

REVISED

ADMINISTRATIVE TRAINING
PROGRAMMES, SOUTHERN SUDAN
1975-1977

AN EVALUATION

APRIL 1977

MINISTRY OF OVERSEAS DEVELOPMENT
ELAND HOUSE.
STAG PLACE.
VICTORIA S.W.1.

PREFACE

Each year the Overseas Development Administration (ODA) commissions a number of ex-post evaluation studies with two aims in mind; firstly, to assess the effectiveness of its aid activities and secondly, to learn lessons for improving the effectiveness of future aid activities.

This evaluation is one such study.

Evaluation studies are undertaken by individuals or by teams especially recruited for their particular knowledge with regard to the subject under study. Sometimes these teams will include personnel from ODA (increasingly teams are a mix of ODA and external personnel).

In all cases the reports and conclusions are attributable to the authors, who are finally responsible for their contents, and not to ODA.

Evaluation Unit
Manpower and Evaluation Department

ADMINISTRATIVE TRAINING
PROGRAMMES
SOUTHERN SUDAN
1975 - 1977

AN EVALUATION

prepared by
Laurence Taylor

for the
MINISTRY OF OVERSEAS DEVELOPMENT
London

April 1977

**ADMINISTRATIVE TRAINING
PROGRAMMES
SOUTHERN SUDAN
1975 - 1977**

with particular reference to the contribution of the
Development Administration Group,
Institute of Local Government Studies,
University of Birmingham.

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PREFACE

Introduction

This report is based on a visit made to the Sudan between 12th March and 7th April 1977, to evaluate the relevance, usefulness and effectiveness of administrative training provided by staff of Birmingham University's Institute of Local Government Studies during 1975, 1976 and 1977. The training was provided to a large number of junior administrative staff attending courses conducted in Juba, and to a smaller number of more senior staff released by Southern Sudan's Ministry of Regional Administration to attend training programmes in Birmingham.

The evaluation work was undertaken at the request of the Ministry of Overseas Development by Mr. Laurence Taylor, formerly Principal of the National Institute of Public Administration in Zambia and now Tutor in Development Studies at the Selly Oak Colleges, Birmingham, England.

The brief provided for the consultant by the Ministry of Overseas Development was as follows -

Background

In 1974, a team from the Development Administration Group, University of Birmingham, undertook a survey of the field administrative machinery of the Southern Region Government and identified very substantial inadequacies in the manning and the formal training of the administrative service, most of which could be attributed to the Region's sudden emergence from civil war to regional autonomy. As a result of this survey, and discussions at an administrative conference held in Juba in June 1974, the Group has been cooperating in a three-year programme designed to give basic administrative training to the field administrative service of the Southern Region Government, together with an opportunity for its more senior members to study development administration in an international context. The main components of the programme have been:

1. an annual ten-week course at Juba in 1975, 1976 and 1977, each for 50 junior administrators, conducted by two members of the Development Administration Group together with local and UNDP personnel (DAG expenses being met by ODM);
2. participation by 8 senior administrators in each of the years 1975, 1976 and, presumably, 1977, in a course on Planning and Management of Rural Development at the University of Birmingham (on UNDP fellowships);

3. participation by two or three of the younger graduate Southern Region administrators in the postgraduate Diploma in Development Administration at the University of Birmingham in each of the academic years 1974/5, 1975/6 and 1976/7 (again, on UNDP fellowships);
4. participation by the senior administrators referred to in 2, the DDA students in 3 and other Southern Region government officers attending the Cambridge course in development, in a special seminar on Southern Sudan issues at the University of Birmingham for 6 weeks in June/July in each of the years 1975, 1976 and, presumably, 1977 (again, on UNDP funding).

Terms of Reference for Consultant

1. To observe and participate in the 1977 administrative training course at Juba. To hold discussions with a representative number of
 - (i) those attending and those who have attended the course at Juba;
 - (ii) their employers (i.e. their line manager);
 - (iii) those who selected them for the course, if different from (i);
 - (iv) senior officials of the Ministry of Regional Administration, Police and Prisons, if different from (i) and (iii).

The consultant should concentrate on those attending the 10-week course in Juba (past and present), but ODM will be interested in any information that may be picked up on the other courses listed above under "Background".

2. To identify tangible benefits which have been derived from the Juba course, supported, if possible, by specific examples of the ways in which trainees and their employing organisations have been able to apply the additional skills, knowledge, and experience gained to improve their work performance.
3. To identify any specific difficulties, shortcomings or omissions which prevented the Juba course from being as effective as it might have been.
4. To ascertain in particular the degree to which the Development Administration Group's training is relevant to the trainees' working and cultural environment. Can any factors be identified that may have reduced the value of the training received?
5. To discuss and review the criteria for selecting trainees and to identify the benefits they were expected to receive.

