

51945

ECA/STAT/CSAS.2/87

RAF/78/016

UNITED NATIONS ECONOMIC COMMISSION FOR AFRICA
STATISTICS DIVISION

MISSION TO SUDAN
(10 to 19 May 1987)

BY

W. L. BOOKER
(ECA CONSULTANT ON SOCIAL STATISTICS)

R. J. PEMBER
(ILO/ECA REGIONAL ADVISER IN HOUSEHOLD SURVEYS)

AND

MR AYOUB SULIMAN
(FAO ADVISOR)

Khartoum (Sudan)
May 1987

Introduction

1. This report relates to a joint mission to Khartoum (Sudan) from 10 to 19 May 1987 by the following:

Mr W. Booker (UNECA consultant)

Mr Ayoub Suliman (FAO advisor)

Mr R. J. Pember (ILO/ECA Regional Adviser in Household Surveys).

2. The objectives of the mission were to formulate a programme of household surveys for Sudan as part of the National Household Survey Capability Programme. (In addition, Mr Booker had been recruited to assist the Department of Statistics in the development of a system of socio-economic indicators. This additional work was to be undertaken after the project formulation mission was complete.)

3. The mission met the people listed in Appendix 1. They are most grateful for the willing cooperation and assistance provided to them, especially by Mr J. Requena (of UNDP) and Mr Omer El Tay and Mr Salih Abu Yamen (of the Department of Statistics).

Summary

4. The mission conducted interviews with a number of potential users of household surveys statistics as well as with selected international agencies. (See Appendix 2 for a summary of these discussions.)

5. Due to various factors, the time available for the mission was severely restricted and it was fortunate that circumstances had not changed significantly since a previous project formulation mission in 1981. Consequently, the mission revised and updated the earlier project document.

6. The revised project document is shown as Appendix 3.

Background

7. The mission arose from a request in December 1986 from the Sudanese Department of Statistics to the ECA Statistics Division. The Sudanese Government sought the assistance of the ECA in formulating a household survey programme and in developing a system of socio-economic indicators.

8. Due to a heavy workload in the ECA, it was not possible to undertake the mission until after April 1987 and it was necessary to recruit a consultant (Mr W. Booker, formerly Chief, ECA Statistics Division) to assist in the activities of the mission. At the same time, Mr Booker was recruited to assist the Department of Statistics in the preparation of a system of socio-economic indicators and the establishment of a Social Statistics Section in the Department. (See Mr Booker's separate consultancy report on this topic.)

9. Mr Ayoub represented the Food and Agriculture Organisation (FAO) while on home leave to the Sudan. The United Nations Statistical Office in New York was invited to participate but was unable to do so.

10. The timing of the mission coincided with the Ramadan period of fasting and an attempt was made to postpone the mission to June 1987. This postponement was not possible due to the expected absence on leave of certain key expatriate personnel in June.

11. A household survey project formulation mission had visited Sudan in March 1981 but the proposals made by that mission had not been implemented due to the workload associated with the 1983 Population Census in Sudan.

Action taken

12. The mission was adversely affected by several factors:

- (a) Although requested, no appointments had been made in advance of the mission and consequently at least two days passed before the first meetings were held;
- (b) The ECA consultant (Mr Booker) had some difficulty in obtaining a visa and was not able to arrive in Khartoum until Friday 15 May (four days after the ILO/ECA adviser and five days after the FAO adviser);
- (c) The FAO member of the mission was engaged in unrelated FAO business until Thursday 14 May, and the first combined meeting of the mission was held on the evening of Friday 15 May. Due to these other commitments, Mr Ayoub was able to attend very few meetings with the other members of the mission;
- (d) The ILO/ECA adviser was required at an ECA meeting in Addis Ababa and left Sudan on Tuesday 19 May. As a result, the time available for the combined mission amounted to only three days (16 to 18 May);
- (e) The period of Ramadan had some effect on the availability of Sudanese Government employees for appointments and related discussions.

13. Meetings were held with a number of Sudanese Government ministries, academics, international agencies and potential donors. Appendix 2 is a summary of these discussions.

14. Mr Pember undertook five of these meetings in the four days (11 to 15 May) prior to the arrival of Mr Booker and Mr Ayoub. The remaining five meetings were undertaken on Saturday 16 May through Monday 18 May.

15. The consensus of opinion of users and other agencies was that statistics were currently untimely and inadequate. There appeared to be poor coordination of statistical activities and they considered that the Department of Statistics should provide an improved service in respect of household surveys. As a result, many users were carrying out their own small scale surveys or seeking the assistance of the University of Khartoum.

16. The mission determined that the user needs had not changed since the previous household survey project formulation mission in 1981, other than in respect of agricultural data (see paragraph 19 below) and consequently the previous project proposal was used as a basis for the current project document.

17. The mission proposed that a relatively light programme of household surveys be undertaken in the period of the Four Year Salvation and Development Plan (1987 to 1991). It was also considered that household surveys could not be undertaken during major data collections such as the 1991 Agricultural Census or 1993 Population Census. The proposed project (see Appendix 3) recommends the following surveys:

- (a) Household Income, Consumption and Expenditure Survey (data collection during 1988)
- (b) National Migration and Labour Force Survey (data collection during 1989)

18. Further details of these proposals are shown in the main project document.

19. It was considered that there was a requirement in respect of agriculture for an improvement in performance monitoring, to give early warning of food shortages, etc. The crop cutting carried out by the Ministry of Agriculture does not give data of national coverage and there is a shortage of information on livestock, fisheries, etc. The Department of Statistics will undertake discussions with the Ministry of Agriculture to determine means by which the household surveys programme can contribute to an improvement in the data on forecasting and production.

