

REGIONALISATION IN THE SUDAN

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Abstract

The author briefly describes the history and geography of Sudan and outlines the main national plans dating from the 1960s. He comments on the distribution of central government funds to the provinces, unemployment rates, income distribution, agricultural land use, industrial development, education and health services and local government arrangements. There is a detailed commentary on the working of regional administration arrangements. There is further commentary on expenditure by government and overseas sources. He concludes that institutional regional structure resembles that needed to achieve decentralisation and nationwide participation. However, there are many natural financial and legal obstacles which will hinder regional institutions.

The author draws on published and unpublished sources in English and Arabic. There is a bibliography.

Preface

The Department of Town Planning at Oxford Polytechnic - through its working paper series - has sought to make the contents of student dissertations more widely available.

This Working Paper is an ~~edited~~ edited version of Beshir Osman's MSc dissertation entitled: "Regionalisation and Equitable Growth: An Interpretation of the Effects of the Emerging Regional Governments in Sudan", (1981).

This edition was prepared for publication with the permission of Beshir Osman by Ann Logan. Regrettably he was unable to oversee this edited version. Further checking and the compilation of the abstract was carried out by Keith Thomas and Antoinette Thomas.

Keith Thomas

1. INTRODUCTION

Economic theory suggests that efficiency and equity are two possibly conflicting economic goals. It is conceivable that the path of fastest economic growth can lead to sharp geographic inequalities, concentrating wealth and power in a few advanced centres, condemning backward areas to poverty. Conversely, policies of regional equalisation may slow down the process of growth of the whole economy. Hirschman (1950) supported this view. For example, anti-poverty policies designed to shift income to the low income groups, may tend to weaken incentives for investment. However, Mehmet (1978) argued that these are potentially compatible, particularly in less developed countries. These countries tend to have high levels of unemployment or possess under-employed labour. Policies aimed at profit maximisation could both increase the level of national output as well as increase the income share of the poor.

It was observed that by the beginning of the 1970s, investment was increasing in many less developed countries. However, large segments of the population of those countries remained non-beneficiaries of that change and disparities became more acute during the era of growth oriented development strategies.

This is what happened in industrialised countries in the early stages of industrialisation (Mehmet, 1978). They introduced such reforms as universal suffrage, followed by equality of opportunity for such public goods and services as education.

2. THE BACKGROUND: GEOGRAPHY AND POPULATION OF THE SUDAN

2.1 Geography

The Democratic Republic of Sudan is the largest country in Africa and the tenth largest country in the world. It is nearly one million square miles (2.5 million square kilometres). The country is situated in the north eastern part of the African continent. It extends from the Sahara desert at latitude 22°N to the Equatorial jungles in the

South at latitude 4°N. It stretches from longitude 22°E to 38°E. Therefore the Sudan has a great variety of climatic and geological regions.

The Sudan has a desert climate in the north. There is a tropical continental climate in the central part, merging into an equatorial climate in the south. Exceptions to these are, the Red Sea coastal Mediterranean type, and the mountainous climate of Jabel Marra in the west and the Ematong mountains in the south. The country is entirely situated within the tropical zone, with rainfall ranges from less than 25mm in the upper northern part of the country to more than 2,000mm in the southern part of the country.

The Sudan is fortunate to be traversed by the River Nile and its tributaries, the Blue Nile and the White Nile, from the south to the north with the two tributaries flowing together at Khartoum, the capital of the country.

The natural vegetation is closely related to these climatic factors, with desert north of latitude 17°N, merging into semi-desert acacia shrubland, and short-grass and open woodland Savannah, into tropical rainforest.

2.2 Population Distribution

The population of the Sudan was estimated by the Six Year Plan for Economic and Social Development 1977/78 - 1982/83 in 1979, as around seventeen million (Table 2.1). It was forecast to be 18,284,000 by 1981. It was estimated that 35% of that number is concentrated in the centrally located provinces of El-Jaziera, Blue Nile and Khartoum. Some 22% of the total population of the country is believed to be living in urban areas (Table 2.1).

