was almost envisaged from foreign sources. However, the dependency on foreign capital has not helped the Sudan to liquidate its underdevelopment and hence breaking the

vicious circle of poverty, but instead of helping it, foreign capital led to the accumulation of foreign debts which has been a big hindrance to the socio-economic development of the country. Moreover, since there is a high demand and dependency on foreign capital, this may lead to crucial political implications on national sovereignty and decision. So the Sudan needs to depend primarily on its domestic resources in financing the development process which demand radical change in the organization and relations of production.

(ii) The Negative Role and Contribution of the Private Sector:

Because of the low per-capita incomes and lack of institutional mobilization of resources in developing countries, the public sector is needed to generate domestic savings for a reasonable rate of growth. This reality is clearly reflected in the dominance of the public sector and its role in the socio-economic development of the Sudan which has been an important characteristic of the Sudanese economy during the period under consideration.

According to Ali A. Suliman, planning for the private sector is a relatively new experience and a difficult exercise for a developing country such as the Sudan. How far the private sector complies with the plan targets depends on the one hand on how far private investors feel that their investments secured and, on the other hand, how far the rate of return is rewarding .⁽¹⁷⁾

Closely related to the above, private investors are normally guided by commercial rates of return. National interests like resource conservation, environmental preservation ..etc do not enter into their consideration, and there are certain fields of investment where private enterprise would not venture, because the benefits are nationally dispersed and can not be privately captured. Planning of investments in these fields has therefore to be undertaken by the public sector .

After independence, and because of the weakness of the private sector the government was the only agency with potential capacity to undertake plans and programmes of development, and as a result, a large part of the development undertakings came from the public sector . This reflects the negative role and contribution of the private sector in the development of the country. However, the role of the private sector was further weakened by the security problem in the south during the 1st five years of TYP.

Furthermore, the TYP has failed to design operational policies and strategies to influence the economic behaviour of the private sector. It was in effect a public sector plan, despite the fact that it was formulated and issued by a regime with a capitalist philosophy. As to A. Rahman A. Wahab the behaviour of the private sector was simply assumed in the plan, and no policy measures were

explicitly designed to influence the volume or the composition of the private sector investment. ⁽¹⁸⁾

Following the nationalization of 1970, and in spite of the huge fiscal incentives and encouragement given to the private sector (revenue lost by the government), the private sector does not seem as active as was expected in the FYP. This could be mainly attributed to the socialist orientation of the regime and its nationalization and confiscations policies and measures which has no doubt affected negatively the attitudes of the private sector towards investment and hence the contribution in the development finance .

(iii) Inadequacy of Transportation and Storage Facilities :

One of the important bottlenecks to the development of the Sudan is the inadequacy of transport facilities, especially as the production regions are far from the consumption areas and exporting ports. The vital importance of the transport sector also stemmed out of its impact on almost all other sectors of the economy. However, the significance of transportation to the development of the Sudan economy arises from the vast area of the country as well as the low density and uneven distribution of its population.

Furthermore, transport difficulties accounted for delay in completion of many development projects in the Sudan. This delay

postponed the results of the projects and added to their costs. i.e. The Khashm El Girba Dam was to be completed by June, 1963, but it was completed in July, 1964 due to transport bottlenecks. Moreover, the frequent inability of Sudan Railways, during the 1st five years of the TYP, has delayed the arrival of equipment to construction sites and also delayed haulage of export crops to the ports, and as a consequence delayed receipt of foreign trade earnings.⁽¹⁹⁾

Lack of proper means of transport, in the view of Syed Nimeri, has also led to shortages of, and inflationary prices for, home products, and discouraged investment in rural areas, thereby creating unbalanced industrial growth by concentrating industrial production in the Three Towns. These shortcomings raise social, political and economic unrest.⁽²⁰⁾

Closely related to the inadequacy of transportation, storage facilities in the Sudan are also inadequate and this has caused great damage to the Sudan's crops. Therefore, the government should support directly or indirectly the storage facilities as an economic service so as to encourage the producers and protect the consumers as well.