Conclusion

20. After Mr Pember left Sudan on Tuesday 19 May, Mr Booker remained for a further 7 days in order to assist in the development of the system of socio-economic indicators for Sudan (see separate consultancy report) and Mr Ayoub continued his FAO activities.

APPENDIX 1

LIST OF PERSONS MET

United Nations Development Programme (UNDP)

Mr Jorge E. Requena	Programme Officer (ECA Liaison)
Mr Klaus R. Mock	ILO Liaison and Administrative Officer
Mr Luka R. Aiolfi	Associate Programme Officer
Mr Adil Saghayroun	UNFPA local national programme officer

Department of Statistics

Mr Omer El Tay	Director-General of Statistics
Mr Hassan Abdel Salaam	Deputy Director of Statistics
Mr Abraham Abbas	A/Director/Population Census
Mr Salih Abu Yamen	Deputy Director/Population Census and Household Survey Manager designate
Mr Pieter Snel	National Accounts Adviser
Mr Lutfi	Head, National Accounts Section
Mr Amin El Faki	Deputy Head, National Accounts Section
Mr Sidahmed Hagelsiddig	National Accounts Section
Mr Abdalla Nashid Abdalla	National Account Section

Ministry of Finance and Economic Planning

Mr Adam I. Elimam	Under-Secretary, Project Preparation
Mr Zahir Y. Abdel Sayed	Deputy Under Secretary, Project Preparation
Mr Tag Eldeen El-Magbool	Chief, Planning Section

Ministry of Agriculture

Dr Abd-El-Monem El-Shikh	Director General, Planning and Administration
--------------------------	---

Ministry of Labour and Social Security

Mr Mohammed El Tahir	In charge, Labour Statistics Section
----------------------	--------------------------------------

Ministry of Health

Mr Fadel El-Mawla Deputy Chief, Statistics Division

United States Agency for International Development (USAID)

Mr Eugene H. Rauch Chief, Project Development and Implementation

Mr Sidney Chernenkoff Chief, Economic Policy and Planning

Ms Paula J. Bryan Population Development Officer,
Office of Health, Population and Nutrition

World Health Organisation (WHO)

Dr M. Jamil Khan Chief of mission and Representative

United Nations Children's Fund (UNICEF)

Mr Dodge Head of mission and Representative

Mr S. Ahmed Musanna Programme Planning and Monitoring Officer

European Economic Community (EEC)

Mr Gwyar Acting Delegate and Head of mission

APPENDIX 2

SUMMARY OF DISCUSSIONS

Ministry of Labour and Social Security

1. The mission met Mr Mohammed El Tahir (in charge of the Labour Statistics unit). The Labour Statistics unit compiles statistics in two main ways:

- (a) as a by-product of the Ministry of Labour's administrative system (for example, in respect of unemployment registrations, occupational injuries, industrial disputes); and
- (b) by an interviewer collected establishment based survey covering employment, hours and wages. This survey is based on a register of establishments employing 10 persons or more and the register is compiled by field observation prior to survey enumeration.

2. The Ministry believed that the coverage and accuracy of these statistical series required improvement and consultations had been held with the ILO Regional Adviser in Labour Statistics (Mr K. Ashagrie). In addition, they had no data on the important informal sector or subsistence agricultural sector employment.

3. In order to provide data on the informal sector, the Ministry had been planning an interviewer based Informal Sector Survey for several years. They had planned that this survey be carried out using a method similar to the existing establishment survey of employment. The ILO Regional Adviser in Household Surveys did not recommend this approach because of the inadequacies of coverage arising from compiling by field observation a list of informal sector establishments.

4. It appeared that funding had not been available for the Informal Sector Survey project through the Ministry of Finance.

5. The mission was told that the Ministry was also in consultation with the Department of Statistics and UNFPA concerning the development and implementation of a household based National Migration and Labour Force Survey. This survey would update the last Labour Force Survey which was carried out in 1964/65.

6. A questionnaire had been designed for this National Migration and Labour Force Survey and pilot tested in August 1986. The Ministry of Labour had received assistance from Mr Navil Khory of ILO/Geneva (presumably E/POPLAN) and it was proposed that a sample of 8,000 households would be interviewed in a two week period by a field team of 50 enumerators.

7. The ILO Regional Adviser in Household Surveys was surprised that this household survey had reached such a stage of development without his knowledge or the knowledge of either the ILO Bureau of Statistics or the ECA Statistics Division.

8. He also considered that the resources required for the survey had been under-estimated in the draft proposal and that it

was unnecessary and indeed inefficient to conduct the data collection phase of the survey in a two week period.

9. There was insufficient time during the mission for the ILO Regional Adviser to further assess and possibly revise the methodology and questionnaire content and design for the proposed Labour Force Survey; however, he offered to consider these issues at some future time.

10. In the meantime, the project proposal was now with the UNFPA coordinator who was awaiting the results of the 1983 Population Census before indicating the availability of funds.

Ministry of Finance and Economic Planning

11. The Ministry of Finance and Economic Planning is intending to introduce the first Four Year Salvation and Development Plan in July 1987 (until mid-1991). It was noted that the first plan would be implemented with relatively inadequate statistics and that it was hoped that the household survey programme would provide improved statistics before the next national plan.