6. To comment on the logistic and practical problems that are associated with an institution in the UK running a course in a very underdeveloped region.
7. To determine the role the Development Administration Group has played in helping the Southern Sudanese Administration to overcome substantial inadequacies in manning and formal training that were largely attributable to sudden emergence from civil war to regional autonomy. To comment on the scope for continuing Development Administration Group involvement to this end, and as to how its role might change to help further the development of the regional administration.

Acknowledgements

The successful completion of this mission would have been impossible without the great helpfulness and courtesy of many people. Particular mention must be made of the briefing provided by the Ministry of Overseas Development in London, advice and assistance volunteered by the British Council in Khartoum, the ready co-operation of the Regional Government in the Southern Sudan (particularly within the headquarters and the outstations of the Ministry of Regional Administration), the provision of information and numerous personal kindnesses by United Nations personnel posted in Juba, material assistance from the Sudan Council of Churches in the form of surface transport within Bahr el Ghazal and Lakes Provinces, and the friendly forbearance and co-operation of University of Birmingham staff. Whilst it seems invidious to single out particular individuals, the following most certainly went out of their way in giving me sustained and valuable assistance -

Sayed Andrew Revi, Ministry of Regional Administration, Juba
Mr. Jalil Malik, United Nations Development Programme, Juba
Mr. John Davies, TETOC/ODM, London
Sayed Mohammed Osman Khalifa, Academy of Administrative and Professional Sciences, Khartoum
Sayed Charles Ali Bilal, Commissioner's Office, Wau
Mr. Christopher Davies and Mr. Douglas Lamb, University of Birmingham

Conclusions and Recommendations

Conclusions are drawn and recommendations are made at various points within the report. For ease of reference these are gathered together in the section that follows immediately after this preface.

CONCLUSIONS AND RECOMMENDATIONS

Major conclusions and recommendations arising from the evaluation mission are summarised below. References are given to the chapter and paragraph numbering that is used in the main body of the report, where the evidence and arguments for these findings are to be found.

- I. The Southern Sudan has many natural problems that have been greatly aggravated by the aftermath of civil war, and the normal infrastructure of modern government has yet to be re-established (1.2). Many senior and junior administrators are fully aware of the weaknesses within the administration, and yet are determined to press ahead with courage and vigour. They deserve long term support (1.5).

- II. Birmingham University's 1974 Report contains the diagnosis and prescriptions that underlie the recent training efforts (2.3 to 2.5).
The 1975 Juba Course for junior administrators produced encouraging results despite a number of practical difficulties (2.7 to 2.9).
The 1976 Juba Course was attended by staff of lower calibre, and produced less satisfactory results in the end-of-course examinations (2.10 to 2.11).

- III. The 1977 Juba Course enjoyed better support services than were available in previous years, but a number of practical problems continued to cause difficulty. The major handicap was the seriously inadequate recruitment of students by the Ministry of Regional Administration (3.5 to 3.9). Nevertheless, all involved with the course were determined to make the most of this opportunity to provide appropriate training to a small, mixed-ability group (3.10).

- IV. The Evaluation Programme had to contend with a number of constraints (4.5) which indicated the use of non-quantitative methods. The evaluation was therefore based primarily on subjective impressions formed through interviewing a sample of senior officials, line managers and ex-trainees (4.6 to 4.12 and Appendix A).