2.3 Urbanisation

Urban areas, according to the 1955/56 general population census, were defined as settlements with more than 5,000

TABLE 2.1 TOTAL POPULATION ACCORDING TO SEX AND ENVIRONMENT IN 1969 AND 1976 AND PROJECTIONS UNTIL 1982 (000s)

Year 1st July	URBAN			RURAL			NOMADS			TOTAL		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
1969	1119	990	2109	4751	4835	9586	787	751	1538	6657	6576	13233
1976	1748	1542	3290	5544	5641	11185	845	807	1652	8137	7990	16127
1977	1853	1636	3489	5648	5732	11380	853	816	1667	8354	8182	16536
1978	1969	1735	3704	5755	5817	11572	859	821	1680	8583	8373	16856
1979	2090	1841	3931	5841	5920	11761	866	829	1695	8797	8590	17387
1980	2118	1954	4172	5933	6017	11950	875	835	1710	9026	8806	17832
1981	2355	2072	4427 24.2%	6024	6108	12132	883	842	1725	9262	9022	18284 100%
1982	2499	2188	4697	6117	6198	12315	889	851	1740	9505	9247	18752 100%

Source: The Six Year Plan of Economic and Social Development 1977/78-1982/83, Volume 1

inhabitants. Approximately 68% of the population are permanently settled rural population, and the remaining 10% of the total population are nomads. The overall population growth rate for the Sudan is 2.5% per annum.

The urban population in the Sudan was 850,000 persons by 1957, representing 8.3% of the total then population of the Sudan. This figure reached 3.3 million or 20.4% of the total population by 1976. From the number forecast by the Six Year Plan for Economic and Social Development (1977), the 1981 figure will reach 4.4 million or 24.5% of the total population of the Sudan.

Statistics of the Six Year Plan show that the population of Khartoum Province alone amounts to 30% of the total urban population in the Sudan. Figures indicate that 70% of the population of Khartoum Province live in urban areas, followed by the Red Sea Province with 34%. Table 2.2 shows the distribution of urban, rural and nomadic populations in 1973.

The annual rate of increase in the urban population during the period between the two censuses 1956-1973 was about 5.4% per annum for the Sudan. Some towns however registered very high rates reaching 28% per annum in the Southern Region.

2.4 Migration

The population of the Sudan has a considerable degree of mobility. In addition to the 1.7 million nomads in 1977, there was another one million people migrating in search of better income earning opportunities, in particular as hired labourers on the large scale agricultural schemes (Lees and Brooks 1977, p14).

Statistics from the two censuses show that the volume of migration from one province to another in the Sudan trebled between 1955 and 1973. Khartoum Province represents

TABLE 2.2 URBAN RURAL NOMADIC DISTRIBUTION OF POPULATION BY PROVINCE IN 1973

PROVINCE	URBAN		RURAL		NOMADIC		TOTAL	
	No	%	No	%	No	%	No	%
Khartoum	850395	72.8	262778	22.5	54996	4.7	1168169	7.8
Blue Nile	141020	14.5	718348	74.1	110106	14.4	969474	6.5
White Nile	154669	15.8	692101	70.7	131248	13.4	978018	6.6
Jazeera	213430	11.4	1644984	88.2	7085	0.4	1865499	12.5
Northern and Nile	169199	16.9	736519	73.7	93164	9.3	998883	6.7
Red Sea	169083	36.4	129722	27.9	166238	35.7	465043	3.1
Kassalla	235319	20.9	639000	56.9	249018	22.2	1123387	7.5
Kordofan (Both)	262005	11.9	1534007	69.7	406274	18.4	2201346	19.8
Darfur (Both)	210420	.6	1566174	71.8	404567	18.5	21816	14.6
Bahr el Gazal	106341	7.6	1290572	92.4	-	-	1396931	.4
Upper Nile	37147	4.7	761104	5.3	-	-	798251	5.4
Equatoria	148631	19.4	607119	80.3	-	-	755250	5.1
TOTAL	2697659	18.1	10582538	71.0	1622697	10.9	14901894	100

Source: 1979 Economic Survey, 1980

the major attraction area for the migrant population (30.6%) followed by the Blue Nile (29.7%) and Kassalla (10.7%). The 'push' areas were Kordofan Province which supplied 27% of the migrants. Also the Northern Province supplied 22% and Darfur Province supplied 20%. Table 2.3 shows the change in the population density of the provinces. It can be concluded that inter-province migration in the Sudan takes place from the north western to the north eastern regions where many major agricultural and industrial projects are located.