From the above discussion, it is needless to say that the vast expanse of the country and the sparsity of its population coupled with inadequate means of transport has been and still a hinderance

to providing public services and promoting socio-economic development. However, effective transport and storage facilities are necessary conditions for any future development process in the Sudan.

(IV) Absence of Security :

As to A. Rahim Mirghani, security in its widest sense, is of a paramount importance to the successful realization of development plans and the implementation of projects. The state of insecurity in the south, during the TYP, constitutes a serious obstacle to implementation and caused great physical damage, retarded production, deterred investment and forced the government to divert a large portion of its resources to defence and police activities. ⁽²¹⁾

Although the war in the south has adverse effects on economic activities and social services in that part of the country, however, it has its implications on the whole development of the Sudan which continued throughout the plans period. This case obviously reflects the fact that why development administration stresses the importance of the maintenance of security, that is simply because the absence of security would impede the whole development efforts as the Sudanese experience has shown .

(V) The prevalence of corruption :

Corruption is a major obstacle to the implementation of development plans. It has undesirable effects on the whole morale and the quality of life, and its economic effects can destroy or retard a nation's opportunities for economic growth. However, the result will be a misuse of resources and an increase in the cost of development .

While a slight amount of corruption, in the view of A. Rahim Mirghani, is perhaps inevitable and may make the government machinery in developing countries a little more efficient, it is at the same time unquestionable a hinderance, if not a major threat, to economic growth. ⁽²²⁾

In the Sudan, the economic effects of corruption have contributed unfavourably towards the successful implementation of the development plans. However, the lack of up-to-date and reliable accounts coupled with lack of administrative control (ineffective budgetary control) as well as absence of transparency may be considered as the main causes responsible for the prevalence of corruption in the Sudan.

(VI) The Impact of the Climate :

The above various difficulties were compounded by the impact of climate. The Sudan has a tropical climate which has adverse effects on economic development through their impact on

agriculture directly or through the diseases on man, animals and plants.

According to A. Rahim Mirghani, the tropical climate of the Sudan has adverse effects on the production of cotton in the Gezira Scheme (low yield) in 1963 / 64 season due to pests and diseases.

Moreover, sugar prices rocketed in 1964 due to adverse climatic conditions elsewhere in the world. ⁽²³⁾

All these economic and financial factors constituted serious problems and difficulties and have affected negatively the implementation of the successive development plans, and their adverse effects continued to act as a constraint on rapid economic development throughout the period under consideration.

Conclusion :

Although the Sudan has a relatively long experience in development planning, an experience which witnessed the formulation and implementation of three development plans, namely : The TYP, FYP and SYP, yet the results of the planning processes are not positive as expected by the population of the country. This experience, however, shows that there has been much more planning than actual socio-economic development, basically because of bad execution of plans.

A major factor behind the bad execution of development plans of the Sudan has been the inadequacy of administrative machinery. However, the administrative inadequacy has been reflected in the

poor state of public administration which manifested itself in the ineffective civil service system and the shortage of trained manpower.

In line with the above, administrative inadequacy has been and still a distinct feature of the Sudanese civil service system, especially in the selection, training and promotion of personnel as well as lack of effective manpower planning. Coupled with this, there is also an inadequate organization, lack of co-ordination and ineffective system of follow-up and evaluation.

The variety and complexity of the administrative problems, which development planning brings, led many scholars to conclude that the greatest obstacles to plan implementation in LDCs are administrative and political rather than economic or financial resources.

To quote on authority in the field; “The economics of development is not very complicated, the secret of successful planning lies more in sensible politics and good public administration”.⁽²⁴⁾

As far as the planning experience of the Sudan is concerned, the political instability coupled with lack of adequate government support and commitment as well as the state of insecurity in the south may be considered as the prime reasons why almost all the plans are never carried out and shortly abandoned after their preparation.

Closely related to the above, the political pressures have led the planners to include ambitious development objectives which were difficult to reach.

