

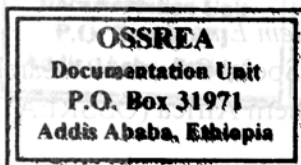
# THE DEVELOPMENT OF THE LIVESTOCK SECTOR IN THE SUDAN: A CASE STUDY OF PUBLIC POLICY ANALYSIS

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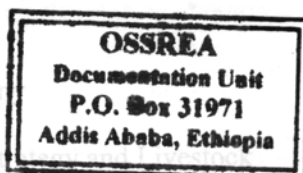


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## List of Abbreviations

|           |  |
|-----------|--|
| 1. GDP    | Gross Domestic product                                     |
| 2. GNP    | Gross National product                                     |
| 3. GUSP   | General Union for Sudan's Pastoralists                     |
| 4. MPA    | Master in Public Administration                            |
| 5. IMF    | International Monetary Fund                                |
| 6. IFSED  | Arab Fund for Social and Economic Development              |
| 7. AAAID  | Arab Authority for Agricultural Investment and Development |
| 8. PIP    | Public Investment Programmes                               |
| 9. NSR    | National Salvation Revolution                              |
| 10. BCGA  | British Cotton Growers Association                         |
| 11. TYP   | Ten Year Plan  |
| 12. FYP   | Five Year Plan   |
| 13. SYP   | Six Year Plan  |
| 14. FYESP | Four Year Economic Salvation Programme                     |
| 15. CNS   | Comprehensive National Strategy 1992-2002                  |
| 16. DM    | Dry Matter   |
| 17. TDN   | Total Digestible Nutrients                                 |

## PREFACE

The Debate and discourse on the nature of the African economic and political crisis, has dominated development studies over a period of more than decade. As the main problems under investigation are still persistent, the agenda of social science research related to Africa, seem destined to be dominated by these problematic. This report begins with relating the experience of development in the Sudan, in social and political development to the wider African scene. The Sudan displays an advanced syndrome of a socio-political and economic malice, which is reflected in terms of many symptoms. Taking the symptom of foreign debts, as an indicator to the degree of crisis, the Sudan had accumulated debts far beyond its ability to repay. In terms of poverty and declining per capita income, Sudan is rated among the poorest of the poor. In terms of political underdevelopment, and breakdown of state institutions and legitimacy, it is evident that the country had descended to regrettable levels of decay.

With these general observations as a background, this research report, started by arguing that, Public Administration and the parent discipline of political science have a good opportunity, to contribute in diagnosing many of the problems which have afflicted the African states. These two disciplines have much to offer in the processes of multi-disciplinary research which is indispensable in development studies.

With this background, the case study of the livestock sector in the Sudan is examined within the framework of public policy analysis. Development policy in the Sudan, as will be seen in this report, has emphasized white elephant projects at the expense of genuinely, productive sectors of the economy, among which the livestock sector stand as a grave example of unjustifiable neglect. This case study show how, development policy, in conjuncture with other factors, led to the deepening of the political and economic crisis in the Sudan.

This study in its present form, could not have been made possible, without the help and contribution of many individuals and organizations. I am first indebted to OSSREA for the grant which I have initially received in 1992. That grant had helped me in many ways. Above all it enabled me to compile data which introduced me to the field of livestock and pastoralism. I would like to acknowledge the role of the organization, not only in its provision of funding but also for the level of tolerance and generosity during the process of preparing and writing of report which was overdue. Due to medical and other problems which I have encountered, throughout 1993, I have asked for extension of dates for submission of the draft report. The Executive Board of the organization had kindly accepted to extend the dates, I am therefore grateful for this understanding.

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# 1. INTRODUCTION

## 1.1 General background

The Sudan, the largest country in Africa (one million sq miles); exhibits many unique characteristics in its physical/natural and socio-economic features. It is transverse by tens of rivers and hundreds of minor drainage water courses, which annually carry millions of cubic meters of water, into the Nile basin system. The hydrology of the Nile provides irrigation, fishery and hydro-electricity potentials; the exact proportions of which need to be assessed. Surface and rain water support agriculture and livestock production and recharge huge underground water basins which are an additional future reserve for agricultural development. Rainfall though unevenly distributed seasonally and regionally, in at least one third of the country, the annual amount of rainfall exceeds 700 mm and in the latitudes closer to the equator it exceeds 1500 mm. In the central Savannah regions rain water fluctuates, but south of latitude 12 it provides enough moisture for crop production. Further to the north rainwater decreases, but it allows the growth of range and grazing resources to support large herds of sheep goats and camels.