Analysis of the age structure of the urban migrants shows that 47.1% of migrants were from the 20-39 age group. Fifteen percent of the total urban migrants were from 25-29 years of age. Youth, then, constituted the highest group that leave rural areas. (Six Year Plan for Economic and Social Development, 1977).

3. THE HISTORY OF THE DEVELOPMENT OF REGIONS IN THE SUDAN

Since the early years of the condominium rule of the Sudan 1896-1956, the Sudan was divided into twelve provinces, each under the authority of a governor, helped by district assistants. During World War I, a system of native administration was adopted which continued until 1937, when the first Local Government Act was passed. The boundaries of the twelve provinces had not been changed until 1974, when some provinces were subdivided for the purpose of the administrative decentralisation introduced by the Peoples Local Government Act, 1971.

Practically all the records and data available, on the basis of the old twelve provinces, are pre-1974.

The New Regional Government Act 1981, created five regional governments. The regions still have the old boundaries of the old provinces, simply, some provinces have been amalgamated to form a region. This is because the local government councils were not to be altered. The government also wanted to minimise

TABLE 2.3 GROSS AND ADJUSTED POPULATION DENSITY IN REGIONS AND PROVINCES OF SUDAN CENSUSES OF 1955/56 AND 1973

Region and Province	Population in Thousands		Land Area (Thousands of) (sq km)		Inhabitants per square Kilometer of land			
	1955/56	1973	Gross	Adjusted*	1955/56		1973	
					Gross	Adjusted*	Gross	Adjusted*
<u>SUDAN</u>	<u>10,263</u>	<u>14,902</u>	<u>2,506</u>	<u>2,172</u>	<u>4.1</u>	<u>4.8</u>	<u>5.9</u>	<u>6.9</u>
<u>North-East</u>	<u>3,616</u>	<u>6,569</u>	<u>504</u>	<u>498</u>	<u>7.0</u>	<u>7.1</u>	<u>13.0</u>	<u>13.2</u>
Blue Nile	2,070	3,813	142	136	14.6	15.2	26.9	28.0
Kassalla	941	1,588	341	341	2.8	2.8	4.7	4.7
Khartoum	505	1,168	21	21	24.0	24.0	55.6	55.6
<u>North-West</u>	<u>3,964</u>	<u>5,382</u>	<u>1,354</u>	<u>1,026</u>	<u>2.9</u>	<u>3.9</u>	<u>4.0</u>	<u>5.2</u>
Darfur	1,329	2,181	496	374	2.7	3.6	4.4	5.8
Kordofan	1,762	2,202	381	381	4.6	4.6	5.8	5.8
Northern	873	999	477	271	1.8	3.2	2.1	3.7
<u>South</u>	<u>2,784</u>	<u>2,951</u>	<u>648</u>	<u>648</u>	<u>4.3</u>	<u>4.3</u>	<u>4.6</u>	<u>4.6</u>
Bahr el Ghazal	991	1,397	214	214	4.6	4.6	6.5	6.5
Equatoria	904	798	198	198	4.6	4.6	4.0	4.0
Upper Nile	889	756	236	236	3.8	3.8	3.2	3.2

*NB: Excluding uninhabited areas amounting to 6000 sq km in Blue Nile Province (game reserve).
122,000 in Darfur Province and 206,000 in Northern Province.

Source: Economic Survey, 1975

the cost of implementing this policy of decentralisation and regionalisation. Each region could well be double the area of the UK (Table 3.1).

Within the Six Year Plan for Economic and Social Development (1977/78-1982/83), a regional planning body was hoped to be established in all the provincial headquarters, but this was never achieved. It is now anticipated that regional planning units will be created with planning teams working at the district levels.

The data available are mostly based on the old provinces. The new divisions have no records yet and the old twelve provinces could be conveniently accepted as the main national sub-divisions and regarded as regions for the purpose of this study.