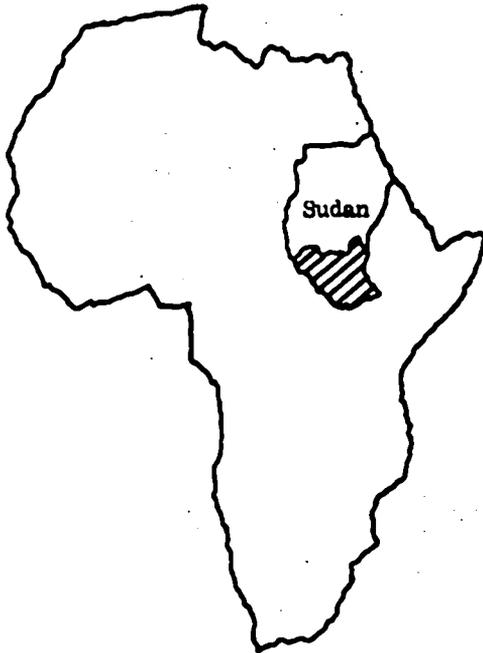
- V. The Birmingham Training for Senior Administrators has been attended by a group of men who stand out as unusually confident and competent amongst their peer group (5.2). The course has been warmly appreciated by ex-trainees and by their superior officers, although there has been uneven success in applying to operational duties the planning and management skills that were studied (5.4 to 5.7). Further benefits may accrue at a later date, when the administrative environment in the Southern Sudan becomes more amenable to the introduction of modern management techniques (5.8 to 5.9).
- VI. The Juba Training for Junior Administrators was strongly praised at the highest levels of the Regional Government, where it was considered to have been very effective in improving the skills of the more able staff and in identifying those officers who lack the basic competence to handle their present responsibilities (6.3). On the other hand, several middle management officials felt the training had been too ambitious; at a time when the public service needed improved skills in office routines and tax collection, the course had spent a good deal of time on somewhat exotic subjects (6.4 to 6.6). Comments of ex-trainees varied, from warm praise for the way in which the course had developed their skills, to frustration that the course had been too wide-ranging and fast-moving for them. Almost all considered that they were putting into practice at least some of what they had been taught on the course, despite constraints relating to their own basic abilities and to the total working environment (6.7 to 6.10). It became clear during the evaluation that the Juba courses have inevitably run into difficulties in trying to provide a standard type of training to a non-homogeneous group of officers engaged in a wide variety of tasks relating to office administration, development planning, tax collection, rural administration, urban local government and political supervision. Nevertheless they have given an important boost to the competence and confidence of an administration under considerable stress, and may well have been the most cost-effective contribution that British aid has made to the Southern Sudan in recent years (6.11 to 6.12).

- VII. Birmingham's Overall Contribution to the operational capacity of the Southern Sudan administration has been very much broader than the simple provision of training courses (7.2). Practical co-operation and mutual respect have developed in a number of areas, boosting the morale of hard-pressed administrators in the South. Birmingham University's willingness to stay with a difficult task over a number of years has been important to the Regional Government, and constitutes a valuable resource for future exploitation during the next few years (7.3 to 7.6).
- VIII. Manpower Resources, Administrative Requirements and the Implications for Future Training combine to present a situation of continuing crisis, in which the needs of the Ministry of Regional Administration loom particularly large. There appears to be genuine uncertainty about the present and future staffing situation, which might best be tackled by a review of the system of personnel records (8.1 to 8.4). The Ministry has already drawn up a Six-Year Training Scheme for the period 1977 to 1983, but this may have to be tested against the actual manpower situation and reviewed in the light of staff qualifications, the vacancy position and operational pressures upon the administration (8.5).
- IX. Options and Priorities for British Assistance to training programmes must first of all be considered in the light of the Sudanese viewpoint. Both in Khartoum and in Juba there is a strong desire that an ongoing programme of more specialised courses should be built upon the valuable training base established by Birmingham University over the past few years (9.1), although there is a lack of clarity about future manpower needs and institutional patterns for training at the national level (9.2 to 9.3). Somewhat fragmented developments in the South also create problems (9.4). The presentation of an externally-designed package of training assistance could be counter-productive, for the Regional Government will only be fully committed to a programme that it has worked out for itself. What is required is agreement to certain types of general assistance, the details of which can be worked out by and with the Regional Government according to training priorities that will require periodic redefinition under the fluid conditions of the next few years (9.5). Particular courses

of action which recommend themselves (9.6 to 9.10) are -

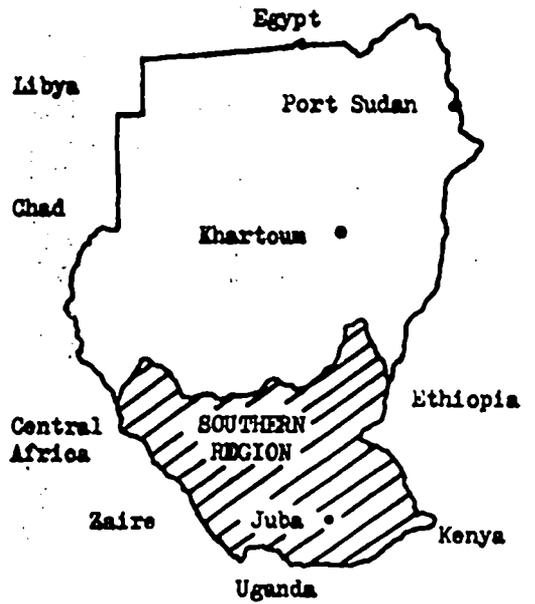
- a) support for a detailed study of administrative training requirements in the South;
- b) financial underwriting of a further three years of assistance from Birmingham University to the Ministry of Regional Administration in Juba, starting with the Council Management Course in 1978 but incorporating a greater degree of flexibility in the utilisation of staff than has been the case in the past;
- c) provision for the secondment of a Birmingham staff member to the Academy for Administrative and Professional Sciences in Khartoum, to expand the Academy's training capacity and to encourage maximum co-operation between Khartoum and Juba in future;
- d) early commitment of British resources to the new Regional Institute of Public Administration in Juba, to provide comprehensive and long-term training services to the South.