12. The Ministry expressed concern on several issues:

- (a) there was a need for improvements in the timeliness of data processing, analysis and dissemination;
- (b) arising from the functional decentralisation of statistical activities to ministries (such as agriculture, health, labour, education and industry), there was a need for improved coordination of statistical activities. At present, it seemed that surveys were being carried out by some ministries without the knowledge of the Department of Statistics or without consultation with other potential users. There was a need to activate the High Committee on Statistics and the related Technical Committee in order to minimise this problem;
- (c) the shortage of skilled manpower in the Department of Statistics aggravated the above problems and there was a need to revitalise the Department of Statistics with new skilled staff.

13. In the meantime, it was noted that several ministries were using the statistical resources of the University of Khartoum in order to satisfy their statistical needs. This indicated a strong need to strengthen the services provided by the official statistical agency.

14. Specifically, the ministry called for a rehabilitation of the statistical information system and for improved socio-economic indicators and data on agriculture as well as the service industries.

Ministry of Health

15. Mr Fadel El-Mawla (Deputy Chief, Statistics Division) was not aware of the statistical survey carried out by the WHO

consultants in conjunction with the Ministry of Health earlier in 1987, but did mention a Nutrition Survey undertaken in 1986 and 1987 by the Ministry of Health with the assistance of USAID. (WHO was not involved in this latter survey.)

16. The Nutrition Survey was a sample survey relating to children under the age of 5 years and covered all six Northern regions. It involved the cooperation of several organisations including the University of Khartoum, the Department of Statistics and other ministries. To date, there had been four independent survey rounds (the first in May 1986 and the most recent in May 1987). A new sample was taken for each round.

17. The mission was told that the main areas where statistical data was missing at present was in respect of the following areas:

- (a) outpatients' care;
- (b) unreported illness and disease (including use of traditional medicine);
- (c) death statistics (except where collected by hospitals); and
- (d) household expenditure on health.

18. The Ministry official also mentioned the need for supplementary data such as on housing conditions.

Ministry of Agriculture

19. The mission consulted with Dr Abd-El-Monem El-Shikh, Director General of Planning and Administration, on the need for data from household surveys. He replied that data on major parameters were missing.

20. Among the most important of the requirements was information on changes in the structure of agriculture. This included data on farm sizes and cropping patterns in both the irrigated and rain-fed sectors. More information was needed on income from agriculture in relation to that from other sources and the extent to which this income was capable of meeting farmers' living expenses. It was also important to know what other forms of employment could be made available to the agricultural community and the amount of income they could generate.

21. Better data were needed on farm labour, including both the type and quantity of labour carried out by farming families and the use of hired labour. Related to this, measures were needed of agricultural productivity.

22. Demand elasticities were needed for agricultural products. Better data were required on the demand for agricultural inputs and their impact on productivity.

23. The composition of consumption by the farming community was another topic sought by the Ministry, and particularly on changes that were taking place. The last agricultural census had been in

1964 and data were now obsolete. It was pointed out that a study had already been made on arrangements for the proposed agricultural census in the early 1990's, but data content was still to be decided.

24. The question of agricultural monitoring was then discussed. Estimation of food crops, including those in the traditional sector, was being carried out by remote sensing, with help from USAID. It is intended to maintain the system in the future, to forecast shortages and determine the action needed. No special information on this topic was needed from household surveys, although they could be used to confirm the results obtained.

25. It was noted that USAID assistance to agriculture is of a general nature and is not confined to statistics. Work carried out in respect of agricultural statistics is related to the comprehensive effort to rehabilitate statistics in Sudan.

Department of Statistics - National Accounts Section

26. The National Accounts Section of the Department of Statistics was interviewed as a user of the output from the proposed programme of households surveys.

27. The preparation of national accounts for Sudan is currently limited by the lack of reliable data on production and consumption, and consequently they attached high priority to the conduct of a household income and expenditure survey, ideally including some aspects of agricultural production and other household productive activity.

28. Part of the discussion concerned the additional items that the National Accounts Section would have preferred to be added to the 1978/80 Household Income and Expenditure Survey. These items included data on stocks of various crops held by households, sources of income by crop, consumption of own produce for fish and forestry items, separate treatment of bartered items, quantities of consumption, salaries in kind, and more detailed commodity expenditures.

29. In addition, the section itemised various desired improvements in agricultural statistics as follows: data on forestry (currently none), population of livestock (most current data relates to 1973), farm inputs of goods and services, non-cash (minor) crops (currently no data except National Accounts estimates), production in the Southern Region (currently no data), value of fruit and vegetable production, and the differences between estimates available from various sources.

UNICEF

30. After a brief meeting with Mr Dodge (UNICEF representative), the mission had detailed discussions with Mr S. Ahmed Musanna (UNICEF Programme Development and Monitoring Officer).

31. As expected, UNICEF's statistical needs relate to the health, nutritional status, education and other living conditions of women and children in Sudan. At present, highest priority is

being given to infant morbidity and mortality, followed by nutritional and health status.

32. UNICEF wishes to assess and monitor infant morbidity and mortality (and related matters) in order to develop and monitor the effect of appropriate policies.

33. The mission was told that UNICEF's data requirements from the 1983 Population Census in Sudan would be communicated shortly to the Department of Statistics.

34. The meeting then discussed possible funding of part of the proposed household survey programme. UNICEF indicated that, in the period 1982 to 1986, they had given some assistance to the Department of Statistics with in-country statistical training, especially in the Southern Region of Sudan.

35. UNICEF indicated that they would favourably consider (in the light of other demands) assistance to some aspects of the proposed household survey programme. Possibilities discussed included short-term training, short-term consultancies, printing and meeting part of the transport need for the surveys.

WHO

36. The mission met with Dr M. Jamil Khan (WHO Representative) and was told that considerable efforts had already been made this year in improving statistics on the availability and use of health facilities in Sudan.