We will consider the period between 1969 and 1981 with possible feed-back to earlier years. The regions that constitute our frame of reference are the old provinces pre-1974 which are:

- | | |
|---------------|-------------------|
| 1. Khartoum | 2. Northern |
| 3. Kassalla | 4. Blue Nile |
| 5. Kordofan | 6. Darfur |
| 7. Equatoria | 8. Bahar el Gazal |
| 9. Upper Nile | |

The areas to be used for the measurement of regional development rates and regional equality are:

1. Regional income distribution
2. Government expenditure
3. Agricultural development
4. Industrial dispersion
5. Unemployment and migration
6. Education and health services
7. Infrastructure and transport

TABLE 3.1 PROVINCES OF THE SUDAN PRE AND AFTER 1974, AND THE 1981 SUBDIVISION OF REGIONS

Sudan = 2,506,000 sq km; the UK = 245,000 sq km.

PROVINCE AFTER 1974	PROVINCE PRE 1974	1981 REGIONS	AREA OF PROVINCE PRE 1974 (000) sq km	AREA OF PRESENT REGIONS (000) sq km
Northern The Nile Khartoum	Northern Khartoum	Northern Region	477 21	498
Blue Nile + White Nile+ Jazeera	Blue Nile	Middle Region	142	142
Red Sea Kassalla	Kassalla	Eastern Region	341	341
North Kordofan South Kordofan	Kordofan	Kordofan	381	381
N Darfur S Darfur	Darfur	Darfur	496	496
Upper Nile Jongoli	Upper Nile		236	648
West Equatorial East Equatorial	Equatoria	The Southern Region	198	
Bahr el Gazal + Lakes	Bahr el Gazal		214	

Source: Areas of Province from Report of the Technical Committee for Regional Government, n.d.

4. THE BEGINNING OF REGIONAL PLANNING IN THE SUDAN

There have been three major national development plans in the Sudan. The first Comprehensive Plan of Economic and Social Development, covered the period 1961/62-1970/71. The Plan was discontinued after the 1964 October Revolution, but its quantitative targets continue to serve as general guidelines for long-run development planning. The second one was the Five Year Plan for Economic and Social Development of the Democratic Republic of the Sudan, for the period 1970/71-1974/75. This was later amended and extended for two more years. Also in 1972, the Phased Programme of Action was published by the Preparatory Central Committee of the Sudanese Socialist Union (the SSU) and later adopted as a government policy (El Nimeiry, 1980-81).

However, the absence of regional planning in the Sudan has had negative results. It led to disorderly growth of urban centres, and the concentration of these centres in particular areas. This rendered those centres unable to perform their functions as centres for cultural activity and for the absorption of surplus rural manpower.

The need for regional planning is dictated by the economic and social differences which presently exist, regarding income levels, levels of economic development, the availability of infrastructure and the social services such as education, health services and job opportunities.

As a result of the awareness of these problems, the current Six Year Plan for Social and Economic Development for 1977/78-1982/83 was enacted. The Plan is the first stage of a long term perspective plan for the period 1977/78-1984/85. This is the first plan to recognise the necessity of regional planning as a complementary method to national planning.

It considers regional development to be one of the main elements of comprehensive national planning. Its main purpose is the development of the rural and regional areas 'in order to cut

down the economic and social disparities existing between these areas to the minimum, to realise maximum economic stability, economic integration and social justice'. (Six Year Plan)

5. THE ECONOMY

5.1 Contribution of the Major Sectors to Gross Domestic Product

The Gross Domestic Product (GDP) at market prices in 1979 (current prices) registered a growth rate of 16.6% during the period 1969/1970. Table 5.1 shows the relative contribution of the major sectors to the GDP. The agricultural sector is highest. It contributed 41.4% to the GDP in 1973/74. However, its contribution started dropping significantly to reach 38.7% in 1974/75 and finally fell to 32.8% of the GDP in 1978/79.

Certain features of agriculture, such as the large number of small independent production units, subject to the biological rhythm of nature, ecological constraints with a critical dependence on weather conditions do not make agricultural production steady. This is also affected by the fluctuation of world prices and marketing policies, both internally and externally. This is mainly due to the dependence of the Sudan (in the past) on one crop for export.

The agricultural sector provides 95% of the total exports and provides employment and income to more than 70% of the total labour force. Moreover, agriculture is considered as complementary to the industrial sector and the government has directed its attention toward the development of this sector (Sudanow, June 1979, p38-49).