AFRICA



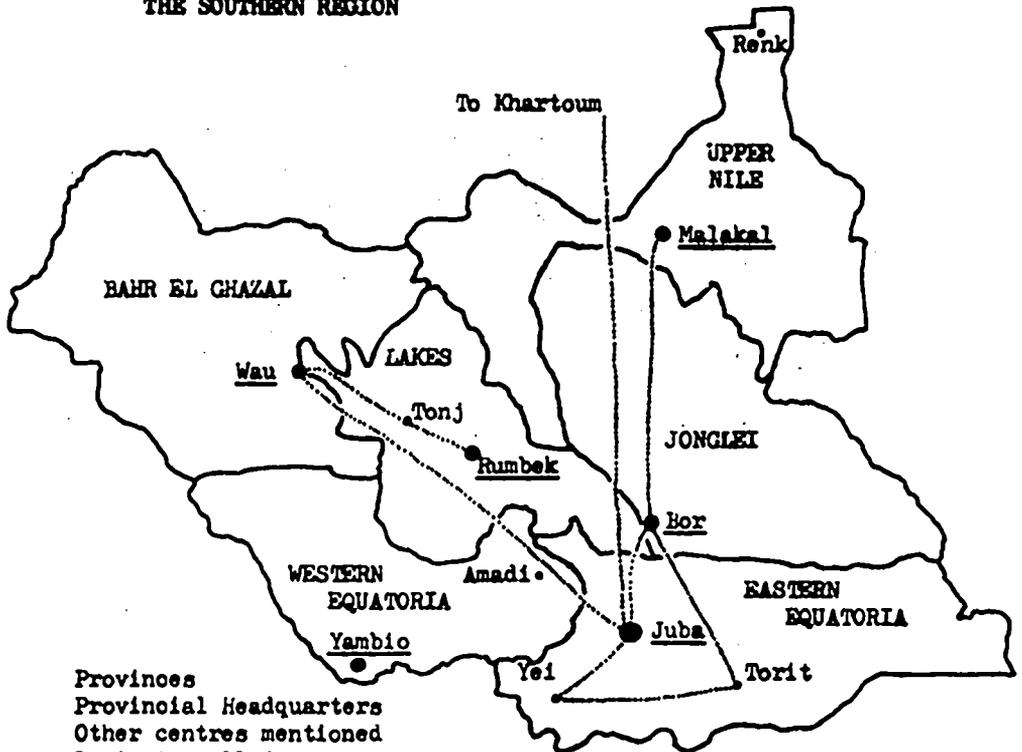
Scale 1:90,000,000

THE SUDAN



Scale 1:25,000,000

THE SOUTHERN REGION



Key

LAKES

Wau

Amadi

—

Provinces

Provincial Headquarters

Other centres mentioned

Routes travelled

Scale 1:4,000,000

I. THE SUDAN AND THE SOUTHERN REGION

1.1 No one with an intimate knowledge of the Southern Sudan needs to be reminded that geographical, social and political factors dominate the environment for public service training, but an outsider needs to acquire an informed overview of the situation if he is to understand what has been achieved and what is being attempted. The Southern Sudan covers an area of some 650,000 sq. kilometres - which is an area bigger than that of either Kenya or Uganda. On the other hand the population is sparse, with estimates varying between just over 3 million (an extrapolation of the 1973 census) to approximately 3.6 million (taking into account the very considerable number of refugees known to have returned to the Southern Sudan during and after the census). It is also significant that Juba, the regional capital, is 1200 kilometres from Khartoum and 2,500 kilometres from Port Sudan (which is the country's only outlet to the sea).

1.2 The natural problems of remoteness, communication and supply have been greatly aggravated by the aftermath of 17 years civil war. Despite strenuous efforts over the 5 years since the Peace Agreement, the normal infrastructure for modern government has yet to be established. The years of civil war have deprived the public service of a whole generation of middle level administrators and professionals, and there is no way in which the Southern Sudan can avoid the continuing penalty of this loss.