37. In January-February 1987, a team of 20 external consultants had assisted the Ministry of Health in conducting a sample household survey on these and other related issues. The sample of 5800 households was spread in 30 urban clusters and 30 rural clusters in all northern regions of Sudan. Interviews were held with households, mothers and community leaders as well as with many health centres and other health facilities. The report of this intensive study has yet to be released. (Followup studies on the cost to Government of these facilities will concentrate on only about three districts.)

38. The only data needs still not satisfied relate to the expenditure by households on health items, and this aspect of a household income and expenditure survey would therefore be given WHO's highest priority. Dr Khan indicate an interest in contributing to the design of the health aspects of such a survey. Unfortunately, WHO do not have funds to assist with consultancies, training, etc.

39. WHO was one of several agencies which indicated that they use the services of the University of Khartoum when seeking statistical data for Sudan. They have found that these data are frequently more easily available than through the Department of Statistics.

International Monetary Fund (IMF)

40. The mission did not meet with the IMF due to the arrival of a high level delegation from Washington. However, the UNDP did telephone the IMF and determined from a representative that the IMF had considerable interest in improving the national accounts estimates of personal consumption and in improving the weighting for the consumer price indices. They therefore gave high priority to a household income and expenditure survey.

USAID

41. There had been a very large turnover of staff at USAID in recent months. Of the three officers met by the mission, only one had been in Sudan for more than three months. Consequently, the user needs of the USAID were not clearly identified.

42. The USAID is giving considerable support to the development of agricultural statistics in Sudan and in statistics relating to household use of transportation (relevant to their road improvement projects), but the USAID is able to give less support to our national projects.

43. In the recent past, the USAID has assisted in the development of a number of small scale statistical projects (for example assessing the economic impact of road projects or re-afforestation projects in specific areas).

44. They did express an interest in basic demographic data (refugees, migration, urbanisation, population change) as well as data on household income and expenditure (including household expenditure on health).

European Economic Community (EEC)

45. The mission met with Mr Gwyar (Acting Delegate and Head of mission). The EEC delegate was very interested in data in respect of the City of Greater Khartoum and of other refugee affected areas. He sought statistics on the number of recent migrants, refugees and displaced persons, as well as data on their living conditions and economic activity status.

46. He indicated that they would consider providing funding support for any survey covering these issues if Mr Hassan Attiya (Sudanese Commissioner for Refugees) supported the request.

47. The EEC would be interested in surveys relating to income distributions and consumption patterns. They would wish to assess the impact of any devaluation in the Sudanese Pound on household consumption. They also were interested in that component of household consumption which involved imports with subsidies (such as wheat, sugar and fuel). A household income and expenditure survey would be high in statistical priorities.

48. The EEC have undertaken several small scale surveys in the areas to be affected by their projects. These surveys are generally carried out by organisations such as the University of Gezira rather than the Department of Statistics.

NATIONAL HOUSEHOLD SURVEY CAPABILITY PROGRAMME

DRAFT PROJECT PROPOSAL FOR SUDAN

I OBJECTIVES

Long range objectives

1. The long-range objective of this project is to improve the statistical capacity of the Government of the Democratic Republic of the Sudan in such a way that it may develop and implement a programme of household surveys. These surveys will produce, in conjunction with data from population censuses and other sources, a continuing flow of integrated statistics needed for formulating plans for economic and social development and for monitoring their implementation.
2. The data from these surveys will describe the population, its activities and conditions of living. They will also relate to the household as a composite economic and social unit and deal with the extent and nature of the productive and social activities of household members, their related demographic characteristics and changes in levels of living, social conditions and access to essential services.
3. The Government is considering the introduction of a Four Year Salvation and Development Plan which will aim at improving the quality of life in terms of general welfare and levels of living of the Sudanese people. This Plan will require reliable data for the preparation of appropriate plans of action and to monitor progress during, and at the end of, the Plan.

Immediate objectives

4. The immediate objectives of the project are:
 - (a) to design and implement during the project period, household surveys on the following topics:
 - Household income, consumption and expenditure;
 - Labour Force and migration;
 - (b) to improve the Government's capability to undertake a continuing programme of household surveys on a variety of economic, social and demographic topics. Special attention will be given to improving the expertise of Sudanese staff in respect of sample design and selection, survey planning and management, questionnaire design, data processing, and tabulation and analysis of results.

II BACKGROUND

Developments leading to the present proposal

5. In March 1981 a Joint United Nations mission had proposed a household survey programme as part of the African Household Survey Capability Programme (AHSCP), which is a component of the global National Household Survey Capability Programme (NHSCP). This proposal had not been acted upon because of funding problems and because of the heavy workload associated with the 1983 Population Census.

6. Some census data processing and report writing still has to be completed, but the Department of Statistics feels that the time is now opportune for initiating its household surveys programme. The work has to be organised in the context of other activities which are already being programmed. The main items to be considered are an agricultural census, for which preparations may start in 1989, the next population census in 1993, and the development of a system of socio-economic indicators on the basis of data from the regional and provincial branches of the Department of Statistics.

7. It is envisaged that survey operations in the immediate future will be conducted simultaneously with the improvement and utilisation of data from the regional offices. Staff can be made available for both purposes. The period 1987 to 1989 will therefore be available for initiating the household surveys programme. During this time, two sizeable field data collection operations can be organised in the light of priorities expressed by the principal data users.

8. It is likely that household surveys will have to be curtailed after preparations for the agricultural census have started and that they will be resumed when field work for the agricultural and population censuses has been completed. The project proposal is formulated in the light of these constraints and is presented as an updated and revised version of the National Household Survey Capability Programme proposal prepared in 1981 (SUD/27/4).