In this context, a political stability together with an efficient public administration are essential factors for effective development planning and its successful implementation. However, the state of instability and the politicalization of the Sudanese civil service have resulted in the deficiency of well trained personnel, and this consequently led to the inadequacy of the administrative and planning machinery.

Due to the lack of the necessary domestic financial resources, the Sudan as a developing country depends to a large extent on foreign capital (loans and grants) in financing its development, and as these sources of finance are not always available in the suitable time. This situation actually constitutes a serious financial problem which unfavourably affects the successful implementation of the development plans. i.e. the implementation of the SYP was negatively affected by the shortfalls of foreign capital inflow from abroad.

However, the Sudanese experience shows that the dependency on foreign capital has not helped the Sudan to liquidate its under-development, but instead of helping it, the inflow of foreign capital from abroad led to the accumulation of foreign debts which has been

and still constitutes a big hinderance to the socio-economic development of the country .

There are also other economic and financial factors which constituted serious problems and difficulties to the implementation of the successive development plans such as the inadequacy of transportation and storage facilities, the negative role and contribution of the private sector, the absence of security, the prevalence of corruption as well as the impact of the climate . The adverse effects of these problems continued to act as a constraint on rapid economic development throughout the period of this study (1961 – 1985).

Chapter Five

Footnotes

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Chapter Six

Research Findings and Results

In this chapter an attempt is made to co-relate research hypotheses with findings and results.

One of the major problems facing the Sudanese people since independence, was a promotion of socio-economic development. All of the three development plans, which were formulated in an attempt to tackle this problem, have failed to eradicate the underdevelopment of the country.

The hypotheses of this research attribute the failure of the successive development plans to achieve much of their objectives and targets to the deficiency in the implementation capacities which were reflected in the following:

1. Inadequacy of administrative and planning machinery.
2. Political instability and commitment.
3. The shortage of financial resources.

The study assumes the above factors as the main causes behind the bad execution of development plans in the Sudan.

However, by examining and co-relating the above research hypotheses with findings and results, it is found that the results reached by this study are consistent with research hypotheses.

In this respect, the study has reached the following results:-

- The Sudanese experience in development planning shows that there has been much more planning than actual socio-economic development, basically because of bad execution of plans.
- Proper and effective implementation of plans is very complex and difficult. It requires efficient administrative and planning machinery, political stability as well as financial capacities.
- Despite the serious problems, which faced the implementation of the development plans in the Sudan, however, all plans did not do sufficient justice to problems of implementation or mentioned any concrete measures for improving the implementation capacities. This reflects the fact that each plan did not benefit from the preceding one, and consequently, none of the successive plans achieved its objectives or reached its targets.
- Due to the absence effective manpower planning, surpluses and shortages of manpower occur all the time of the plans, and this have adverse effects on the Sudanese economy as well as on the efficiency of the administrative and planning machinery.
- The unplanned emigration of professionals and skilled labour played a destructive role in hindering the implementation of

the development projects and accordingly affected the performance of the Sudanese economy as a whole.

- There is no relation and co-ordination between education and the structure of the economy which is an agricultural based economy. i.e. The education is concentrated on the general education and neglects the technical education.
- Investment in the development plans is concentrated within the modern sector of the economy with an almost total neglect of its traditional part, and this helps to create regional inequalities and imbalanced development.
- The vastness of Sudan and its sheer size is an obstacle in itself and this reality calls for flexibility, decentralization and co ordination. In this context, development administration, unlike traditional public administration, advocates decentralization and delegation of authorities as well as popular participation for successful implementation.
- Lack of strong commitment by the political leaders. The commitment and enthusiasm of policy makers and planners to the initiation of development plans seems to be more than their commitment to implementation. In this respect, there was no close co-ordination between efforts of plan formulation and plan implementation. The consequence of this was an implementation gap among politicians, planners