1.3 At the same time that the Regional Government is making every effort to maintain services, it is also undertaking wide-ranging reforms in the whole administrative and political structure. It is pushing ahead with civil service expansion, a doubling of the number of provinces, and a growing role for the Sudan Socialist Union, as well as facing all the problems inherent in an active development policy and a rapidly expanding budget. All this is taking place against a background of continuing security problems, tribal tensions and the underlying fear that the hard-won peace may be disrupted by forces beyond the control of those who are working so hard to consolidate the steady progress of the Southern Sudan.

1.4 The system of local administration, which was reformed throughout the Sudan in 1971, is less straightforward than it appears at first sight. Very few of the village, township, district and provincial councils in the South possess an elected body, and decisions are taken in the name of the councils by civil servants of the Regional Government. There are also serious inadequacies in the tax base of the local councils, which rely heavily on subsidies from the Regional Government, whilst the financial regulations are of colonial vintage and are badly in need of revision and re-issue. Many staff, both junior and senior, claimed that in fact they had no access to such basic guidelines for administrative action.

1.5 If the above description gives the impression of huge problems and considerable administrative inadequacies, it is in no sense intended to be dismissive of the efforts being made by the Government in the Southern Sudan. Nevertheless, there is a substantial body of opinion which shares the critical view of the recent ILO mission in its report Growth, Employment and Equity (p.205) -

"The South will not get far if central, regional and local governments are weak and ineffective and do little more than provide employment for unimaginative officials who cannot give the South the service it needs and deserves."

This quotation does less than justice to the efforts being made by a determined group of senior and junior administrators in the South, who are under no illusions about the harshness of the environment and the weaknesses within the administration, and yet are determined to press ahead with courage and vigour. It remains easy to criticise the administration across a broad spectrum of its activities, but a more constructive response is to offer informed sympathy, honest dialogue and a long term commitment to provide such support as may be appropriate.

II THE BIRMINGHAM ANALYSIS, AND THE TRAINING RESPONSE IN 1975 AND 1976

2.1 Birmingham University's Institute of Local Government Studies has received senior government officers from the Sudan on short courses ever since 1965, but it was not until 1973 that a visit to Juba and Khartoum by Mr. Ken Pickering (Director of the Institute's Development Administration Group) led to the arrangement of a three month mission to the Southern Sudan. The mission was undertaken by Mr. Pickering and Mr. Garth Glentworth between March and June 1974, and its objectives were to study administrative problems in relation to the Region's overall development potential, to submit detailed recommendations on training for development administration, and to run a workshop for senior administrative and professional staff towards the end of the mission.

2.2 The activities and findings of the mission are recorded in the report Development Administration and Training in the Sudan published by the Institute in 1974. It is a comprehensive document which continues to enjoy a high reputation amongst Government and United Nations officials in the Sudan. It also constitutes the only collation of base-line data available for the grounding of the present evaluation. One of the report's major conclusions was that (p.21) -

"A very large, very rapid but very necessary intake of junior administrators has given the administrative service a broad base of inexperienced new recruits, but left it seriously short of experienced senior men to organise, control and 'break in' this raw material.

The immediate tasks are to ground new recruits in the basics of administration, to increase the effectiveness of senior administrators, and if possible to promote promising junior officers so that they can relieve the strain at senior levels as soon as possible."

Training Proposals, 1974

2.3 The final chapter of the mission's report deserves extensive quotation, as it is the foundation upon which the whole three-year training programme in both Juba and Birmingham has been built. It argues that (pp 197 - 201) -

"At the senior level the special training needs of the fifty to sixty senior officers in the Ministry of Regional Administration arise mainly from the particular character of their role under the People's Local Government Act. They are the principal coordinators for development in the council areas and, in the short run, will have to act as agents of decentralised planning.....Training for senior local government officers should include applied economics and sociology, knowledge of basic techniques of economic planning and district plan construction, elements of personnel management, financial management, and techniques of managerial control.

Training for the higher echelons alone of the regional administration would have very limited value. To be effective in development organisation, senior administrators must be able to delegate much more of the work of administration than they are able to do now. The problem is the lack of training among the junior ranks. Many junior administrators.....work under severe handicaps. The shortage of administrative support staff means that in the immediate future many junior administrators will have to keep their own records, maintain filing systems, and manage their own offices. They must be trained for these activities, in addition to their multi-purpose development functions with people's and village councils and their revenue functions.

.....training must be continuous over a period of several years to be progressive and responsive to changing needs. It must be practical, be based on the needs of the field situation, and accommodate change arising from evaluating field experience. Tackled in this way training, far from being abstract or theoretical (which might do more harm than good in the Southern Sudanese situation), can become central and indispensable to the overall programme of regional development.