Main features of the country

9. The Sudan lies in the north-eastern part of Africa bordered on the East by the Red Sea and surrounded by eight countries:- Egypt, Ethiopia, Kenya, Uganda, Zaire, Central African Republic, Chad and Libya. It is the largest country in Africa, with an area of just over 2.5 million square kilometres and with an estimated population of 20.5 million (preliminary Census results, 1983).

10. This population is unevenly distributed, with 28 percent in the Khartoum Province and Central Region which account for 7 percent of the total land area. However, 30 percent of the population is in the Darfur and Kordofan Regions (with 36 percent of the land area) and 25 percent is in the southern areas of Equatoria, Upper Nile and Bahr El Ghazal (comprising 25 percent of the area).

11. There are eighteen provinces in the country - twelve in the north and six in the south. The provinces are grouped into six regions in the north and three in the south.

12. The southern regions have acquired special status since 1972, by which internal affairs are administered by an autonomous regional government, with a parallel structure of representative assembly, ministries, government agencies and staffing. In recent times, this area has experienced conditions which render it impracticable for survey operations in the immediate future.

13. Socio-economic planning is one of the means the Government employs to improve the standard of living of the population. Statistical data are urgently needed to provide necessary information for the preparation of development plans and to allow the Government to monitor progress achieved and to assess the impact of its development efforts.

Statistical organisation

14. The Department of Statistics of the Ministry of Finance and Economic Planning is the main agency of the Government in the field of statistics. The Statistical Act of 1970 empowers it to collect, process and publish statistical data on the social, economic and financial activities of both the public and private sectors. Revised statistical legislation is in the course of preparation.

15. The Department of Statistics in Khartoum has overall responsibility for statistical activities in the Sudan, but, except for census-taking, has restricted its activities to the twelve provinces in the northern part of the country. It has regional and provincial offices in this part of the country.

16. The Statistical Division in Juba (southern region) was established in 1974 to provide the regional government with statistical data. However, statistical activities in this part of the country have been limited, due to lack of trained staff, difficult terrain and the low level of economic development. There is no satisfactory information on the present situation.

17. The Department of Statistics (Khartoum) is well established and has 612 posts, excluding labourers, drivers, etc. 438 of these posts are occupied. The Department has the following sections: (a) Population and Surveys section; (b) Economic Statistics Section; (c) Data Processing Section; (d) Training Section; and (e) General Administration. As already noted, there are regional and provincial offices which are integral parts of the Department. Appendix 1 shows the organisational structure of the Department of Statistics (Khartoum).

18. The cartographic unit set up for the 1983 Population Census performed adequately and the maps from that Census are now being reviewed in preparation for the next Census.

19. The normal activities of the Department of Statistics are financed from its regular budget. The figures for the last five years are given below:

Year	Regular budget (Sudan Pounds '000)
1982/83	1,391
1983/84	1,497
1984/85	1,436
1985/86	1,229 (10 months)
1986/87	2,953 (After revision of salaries and allowances)

20. Special projects, such as the Population Census, are financed from the development budget which has local and external components. For the fiscal year 1986/87, the local component of the development budget was Sudan Pounds 492,200 (equivalent to about US\$203,000 at the current official rate of US\$1 = Sudan Pounds 2.425). The foreign component in 1987 was US\$387,780; in 1988 it will be US\$269,000.

21. The staff position (numbers of occupied positions) of the Department of Statistics (Khartoum) is as follows:

Unit	Total	Technical	Non-technical
Central Office			
Director-General	1	1	-
Director	2	2	-
Population and Surveys	71	65	6
Economic	48	30	18
Data Processing	52	17	35
Training	4	4	-
General Admin. (including Vital Statistics)	127	67	60
Provincial Offices	114	80	34
TOTAL			
OCCUPIED POSITIONS (a)	419	266	153

(a) Excludes 30 temporary positions as well as 19 permanent staff on secondment or on leave without pay.

22. Of the 438 permanent staff members in the Department of Statistics (including those on secondment or leave without pay), 77 are university graduates, some with post-graduate training.

23. Besides the Department of Statistics, there are other government agencies which compile and keep statistics in their respective fields. Principal among these are the Ministries of Education, Agriculture, Health, Industry and Labour. The statistical units of these ministries also have trained personnel. Their activities are carried out under the overall coordination of the Department of Statistics.

Census and household survey experience

24. The Department of Statistics has considerable experience in the planning and execution of censuses and surveys. It has since 1955 conducted three population censuses, one agricultural census, two industrial censuses and several household surveys.

The following is the list of censuses and surveys carried out by the Department of Statistics since 1970:

1973 Population Census (All Sudan)
 1974 Industrial Census (All Sudan)
 1978/79 Fertility Survey (All Sudan)
 1978/80 Income and Expenditure Survey (Northern Sudan, urban and rural)
 1980/81 Industrial Census (Northern Sudan)
 1983 Population Census (All Sudan)

25. Several ministries and departments have also undertaken surveys. Principal among these are:

Annual Crop cutting surveys in the provinces by the Ministry of Agriculture
 Annual Survey of private establishments by the Ministry of Labour
 1974 Infant mortality survey by Ministry of Health
 1976 Survey of food taken by patients of hospitals in Khartoum by the Ministry of Health
 1978 In depth study on health services by Ministry of Health
 1986 Nutrition Survey by Ministry of Health
 1987 In depth study on health services by Ministry of Health

Present status of survey capability

26. North Sudan already has regional statistical offices, as already indicated. The current field staff comprises 114 permanent members located in these offices.