The total arable land, is estimated at around 120 million feddan (one feddan = 1.038 acres) (Ali, 1988). Of this potentially arable land only about 7 million feddan is officially registered to be under organised farming. This data is incorrect, and the reason for its incorporation here will be discussed in the main text of the report. The exact size of arable land in the Sudan is not adequately comprehended. Another source, had for example, estimated the total arable land to be between 125 and 200 million feddan, of which 6 million are under irrigation and 17 million in the rainfed (H. M Hassan, B.A Rahma and others, Paper presented in the conference for assessing the role of animal wealth in the national economy, Feb. 1993, Khartoum). In chapter five below the question of land will be discussed at length. But our expressed reservations about the accuracy of statistics is not intended to bring doubts about the role of agriculture in the Sudan economy. Agriculture is the most important resource base for the Sudan future development and it is currently the most import sector in the national economy. It contributes with an approximately 40% in the Gross National Product (GNP). It provides the base of 90% of government tax revenues (Ali, 1989). Furthermore over 75 per cent of the Sudan population work in agriculture, perhaps among the highest percentages in the world. Agriculture contributes with an approximately 99% of the Sudan exports value (Elteyeb, 1989). Mining on the other hand, which in many African countries and also in the Middle East, leads the export sector, contributes in the case of the Sudan with only 1 per cent (Ibid.). Thus it seems, the immediate future development of the Sudan depend substantially on Agriculture.

Within the context of Africa and the Middle East, Sudan's social and cultural characteristics are also unique. Out of a population of approximately, 26 million the number of tribal groups living in the country is between 570 to 595 speaking dialects which belong to 100 identified languages (Harir, 1993). Anthropologists and ethnographers further grouped these linguistic groups into 56 ethnic groups (nationalities). One can further narrow these groupings and put them between two polar identities of Arabicised Africans and Africanised Arabs with few minorities at the extreme end of the two poles. Many Sudanese have a very fluid identity in the ethnic sense of the term. The question of identity has given rise to many intellectual and scholarly works by for example (Hassan, 1973 A/Rahim,70, Deng,1973). During the period of the third democracy in the contemporary history of the Sudan (1986-1989) the question of identity attracted considerable attention among intellectual circles. The issue of identity, in the Sudan, has been elevated to the top as one of the problems, that has been negotiated between the governments in Khartoum and the rebel SPLA movement.

Cultural pluralism can be made into a valuable and potential asset under carefully nursed treatment by informed and skilled political managers. This potential also has been recognised and has been widely accepted. The multi-cultural character of the Sudan is believed to elect it to play the role of a bridge linking the African and Arab worlds (Said, 1965, Abdel Rahim, 1970). However it is implicitly understood that for the Sudan to be able to play this role, in a positive sense, it must recognise this pluralism and build a new Sudanese identity, based upon this objective reality.

To the disappointment of many keen observers and students of the Sudan, all such hopes have been dashed and turned into a nightmare, not only for the Sudanese people but also to the neighbours of the Sudan. Instead of achieving economic development compatible with its real potential resources, Sudan since the late 1970s demonstrated an stark example of negative growth. Instead of finding a formula by which it can bind its culturally diverse people, in a harmonious, plural and peaceful environment, where the productive and creative talents of all are stimulated, the Sudan political system generated conflict ridden structures, that threatened to spill over and endanger regional peace and stability in other countries. Instead of mediating or being able to mediate, between the two worlds to which it culturally belonged (the African and Arab worlds) it needed the help of others, to find solutions to its own internal ones. In short the Sudan is experiencing a multi-faceted crisis. The Crisis, which had gradually evolved since the late 1970s, have reached by the 1990s an alarming magnitude. By the mid 1980s world attention was drawn through popular television and mass media images of a country ridden by hunger and despair. While these images had missed the main point and treated the problems of the country rather superficially, the fact remains that the Sudan is at the climax of a deep crisis which is shared at varying degrees by other African states.