- and administrators, and this resulted in many difficulties during the implementation process.
- The weakness of the planning machinery and the central planning agency in particular had adverse effects on the implementation of the plans. As a result, the central planning agency had failed to play its coordinating role with the operating units in the different ministries and departments as well as with regional institutions and authorities responsible for implementation. However, the lack of effective coordination is considered as one of the main development planning ills in the Sudan.
 - The organizational instability of the planning organization i.e. ministry, commission or department within the Ministry of Finance, have had adverse effects on the implementation process. Due to political developments, the status and authority of the central planning agency has been subjected to frequent changes accompanied by high turnover in ministers as well as senior planners and administrators, and this affects negatively the morale and motivation of these groups and in turn the role and functions of the central planning agency as a key institution in the development process.
 - The financial capacity, with its two faces finance and expenditure played a vital role in determining the level of

implementation of plans. Although there was no shortage of liquidity during the first period of the TYP, however, liquidity bottlenecks started in the 1970s after the rise in international prices. The shortage of finance is due to low domestic savings and low export earnings as well as to the increase in government expenditure (current expenditure) and the inability of the government to generate surplus from the central budget. Consequently, the government resorted to deficit finance and external borrowing.

- The economic planners are enthusiastically committed themselves to many long -term projects without visible short-term returns, and as a result of that the loans installments and their interest rates were repaid at the expense of the already inadequate foreign exchange reserves, and this is finally resulted in a vicious circle of indebtedness instead of developing the country and accordingly liquidating the aspects of underdevelopment.
- The shortage of reliable statistical data and information has always been a major handicap in formulating a sound plan and in setting reasonable development objectives. In this context, the unrealistic and overambitious goals were a result of inaccurate information, on the physical and human

resources as well as the performance of the economy, as the Sudanese experience has shown.

- The overestimation of goals and objectives was suggested by this study as a major limitation to the implementation of development plans in the Sudan. i.e. setting a target of increasing GDP by an average annual rate of 7.6% in the FYP was considered by most Sudanese scholars as an overambitious and drastic increase in output.
- At the same time, the means of achieving these overambitious objectives were underestimated. I.e. The shortage of trained manpower is primarily resulted from underestimation of the planning requirements. In addition, it is a major hypothesis of this study, that the deficiency in implementation capacities was the driving cause behind the failure of the successive development plans to achieve much of their objectives and targets.

Chapter Seven

Conclusion and Recommendations

This chapter deals with research conclusion and recommendations. The recommendations have been offered to help remedy some of the shortcomings accompanied the Sudanese experience in development planning and administration during the period (1961-1985).

Conclusion:

Despite the great variety of forms which planning may take and despite the disagreement about its meaning, however, development planning of some sort has been practiced in the Sudan and considerable improvement in plan formulation has taken place. In spite of this fact, the implementation of plans in the form of viable programmes and projects has been extremely poor as indicated by the low achievement rates. A major factor behind the bad execution of development plans has been the poor state of public administration which manifested itself mainly in the ineffective system of the Sudanese civil service together with the shortage of trained manpower.

The experience of development planning in the Sudan, during the period under discussion, was affected negatively by the subsequent political changes taking place in the country. As a result of this situation, the status and authority of the planning organization also underwent extreme changes, and this

consequently affected the ability of the central planning agency to play effectively its vital role in the planning process and planning administration.

The importance of human resources relates to its double role in the development process i.e. as means and instrument of development as well as the final end or objective of the development efforts. In this respect, the human resources play different roles in the development process such as entrepreneurs, managers and administrators, unskilled labour and as beneficiaries of the development efforts and ultimate end of development.

In spite of its critical roles in development, human resources development has received relatively little attention. However, the lack of effective manpower planning and the shortage of trained manpower were thought to be as one of the main limiting factors hindering the implementation of the ambitious development plans of the Sudan.

Since its independence in 1956, the Sudan has failed to secure political stability needed for socio-economic development. However, the weak formation of the political parties and the intervention of the military establishment in politics as well as the state of insecurity in the south (southern problem) were the most important features of politics during the period under

consideration. The consequence of this was the struggle over power and instability.

This period also witnessed the intervention of the international financial institutions mainly the IMF and the World Bank in the economic as well as the political decision of the country. This intervention leads to further implications where the decision-making process in this period was largely affected by the policies introduced by those financial institutions.