The public sector only started contributing to industry in the 1960s when a number of factories were built and managed by the government. The contribution of the industrial sector was only 9% of the GDP in 1979. The commercial sector's contribution to the GDP increased from 14.6% of the GDP in 1969/70 to about 17.1% by 1975/76 (Table 5.1)

5.2 Central and local government expenditure

Economists visiting less developed countries have often commented that there is a tendency for public expenditure to be concentrated in the capital city and nearby areas. 'Out of sight, out of mind' seems to be the rule (Harvig and Klewe, 1959, p69-70). This comment might have been true in the fifties, but, since independence, more attention has been given to rural areas, especially in recent years. A sound system of regional classification of government accounts is required in order to analyse this. Nevertheless, some sources provide some data that might fulfil this task.

The local government tax structure in the Sudan varies significantly from one province to another. This is partly because of the differences in the economies of various regions. Date-free tax, for example, is levied in the Northern Province only. In the Jazeira a lump-sum payment is extracted in lieu of the land tax; animal tax is important in the Blue Nile, Kassalla, Kordofan and Darfur provinces. Ushur¹ in crop production is important in all provinces except Khartoum, Northern and Southern Region Provinces.

Table 5.2 shows central government transfers to provinces in the Southern Region in 1974/75. During the time of this budget, the local government of Khartoum intended to spend more than 16% of all local government resources, while it has only 10% of the country's population. Darfur and Kordofan on the other hand continued to underspend in relation to the average local expenditure per capita.

The central government used to give a lump sum to the Ministry of Peoples' Local Government (1974) to be allocated to different provinces. Tables 5.3 and 5.4 show the pattern of distribution of this block transfer for the financial years of 1978/79 and 1979/80. They show the percentage of the central government support out of the total expenditure per province.

¹ Ushur - percentage of 1/10th of a cost of a sack of grain to be paid to the government

TABLE 5.1: GROSS DOMESTIC PRODUCT BY ECONOMIC ACTIVITY (Current Market Prices) 69/70-78/79

Kind of Activity	69/70		70/71		71/72		72/73		73/74	
	L\$	Contribution %	L\$	Contribution %	L\$	Contribution %	L\$	Contribution %	L\$	Contribution %
Agriculture	263.7	37.6	294.4	38.7	324.1	38.9	344.6	38.4	516.4	41.4
Mining & Petroleum	1.8	0.3	1.8	0.2	3.1	0.4	3.5	0.3	4.1	0.3
Processing Industries	65	9.3	67.4	8.9	73.7	8.9	79.4	8.9	107.2	8.6
Water & Electricity	16.5	2.4	16.6	2.3	16.9	2	17.5	2	18.8	1.5
Building & Construction	24.3	3.5	23.3	3.1	26.4	3.2	31.2	3.5	61.1	4.9
Commerce	102.6	14.6	113.6	14.9	140.4	16.9	142.9	15.9	175.7	14.1
Transport & Communication	51.1	7.3	50.7	6.7	51.3	6.2	61.5	6.9	74.8	6.0
Government Services	81.5	11.6	87.4	11.5	98.2	11.8	104.8	11.7	127.9	10.3
Other Services	95	13.5	105.9	13.9	98.3	11.8	111.4	12.4	160.5	12.9
TOTAL	701.5	100	761.1	100	832.4	100	896.8	100	1246.5	100

Source: 1979 Economic Survey - Ministry of Finance, Planning and National Economy
Economic Research Section, Khartoum 1979

TABLE 5.1 (Continued): GROSS DOMESTIC PRODUCT BY ECONOMIC ACTIVITY CURRENT PRICES (69/70-78/79)

Kind of Activity	LSm	74/75 Contrib- ution %	LSm	75/76 Contrib- ution %	LSm	76/77 Contrib- ution %	LSm	77/78 Contrib- ution %	LSm	78/79 Contrib- ution %
Agriculture	585.3	38.7	628.2	33.9	706.7	33.4	795.1	32.8	894.4	32.1
Mining & Petroleum	4.6	5.3	5.5	0.3	6.2	0.3	6.9	0.3	7.8	0.3
Processing Industries	138.3	9.2	155.6	8.4	177.5	8.4	202.6	8.4	231.1	8.3
Water & Electricity	20.9	1.4	28.6	1.5	30.4	1.4	32.3	1.3	34.3	1.1
Building & Construction	65	4.3	88.8	4.8	109.1	5.2	132.9	5.5	163.3	5.9
Commerce	245.2	16.2	315.3	17.1	353.1	16.7	395.5	16.3	442.9	15.9
Transport & Communication	89.4	5.9	192.4	10.4	233.8	11	284	11.7	345	12.4
Government Services	151.2	10	171.5	9.2	199.3	9.4	231.6	9.5	269.1	9.7
Other services	210.9	13.9	262.1	14.2	300.9	14.2	245.4	14.2	396.5	14.2
TOTAL	1510.8	100	1848	100	2117.5	100	2426.3	100	2784.7	100