27. The staff has greatly benefited from the experience of the 1973 and 1983 population censuses and from the surveys listed above. However, the most recent survey experience in North Sudan is the Household Income and Expenditure Survey undertaken in 1978/80. The survey demonstrated the technical competence and enthusiasm of both the professional and field staff, but the operation was adversely affected by frequent changes in the former and by data processing problems. The experience gained in this survey is still relevant in 1987, but some changes in design are needed.

28. The present situation continues to depend on the large turnover of professional staff due to more attractive job opportunities elsewhere in the Arab region. Because of this, it is necessary to rely rather heavily on foreign expertise for survey design and organisation.

29. Transport is also a serious problem for survey operations because of the size of the country, difficult terrain and climatic conditions, and the economic situation. Nevertheless, it has to be noted that the 1973 and 1983 population censuses and the 1978/80 income and expenditure survey were conducted with a reasonable degree of success under these conditions.

30. The Department of Statistics has a fairly large data processing section, which has gained experience through the census and survey activities already mentioned, as well as others

such as processing of trade statistics. The equipment was replaced for the processing of the 1983 population census, and is currently being upgraded. Perhaps the main problem with respect to data processing is that input material is not always presented in a form which facilitates speedy and effective operations. This can of course be overcome through a more systematic organisation of surveys and other activities.

31. A cartographic unit was established in 1981, to prepare for the 1983 population census, and seems likely to continue as a permanent part of the Census office. Most of its work so far has been based on enlargements of old 1:250,000 Survey Department maps. These have been updated, as far as possible, and details of the local government structure have been added. Apart from Khartoum, to which special attention has been given, urban area mapping is a special problem. The arrangements proved adequate for the 1983 population census, but continuous improvement is clearly needed for future censuses and surveys.

32. UNEPA is providing equipment for the printing of the population census reports. This equipment will remain available for future operations, and consequently printing, in itself, is not a special problem. The difficulty lies in securing stationery and other supplies, which are expensive.

33. Because of staff losses, on-the-job training was preferred to formal training when the original proposal for a surveys programme was formulated in 1981. Much the same needs still exist, but for the short term arrangements envisaged in the present document, training will have to be confined to specific local measures.

34. In general, good progress is being made towards the establishment of an ongoing survey capability, but success is dependent on overcoming the constraints noted above. Requirements for the immediate future are described under "Project activities" in Section IV of the present proposal.

III JUSTIFICATION

35. Following recent population censuses, many African countries have turned to household surveys as a less expensive and more continuous means of obtaining economic, social and demographic data for evaluation, planning and monitoring. This results from a growing awareness of the need to assess the impact of economic problems and development efforts on levels of living and to have a better knowledge of the manpower resources available for development. The National Household Survey Capability Programme (NHSCP) and its African component, AHSCP, are a response to the new interest in surveys shown by governments and are intended to accelerate the development of survey capabilities and to ensure that the resulting data are used in a more integrated and effective manner.

36. The Democratic Republic of the Sudan is no exception and already has long experience of data collection through censuses and surveys, as well as utilisation of administrative records. Household surveys have already played an important role in the

statistical system of the Sudan. The 1978/80 income and expenditure survey in North Sudan provides evidence of the continuing interest in and need for more data at the household and community levels.

37. However, the household surveys previously conducted in the Sudan have all been of an ad hoc nature and their results have not been inter-related. In the present project, the aim is to establish a permanent survey capability to provide continuing supplies of data which can be integrated through the use of common sample units, common classifications and definitions, core questions and other means. As explained in paragraph 5, an effort to initiate such a programme could not be pursued in 1981, but there is now an opportunity to conduct at least two surveys before work begins on an agricultural census and the next population census. The proposal presented here is applicable to the whole country, but action in the south is dependent on the achievement of more favourable conditions in that area.

38. It has to be borne in mind that in a country the size of the Sudan, with serious problems of internal transport and communication, a data collection network operating in a systematic manner is the only practicable means of obtaining reasonably comprehensive information on living conditions, economic activity, etc. In addition, a continuous survey operation will be more cost-effective and efficient than the ad hoc inquiries in the past.

IV PROJECT ACTIVITIES

Proposed plan of work

39. As described in paragraph 7, a period of about two years is available for initiation of the household surveys programme. After that, the work is likely to be interrupted by preparation and implementation for the censuses of agriculture and population. To avoid a long delay in establishing its programme of household surveys, the Government therefore intends to make the best use of the present opportunity and to begin work immediately.

40. Consultations with data users have indicated that a new household income and expenditure survey, which also provides some additional information on household productive activity, is the most urgent requirement. The second priority is a national migration and labour force survey, already at a preliminary planning stage.

41. The income and expenditure survey can be implemented, without extensive preparatory work, by adopting a similar survey design to that used for the 1978/80 inquiry. However, some modifications will have to be made to avoid practical difficulties in sampling and data processing encountered in that operation. Some vehicles are available from the 1983 population census and the field staff stationed in Khartoum and the northern regions is sufficient for the work, provided some vacant posts are filled. The main requirements will be repair of vehicles and provision of fuel, field allowances, stationery, etc.

42. In this way, field data collection in the income and expenditure survey is expected to begin late in 1987. It should, if possible, continue for a complete year, by which time the national migration and labour force survey will be ready for implementation. It is appreciated that this is an ad hoc plan of work, but it will meet essential requirements and has the merit of simplicity.