.....it is a better policy to aim at training large numbers of field administrators in short courses as soon as is practicable rather than to rely on small numbers of specially selected officers trained at depth over a lengthy period.

While training for senior officers may best be conducted at Birmingham with its better teaching facilities, the range of relevant disciplines the Development Administration Group can offer and the opportunities the Group affords for comparative study of the Sudan with other developing countries, these arguments do not apply to junior officers. For them three factors in particular require that the training venue should be Juba. First, their numbers are three to four times as great as those of the senior officers and it would not only be inappropriate but unwarrantably expensive to send them abroad. Second, in Juba the IACOD Centre* is available.

* IACOD stands for International Agency for Co-operation in Development, a voluntary aid organization which established the training facility now known as the Multi-Service Training Centre, currently run by the ILO on behalf of the Regional Ministry of Public Service and Administrative Reform.

Third, as the centre of the Regional Government, Juba provides easy access to Ministries and Government Departments, to official data, to members of the Regional Assembly and to the Heads of United Nations organizations and voluntary agencies."

2.4 After going into further detail on the subject of training for senior administrators in Birmingham, the report proceeds with specific recommendations for the training of junior staff (p.205) -

"For the junior administrators, we believe that a course of ten weeks duration will be enough to cover in adequate depth the subjects outlined (Goals of Administration and Management, The Law and Administration, Budgeting and Taxation, Basic Administrative Skills, The Administrative Environment, The Administrator and the Supervision of Development, The Administrator and the Initiation of Development, Council Area Development Planning). We recommend that the numbers of trainees on each course should be neither less than thirty nor more than forty, and that one course be held annually over the three year period.

We agree with the ministers in Juba that two members of the Development Administration Group.....should assist with the organization and training of these courses."

2.5 The two members of the team which drew up these training proposals were well versed in the problems of public administration training in the African context. They collected a substantial amount of information through direct interviewing and they supplemented this by means of a special workshop held for senior staff of the Region towards the end of the team's mission. Thus the training needs had been unusually well explored and documented, and a variety of possible approaches had been thoroughly discussed with a broad cross-section of the staff concerned. It is quite clear that the thoroughness of the original survey has not only provided much of the basic material on which subsequent training has been built, but it has also invested the Birmingham staff with a legitimacy both to advise and to teach. It is a compliment to the quality of the 1974 survey, workshop and report that the Government of the Sudan should have invited an outside body such as Birmingham University to become so fully involved in the intensive training programme for its junior administrative staff.

The Commencement of the New Training Programme in 1975

2.6 In 1975, 9 selected senior officers from the regional administration were sent to Birmingham to attend the four months course in the Management

of Rural Development. In the same year, from March to May 48 junior administrators attended the first of the Juba-based courses run by the University of Birmingham in conjunction with the Regional Ministry of Regional Administration and Legal Affairs. The Ministry Headquarters undertook the selection of students, and gathered together those with the highest formal qualifications amongst the 125 or so junior administrators in post at that time. Of those chosen, 3 were University graduates and one was a current undergraduate; 12 had completed Sudan School Certificate and gone on for further study, and 21 had completed Sudan School Certificate or its equivalent but had not gone any further in their studies; 10 had completed two or more years of senior secondary school; and 2 had only obtained intermediate school education. All had been in their current administrative posts less than three years, but they had a wide variety of previous experience. A significant number had served with the Anyanya as administrators during the civil war, and others had been army officers, clerks, teachers, social workers, labour and co-operative officers.

2.7 At Appendix C is an outline of the course of study followed by the junior administrators at Juba (although the text at Appendix C is actually a slightly revised version, drawn up in the following year for the 1976 course). It was a heavy and intensive programme, and was in some respects exhausting for both the participants and the teaching staff. A calculated risk was taken to incorporate as much instruction as possible during the very limited duration of the course. The results obtained in the final examinations indicate that this calculated risk paid worthwhile dividends. With course work counting for 20% of the marks, and the examinations counting for 80%, the final results produced 16 Grade A passes, 17 Grade B passes, 11 Grade C passes and 4 failures.