The lack of political stability coupled with inadequate government support and commitment of political leaders were thought to be the prime reasons why almost all the plans were never carried out. In this respect, one could observe that the effectiveness of all plans had been frequently abandoned shortly after their preparation. This could be partially explained by the fact the Sudan was and still do not know which path of development to adopt! This is mainly due to the subsequent political changes and the struggle over power which characterized politics in the Sudan during the period of this study and up to the present.

The study indicates that the conditions of public administration and the related political factors are held to be responsible for the limitation of the implementation of the development plans in the Sudan. This is especially true when it could be explained by the argument that the administrative system is part and parcel of the

political system in which it operates. In this context, there was a complete process of politicalization of the Sudanese civil service due to the subsequent political changes taking place in the country, and this was reflected in the high turnover of ministers as well as senior planners and administrators which resulted in the deficiency of trained manpower. The consequence of this was the inadequacy of the administrative and planning machinery as suggested by this study as a major hypothesis and driving cause limiting the implementation of development plans in the Sudan to achieve their objectives and targets. Therefore, political stability together with efficient public administration is essential factors for effective development planning and its successful implementation.

In order to achieve the objectives of socio-economic development in the Sudan, the government started to establish the development projects throughout the country. The Sudan's effort to achieve a big economic uplift through the development projects was faced by the lack of domestic resources to finance these projects, and this accordingly led to the dependency on foreign capital and as a result the government has resorted to external borrowing due to the insufficiency of domestic resources and low savings.

However, the dependency on foreign capital has not helped the Sudan to liquidate its underdevelopment, but instead of helping it, foreign capital led to the accumulation of foreign debts which has

been and still a big hindrance to the socio-economic development of the country.

The problem of foreign debts in Sudan was associated with the intervention of the international financial institutions. This intervention has resulted in further destruction of the Sudanese economy because the prescriptions introduced by these financial institutions help to create many problems to the Sudanese economy such as inflation, unemployment and finally resulted in an abject poverty and a decline in the per-capita incomes for the majority of the population of the country.

The dependency on foreign capital is clearly reflected in the Sudanese experience with regard to the structure of financing the different economic plans. The structure of financing the development process reflects, to a large extent, the non-realistic nature of the development planning in the Sudan.

Although the insufficiency of the necessary domestic financial resources and the shortfalls of foreign capital - inflow from abroad constitute a serious financial problem and a major handicap to the development of the Sudan, however, there are other economic and financial factors which constituted serious problems and difficulties to the implementation of the successive development plans such as the inadequacy of transportation and storage facilities, the negative role and contribution of the private sector, the absence of security, the prevalence of corruption as well as the

impact of the climate. The adverse effects of these problems continued to act as a constraint on rapid economic development throughout the period of this study (1961- 1985).

Recommendations:

In assessing the problems and factors which be held responsible for the failure of development plans to achieve much of their objectives and goals and how to overcome these problems so as to remove the aspects of underdevelopment such as poverty, inequality, unemployment, ill-literacy, illness and the low standard of living. .. etc. The following recommendations are offered to help remedy the shortcomings accompanied the Sudanese experience in development planning and administration during the period of this study (196 1-1985):

- Before setting the targets of development plans and formulating them, it is necessary to have a general development policy or strategy, because it is obvious that a development strategy is much wider than the objectives or targets of a development plan. At the same time, it is essential that the objectives should be clearly defined and few in numbers.
- Administrative inadequacy, as a major factor behind the bad execution of development plans in the Sudan, has been reflected in the poor state of public administration. The important aspect of an efficient public administration is a competent civil service of high morale. However, objective standards of personnel selection and promotion based on merit system, reasonably adequate working conditions (good pay scales and training), high standard

of performance, efficient provision for logical division of work, delegation of authorities and responsibilities as well as effective supervision and control, and above all, freedom from undue political interference are prerequisites to such a service and hence the improvement of public administration.