43. A topic of some concern, because it is not directly covered by the two surveys, is the production of more continuous information on agricultural performance, particularly in respect of subsistence farmers who are most likely to be affected by drought. The income and expenditure survey will produce, as a byproduct, some data on agricultural production, farm inputs, trade in crops, etc and the labour force survey should give a fairly precise account of the population engaged in agriculture, but neither constitutes monitoring operation for early warning of food shortages. However, the Ministry of Agriculture feels that this requirement can be met, to a large extent, by remote sensing.

44. Discussion will be undertaken with the Ministry of Agriculture to work out means of relating the programme of surveys more closely to the existing crop cutting, etc carried out by that ministry, with the object of ensuring that a comprehensive system of crop forecasting is evolved and that necessary supplementary data are provided. The forthcoming census of agriculture will, of course, provide significant guidance in this respect.

Provisional survey programme

45. For the reasons already given in this proposal, the surveys programme specified at the present time comprises only two inquiries:

Income, Consumption and Expenditure Survey	Jul 1987 - Jun 1989
Labour Force and Migration Survey	Jan 1988 - Sep 1990

46. The survey periods overlap to accommodate preparatory work, processing, report writing, etc. Field data collection in the labour force survey should begin soon after that for the income and expenditure survey has been completed. Most of the technical guidance needed for these surveys will be provided through short-term advisory assignments.

Expected outputs

47. Implementation of the project will lead to the following outputs:

- (a) An effective field survey organisation, covering the whole of the northern part of the country, will have been established. It can be extended to the south when conditions permit.
- (b) Survey operations during the period 1987-90 will lead to the publication of the following survey results:

Income, consumption and expenditure ... June 1989
 Labour force and migration September 1990

- (c) The basic survey data will enable special analyses for the Government in connection with specific aspects of development planning, implementation and monitoring.
- (d) By demonstrating its performance in conducting the two surveys, the Department of Statistics will lay the foundation for the establishment of a much longer programme of surveys.

Work plan

48. The main survey activities are summarised in the following calendar of operations (see also Appendix 2):

Calendar of operations for the initial survey programme

<u>Project activities</u>	<u>Starting date</u>	<u>Ending date</u>	<u>Duration</u>
Preparation of income and expenditure survey	Jul 1987	Oct 1987	4 months
Field work of income and expenditure survey	Nov 1987	Oct 1988	12 months
Preparation of labour force and migration survey	Jan 1988	Oct 1988	10 months
Processing of income and expenditure survey	Dec 1987	Jan 1989	14 months
Analysis and report writing of expenditure survey	Feb 1989	Jun 1989	5 months
Field work of labour force and migration survey	Nov 1988	Oct 1989	12 months
Processing of labour force and migration survey	Dec 1988	Jan 1990	14 months
Analysis and report writing of labour force survey	Feb 1990	Jun 1990	5 months

49. The above calendar does not include the dates of advisory visits. These will depend upon the availability of regional advisers and consultants but will approximate to the following:

<u>Advisory mission on -</u>	<u>Approximate date</u>	<u>Duration</u>
Sample design for income and expenditure survey	Aug - Sep 1987	1 month
Survey design, processing design, and assistance with training for expenditure survey	Sep - Oct 1987	6 weeks
Analysis of income and expenditure survey	Apr-May 1989	6 weeks
Sample design for labour force survey	June 1988	1 month
Survey design, processing design, and assistance with training for labour force survey	Sep - Oct 1988	6 weeks
Analysis of labour force and migration survey	Apr-May 1990	6 weeks

V PROJECT REQUIREMENTS

Institutional requirements

50. A high level inter-ministerial committee will be needed to oversee and guide the surveys programme, particularly after the initial stages described in this proposal. The Statistics Act of 1970 provides for a Chief Statistical Committee to determine the national statistical programme on the basis of users' requirements. The Committee should be brought into operation as soon as possible, supported by a Technical Statistical Committee to deal with more detailed aspects of the programme.

51. Proposals are being made for the upgrading of the Department of Statistics to become a Central Bureau of Statistics, with an appropriate location in the structure of government.

Country inputs

52. The Government's contribution will cover the cost of all staff employed on the project. For the income and expenditure survey, it will also cover the cost of almost all other resource requirements (see Section VI), because there is insufficient time to negotiate external assistance. The cost plan for the labour force and migration survey will be presented as separate project document.

International inputs

53. The main requirements for the proposed surveys will be advisory services on a short term basis as listed in paragraph 49 above. Three assignments are proposed for the income and expenditure survey and three for the labour force survey. These may be provided by the ECA/ILO regional advisory service or by separately funded consultancies.

Training fellowships

54. Due to shortage of time, there will be no training fellowships which contribute directly to the income and expenditure survey. Those required for the labour force and migration survey will be indicated in the project document for that survey.

Equipment

55. There is an urgent need for vehicle repairs, stationery and the provision of fuel. For the first of the two surveys, the Government will attempt to meet the requirements from its own resources. Needs in respect of the labour force survey will be specified in the separate project document.