2.8 This first Juba course relied heavily on the initiative of Birmingham staff, although in future years the balance of responsibility was to change. Prime responsibility in 1975 lay with Mr. Garth Glentworth who had previously taught development administration in Africa and who had been a member of the Birmingham mission in the previous year. He was assisted by Mr. Douglas Lamb who also brought with him extensive

African experience of public administration training. It is clear that the Sudanese authorities as well as the course students were impressed with the competence, experience and enthusiasm of the Birmingham team when the Juba course was run for the first time. In addition the team possessed the necessary resilience and resourcefulness to grapple with a number of serious logistic problems that had to be overcome. Lecturers and students had serious problems relating to accommodation and feeding, and a good deal of time and ingenuity was expended in grappling with critical problems of transport, fuel supply, secretarial services and general administrative support. It says much for the tenacity of the Birmingham staff, and for the co-operation they received from the Ministry of Regional Administration, that the course went so well despite the perpetual uncertainties over such essentials as food, paper and fuel supplies. Full details are contained in the University's report entitled 1975 Training Assignment in the Sudan.

2.9 At the end of the first Juba course the Regional Government expressed itself highly satisfied with the work done and the Birmingham team felt that the considerable physical effort of pioneering the new venture had been fully justified by the results. The course participants themselves returned to the field with new knowledge, a wider competence in the various aspects of their work, a stronger sense of belonging to a single public service, and a fresh confidence in their ability to serve the public.

The Continuation of Training in 1976

2.10 In 1976 a further group of 8 senior administrative staff from the Ministry of Regional Administration attended the Birmingham short course, whilst a further 48 junior officers gathered for the second of the Juba courses. This time Mr. Douglas Lamb, who had participated throughout the previous Juba course, was responsible for the Birmingham University inputs to the Juba training. He was assisted for the whole of the programme by Mr. Christopher Davies, and by Government officials and United Nations personnel as had been the case in the previous year. The course members were not so well qualified as the previous year's intake, either in terms of educational background or in terms of working experience. There were no graduates, and only 7 of the

48 had proceeded with post-secondary education. In accordance with the policy of the Ministry of Regional Administration, the content of the course and the standard of the examinations were maintained on a par with those that had applied during the previous year. Predictably this led to a less favourable examination result at the end of the 1976 course, when there were 4 Grade A passes, 7 Grade B passes, 16 Grade C passes and 20 failures, with one student having withdrawn during the course to go on transfer to another Government department.

2.11 The Birmingham staff were somewhat disappointed with the course in 1976. Whilst the 1975 group of students had been stimulating to teach, the 1976 intake was less rewarding. It had become clear that the course was not only a means of training administrators but was also being used as an instrument for their "de-selection". The Regional Government was happy that it now had an additional yardstick (in the form of independent examination results) by which to measure the strengths and weaknesses of nearly one hundred of its junior local government administrators, but the use of training for this purpose caused the Birmingham staff some difficulties which are recorded in their report 1976 Local Government Administrators Training Assignment in the Sudan.

Induction Training in Khartoum, 1976

2.12 During the period when the 1976 Juba course was being conducted, the Ministry of Regional Administration was conducting selection tests for the appointment of 50 new administrative officers. This recruitment was part of a phased build-up of junior administrative staff in the Ministry, and was partly a measure to replace those staff who had been lost through normal wastage or who might be weeded out as a result of failing the Juba course. It is significant that Birmingham University's report on the 1976 Juba training programme which was issued towards the end of June, recorded that -

"the new junior officers will comprise the bulk of the intake to the 1977 course".

In fact this did not happen, for in mid-July the entire new intake was sent to Khartoum to attend a special induction programme that ran from July to November 1976. This course was organised by the Academy of

Administrative and Professional Sciences, which is a departmental training institution operated by the national Ministry of People's Local Government. The course provided sixteen weeks of theoretical and factual instruction, and also included four weeks practical attachment. The syllabus covered Development Administration and Social Studies, Legal Studies, Law relating to Local Government Services, Local Government, Sudan Politics, Finance and Accounts, and Public Administration. Consideration of this particular training programme was outside the terms of reference of the current evaluation, but the fact that the Khartoum course was run in 1976 had a profound effect on recruitment to the Juba course scheduled for 1977.

III. CURRENT TRAINING PROGRAMMES, 1977

3.1 At the time of writing (April 1977) there were three relevant training programmes in progress or in view during 1977. The third and final in-service training programme for junior administrators was running in Juba, with Birmingham University once more providing two members of staff to support the teaching programme. A further group of 8 senior officers (including 5 who had done particularly well on the 1975 Juba course) was just about to start the senior management course at Birmingham. Finally, the Ministry of Regional Administration in Juba was conducting a further competitive examination to recruit 30 additional trainee administrative officers, to be trained later in 1977 at the Academy of Administrative and Professional Sciences in Khartoum. This chapter must necessarily confine itself to describing the early stages of the Juba course, as the other two programmes had yet to start.