TABLE 5.2: CENTRAL GOVERNMENT TRANSFERS TO PROVINCES (Other than the Southern Region) 1974/75
£S millions, percentages of total

Province	Expenditure		Own revenues including people's contribution		Central Transfer		Percentage share of Sudanese Population 1973
	£S millions	%	£S millions	%	£S millions	%	%
Kassalla	8.1	14.7	4.6	14.3	3.5	15.6	12.0
Red Sea	4.4		1.5		2.9		
South Darfur	3.7	10.3	2.2	11.4	1.5	9.3	16.4
North Darfur	5.0		2.7		2.3		
Khartoum	13.8	16.3	6.9	16.1	6.9	16.8	9.9
Northern Nile	4.6	14.2	1.4	7.6	3.2	22	9.0
Nile	7.7		1.9		5.8		
North Kordofan	8.7	16.1	4.5	16.6	3.2	13.4	17.9
South Kordofan	4.9		2.6		2.3		
White Nile	5.3	28.4	3.3	34.0	2.0	22.9	34.8
Blue Nile	6.0		4.1		1.9		
Jazeera	12.6		7.1		5.5		
	84.7	100	42.8	100	41	100	100

Source: Budget estimate for local government 1974/75

Comparing Table 5.2 and Table 5.4 it can be seen that the percentage of central government support for the Blue Nile (Blue Nile, White Nile and Jazeira) has decreased from 22.4% of the total central support in 1974/75 to 20.4% in 1979/80. The same goes for the Khartoum Province, with a decrease from 16.5% in 1974/75 to 13% in 1979/80. In fact this is a decrease of central government support for Kassalla as well as an increase of 2.7% for Kordofan (North and South) and 4.9% for Darfur. At the same time, their expenditure had risen by 80% between 1974-1980.

Central government support is allocated on the basis of the 'budgetary deficits' of the provincial and local government, which are based on the expected tax efforts. Table 5.4 shows that the average share is about 8% of the central government allocation (calculated on a base of fifteen provinces after 1974). This contributes 50% of the total expenditure of the rich provinces of Khartoum, Jazeira, Blue Nile and Kassalla, and represents about 70-80% of the total expenditure of the relatively poor provinces. This is because firstly the total expenditure of those poor provinces is smaller compared to the other regions. Secondly, it appears that the government is trying to push its support towards the poor regions mainly by helping the services, which do not show immediate returns. This in fact is only one side of the coin, because as will be seen later, the central government department usually by-passes the local governments and renders aid to many services and facilities directly. Also, projects that are of a national character are not included in the local government expenditures even if the local governments do act on behalf of the central government in running these projects.

5.3 Employment

Open unemployment in the Sudan is low when compared to other less developed countries (ILO, 1975). According to the Six Year Plan, 1977, it amounts to approximately 6.5% of the total labour force. Other studies indicate that it has

TABLE 5.3: THE PERCENTAGE OF LOCAL REVENUE AND CENTRAL GOVERNMENT SUPPORT OF THE TOTAL EXPENDITURE OF THE PEOPLE'S EXECUTIVE COUNCILS FOR THE FINANCIAL YEARS 1978/79 and 1979/80

Province	% of Local Revenue to Total Expenditure		% of Central Government Support to Total Expenditure	
	1978/79	1979/80	1978/79	1979/80
Khartoum	32	41	67	58.24
Jaziera	21	27.8	78	71.6
Kassalla	45	41	54	58.16
Blue Nile	53	43.8	46	55.56
N Kordofan	34	31	65	68
White Nile	23	28.9	76	70.96
S Kordofan	26	25	73	80.24
S Darfur	23.7	28	64	71.75
The Nile	16	15	83	83.6
N Darfur	16	16	83	82.9
Red Sea	21	19	78	80.23
Northern	11	10	88	89

Source: The report of the Technical Committee for Regional Government, Doc. No. 3/3/N.C., Jan 1980.