VI COST ESTIMATES

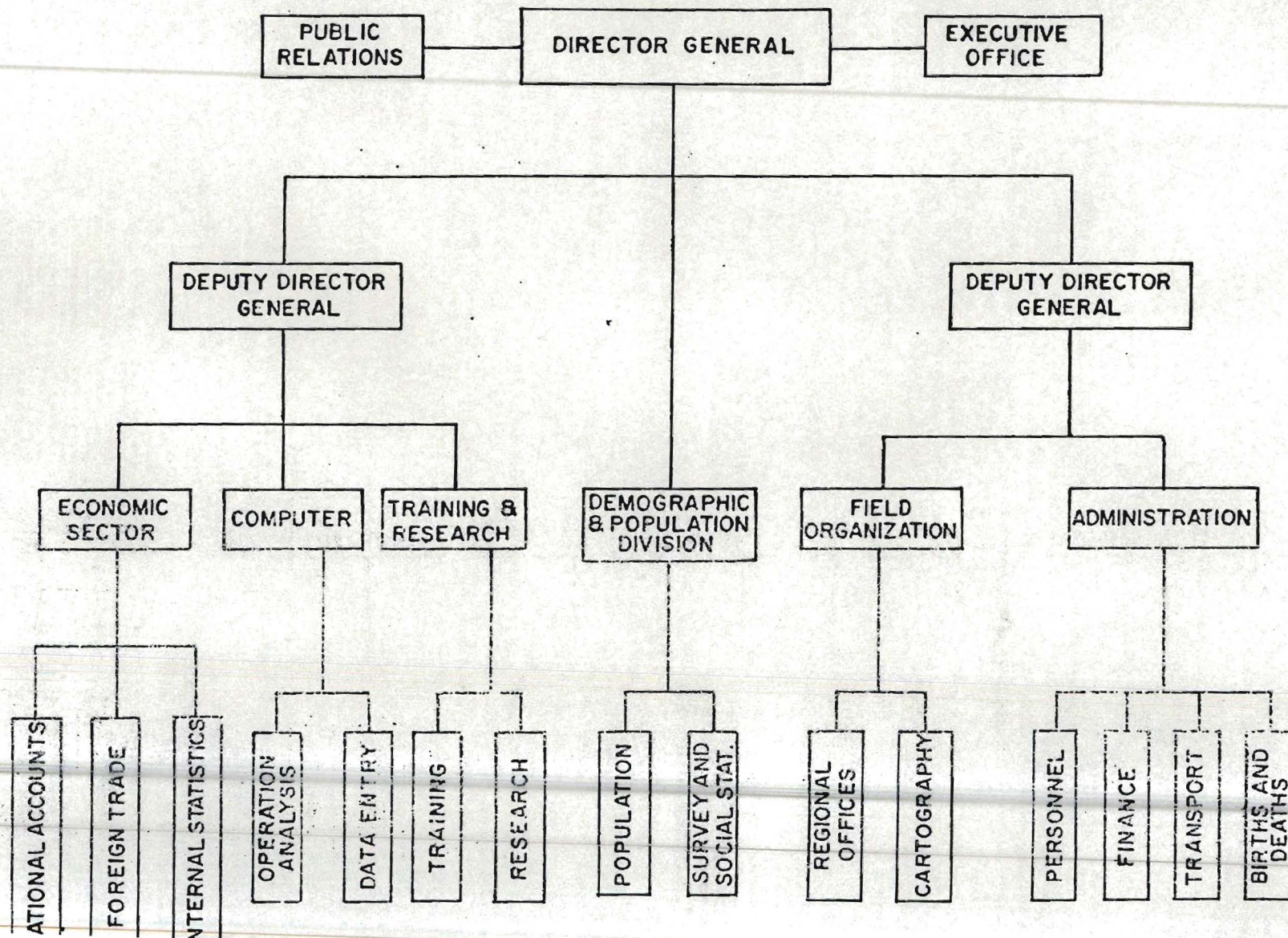
56. As stated in paragraph 52, cost estimates for the National Migration and Labour Force Survey will be presented in a separate project proposal. The following comments and budget relate only to the 1987/88 Household Income, Consumption and Expenditure Survey.

57. These cost estimates for the income, consumption and expenditure survey are based on the use of 60 field staff and 12 vehicles. For each month of the survey, the rural sample size is expected to be about 600 households, and there will be a further 200 households in urban areas. The sample will probably be replaced for each month of the survey.

58. The cost estimates for the 1987/88 Household Income, Consumption and Expenditure Survey are as follows:

<u>Item</u>	<u>Sudanese Pounds</u>
Allowances	140,000
Fuel	180,000
Printing materials	80,000
Spare parts	40,000
Transport	20,000
Other	40,000
<hr/>	
TOTAL	500,000
<hr/>	

APPENDIX I: ORGANISATIONAL STRUCTURE OF SUDAN DEPARTMENT OF STATISTICS



APPENDIX 2

SUDAN HOUSEHOLD SURVEY PROGRAMME 1987-91

TIMETABLE OF ACTIVITIES

	:	1987				:	1988				:	1989				:	1990			
	:					:					:					:				
	:	J	S	D	:	M	J	S	D	:	M	J	S	D	:	M	J	S	D	
<hr/>																				
HOUSEHOLD INCOME AND EXPENDITURE SURVEY																				
<hr/>																				
Questionnaire design	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	
Revise 1978/80 HIES	:	--																		
Finalise	:	---																		
	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	
Enumerators' manual	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	
Revise 1978/80 HIES	:	--																		
Finalise	:	---																		
	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	
Printing	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	
Test revised 1978/80 forms	:	--																		
Final	:	---																		
	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	
Training	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	
Enumerators (pilot test)	:	-																		
Enumerators (final)	:	--																		
Office processors	:	---																		
	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	
Sample design/implementation	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	
Determine sample design	:	-----																		
Select pilot test sample	:	-																		
Select final sample PSUs	:	---																		
Blocklist selected PSUs	:	--->																		
	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	
Data collection	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	
Pilot test	:	--																		
Final	:	-----																		
	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	
Data processing	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	
Design	:	-----																		
Implementation	:	-----																		
	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	
Tabulation/analysis	:	-----																		
	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	:	
Preparation of report	:	-----																		