- In line with the above, planners should give more attention to development administration, as a public mechanism, to perform the complex functions of socio-economic development and to relate the several components of the development operations in order to articulate and accomplish national, social and economic objectives by improving the level of implementation.

- One of the most important sectors which the future development efforts have to pay special attention is the manpower sector. That is, because surpluses and shortages of labourforce in the public service has been and still remain challenging the Sudanese planners and administrators. Therefore, the Sudan needs effective manpower planning together with the development of its human resources so as to meet the planning requirements.

- Although education has increased and changed in terms of quantity, its contents and values have generally remained unchanged. However, the Sudan needs to enhance the role of education in nation building and national unity, that is, because conflicts arising out of ethnic or cultural differences do not

promote socio-economic development as the Sudanese experience, during the period under discussion, has shown. Therefore, there is a need for change in the educational system and policies especially the contents and values of education, and it is also recommended that more emphasis should be put on technical and vocational education.

- Closely related to the above, unemployment in the Sudan is rising and it is expected to rise more. The Sudan is now facing unemployment among university graduates (urban unemployment). The solution for the unemployment problem lies in the development of productive education and the acceleration of economic development. The Sudan needs to reform the system of education and the policy of employment by relating education to the structure of the economy and the labour market. Since the unemployment of university graduates seem to be partly due to the overproduction of low quality graduates which resulted from the lack of planning and incorrect decision - making, something urgent must be done here too by reviewing the university system.

- Since its independence in 1956, the Sudan has failed to secure political stability needed for socio-economic development. In this respect, good governance, democracy, respect of human rights and liberty as well as transparency, are recommended as necessary conditions for sustainable development in the Sudan.

- The achievement of some sort of balance between the different regions and the different sectors of the economy. In order to achieve this, the traditional sector should be developed and modernized through the adoption of a rural development strategy. By this, a balanced development would take place in the different regions of Sudan and a more equitable distribution of development returns could be realized.

- Being the dominant sector of the economy and a source of foreign exchange earnings, the agricultural sector must be developed. The low level of mechanization in this sector has resulted in a low level of productivity. In order to develop the agricultural sector, the Sudan must first transform the socio economic structure of this sector so as to be able to mobilise its idle resources and hence increase the level of productivity so that to ensure the food supply for the growing urban population and to create a market for the manufactured goods. Due to the low level of mechanization in the agricultural sector, however, the introduction of technology may prove to be an essential factor in the agricultural development.

- The Sudan, in the long - run, must pursue an industrialization strategy. The industrial development should give high priority to agro-industries and import substitution using domestic raw materials. This enable Sudan to develop both industry and

agriculture through their mutual interaction and reinforcement, and in this situation a change in the social and economic structure of agriculture itself may prove to be an essential condition of industrial development.

- The economic performance in Sudan is always characterized by imbalance between production and consumption. The inadequate transportation and storage facilities constituted one of the main obstacles to the development plans. The significance of transportation to the development of the Sudan economy arises from the impact of the transport sector on almost all other sectors of the economy. Therefore, effective transportation and storage facilities are necessary conditions for any future development plan, and accordingly the transport sector should be given high priority in the investment allocations because it is not possible to expand production and public services without adequate transportation facilities.

- The shortage of reliable statistical data and information has always been a major handicap in formulating a sound plan and in setting reasonable development objectives. Therefore, the availability of reliable and up-to-date information is essential for effective development planning and its successful implementation. In this respect, the Sudanese planners are required to give due consideration to this basic requirement of planning by improving

both the quantity and quality of planning data and facilitating the flow of information within planning agencies as well as maximizing the benefit of information technology as a recent discipline.

- One of the major lessons which can be drawn from the past planning experience of the Sudan is that the role of planning had been mostly played by the economists. This reality deprived the planning process from the contributions of other disciplines especially public administration. The consequence of this, is that planning for implementation was missing and not given due consideration in the formulation stage. In the light of this situation, the implementation process has to be planned for in the formulation stage of every planning effort, and that the contributions of other disciplines should be taken into consideration so that to overcome the implementation difficulties for any future development efforts in the Sudan.

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