TABLE 5.4: LOCAL REVENUE AND CENTRAL SUPPORT RELATED TO THE TOTAL EXPENDITURE FOR THE PEOPLE'S EXECUTIVE COUNCILS (Provinces) FOR THE FINANACIAL YEAR

Province	Local Revenues		Central Support		Total Expenditure		% of Total Central Govt Support 79/80
	1978/79	1979/80	1978/79	1979/80	1978/79	1979/80	
Khartoum	7,958,637	12,293,000	16,478,513	17,395,815	24,437,150	29,866,985	13
Jazeira	5,000,000	7,370,000	17,859,310	19,052,010	22,859,310	26,616,020	14.3
Kassalla	5,977,247	6,634,000	7,102,758	9,362,829	13,080,005	16,098,100	7
Blue Nile	5,729,454	5,894,000	4,947,116	7,471,649	10,676,570	13,448,635	5.6
N Kordofan	4,637,919	5,255,000	8,825,966	11,444,389	13,464,885	16,803,625	8.6
White Nile	2,115,403	3,415,000	6,896,997	8,313,160	9,012,400	11,798,495	6.2
S Kordofan	2,629,670	3,237,000	7,457,675	9,624,645	10,087,345	12,927,905	7.2
S Darfur	2,821,005	3,068,000	5,107,950	7,714,690	7,929,005	10,839,305	5.8
The Nile	1,950,805	2,270,000	10,030,735	12,102,405	11,981,530	14,468,895	9.1
N Darfur	1,626,827	2,161,000	8,065,323	10,878,710	9,692,150	13,110,080	8.2
Red Sea	1,668,195	1,898,000	5,992,435	7,921,143	7,660,030	9,871,205	6.0
Northern Province	1,105,220	1,385,000	8,769,290	11,803,475	9,874,510	13,263,915	8.9
							Total 99.9

Source: Report of the Technical Committee for Regional Government. Doc. No. 3/3/N.C. 1980

declined since 1977 to 6% in 1979. However, there exists pervasive underemployment. This is because the agricultural sector absorbs a high percentage of the labour force which is substantially underemployed during certain seasons. Table 5.5 shows the regional distribution of output and agricultural employment for 1974.

The figures drawn from the Six Year Plan showed a decrease in the percentage of those employed in agriculture from 69.7% in 1969/70 to 68.5% in 1976/77. This reduction was attributed to the spread of mechanised agriculture. The rest of the economically active population are engaged in services, trade and finance, transport and communication, forestry and hunting, industry, mining, construction and building.

Table 5.6 shows that unemployment rates are lowest among the males of rural Kassalla Province and also among the males of urban areas in the Kassalla Province. The Khartoum Province registered the highest unemployment rate (6.8%) among women of rural Sudan. Data for the Southern Region is questionable - the data in the table was taken from the 1973 Population Census, which was conducted just after the Addis Abbaba agreement on the Southern Region issue. It is possible that the figures given were inflated by the influx of the returning refugees.

5.4 Income Distribution

As there are wide gaps in nearly all basic statistics for the Sudan, the non-existence of data in income distribution should not be a surprise. Scattered data, the result of assorted household surveys at different periods provide glimpses of the dispersion of income and expenditure for households in urban, semi-urban and rural areas.

A major source of information is the household budget survey for Northern Sudan, 1967/1978. The general results of that survey are reproduced in Tables 5.7, 5.8 and 5.9.¹

1 A £S Sudanese pound \$3 in 1967

TABLE 5.5: REGIONAL DISTRIBUTION OF OUTPUT AND EMPLOYMENT IN AGRICULTURE, 1974

Province	P e r c e n t a g e		
	Value of main crops 1973/74	Combined value of main crops and animal output	Agricultural working population
Kassalla	14.6	17.0	4.5
Blue Nile	55.6	38.1	22.1
Darfur	6.5	11.6	23.0
Kordofan	17.6	18.0	19.3
Equatoria	1.4	1.9	6.2
Bahr el Gazal	1.9	5.2	12.1
Upper Nile	2.0	4.7	7.3

Note: Khartoum and Northern province are excluded from the details of the table and totals do not therefore add to 100

Source: I.L.O., 1975, Growth, Employment and Equity