Junior Administrators Course in Juba, 1977

3.2 The general environment for the current junior administrators training was basically similar to that which prevailed in 1975 and 1976 and is described in Chapter II. As in previous years the venue for training was the Multi-Service Training Centre. Approximately 70% of the teaching and briefing inputs for the course were scheduled to be provided by Sudanese staff or United Nations personnel resident in Juba, with the remaining 30% being provided by visiting staff from Birmingham University.

3.3 The breakdown of subjects and topics was as follows -

- Economics 9%
- Administrative and Organisational Skills 20%
- Law and Administration 26%
- Local Government Finance 9%
- The Environment for Administration 7%
- The Local Government System 7%
- Motor Vehicle Maintenance 4%
- Other Special Subjects 9%
- Policy Briefing Sessions 9%

The above headings accord with those used in Appendix C, which gives full details of the 1976 programme. The 1977 syllabus has made certain minor changes in terminology and in time-balance between topics, but is basically similar.

Some Practical Difficulties Observed

3.4 The terms of reference for the evaluation mission asked for identification of specific difficulties that may have reduced the effectiveness of the training programme, and also called for comment on logistic and other problems associated with an institution in the United Kingdom running a course in a very undeveloped region. Whilst overall strengths and weaknesses of the Juba training programmes are evaluated in Chapter VI, it may be useful at this stage to describe some of the practical difficulties under which the training work was undertaken.

3.5 By comparison with the experience of previous years, a large number of the 1977 support services showed a definite improvement. Nevertheless there were numerous small problems which, in the unusually harsh climatic conditions of Juba, imposed a substantial strain on the stamina and patience of the staff responsible for running the course. The fact that the programme had been run twice before meant that preparation of original teaching material was reduced, but stencils for handouts that had been used on previous occasions had gone missing in the Ministry of Regional Administration and the preparation of much duplicate material had to be arranged at short notice. Fortunately the typing services were considerably improved compared with previous years, but duplicating paper was still in very short supply and the Birmingham team had to provide their own imported stocks in order to be sure of a reliable supply of study notes for the students. Although the extensive development administration library that had been provided in 1975 was available for the incoming course, the books had suffered from damp and rodents during their period of temporary storage in the Ministry Headquarters. Because of difficulties in arranging transport, it was not until the end of the first week that the books became accessible to the students on the new course.

3.6 Although the British Embassy Landrover allocated for use by the Birmingham staff was in generally good condition, the apparently straightforward tasks of obtaining an initial ration of fuel and replacing a defective battery absorbed a disproportionate amount of staff time during the team's first ten days in Juba. Accommodation for the Birmingham staff was available in the Juba Hotel and proved somewhat better than in previous years, but the water supply was still highly suspect and time had to be spent twice a day on filtration and cooling of large supplies of drinking water that were essential in the debilitating heat. The classroom and office accommodation at the Multi-Service Training Centre was the same as that provided in the two previous years. It was modest but very satisfactory, and the staff of the Centre continued to provide a warm welcome and all assistance that was in their power to afford. Nevertheless the Centre is still without residential accommodation for students, has no facilities for catering and is yet to be provided with a telephone.

3.7 In terms of staffing, the new programme started with a considerable advantage in that both Birmingham lecturers had had previous experience of teaching the Juba course. Mr. Christopher Davies who had participated throughout the 1976 programme was in charge of the Birmingham inputs during 1977, and for the first three weeks he was assisted by Mr. Douglas Lamb who had taught on both the 1975 and 1976 courses. For the latter part of the course Mr. Lamb's place was taken by Mr. Colin Palmer, who had not previously taught in the Sudan. All the local inputs for the course were scheduled to be provided by well-qualified and experienced staff, but at the last minute the local Commandant of Police (who had undertaken to give the Criminal Law lectures) was suddenly transferred. Simultaneously, illness amongst senior staff of the Ministry of Regional Administration placed an extra administrative burden on the Ministry's Training Officer, Sayed Andrew Revi, who had the overall responsibility for managing the course as well as a substantial teaching commitment. Problems such as these cannot be foreseen or provided for in advance, but are typical of the risks that must be accepted if courses are to be conducted in places where manpower resources are often stretched to the limit.

3.8 There were additional special difficulties that had to be overcome during the early weeks of the training programme. At quite short notice the Regional Government asked Birmingham University to delay the start of the course by one week, in view of a plebiscite that was being held in connection with the Presidential elections. The decision to change the starting date, together with the Administration's obvious preoccupation with the plebiscite, compounded all the normal difficulties of communication between outlying stations and Juba. Several participants on the course arrived very late, and it proved difficult to build up a cohesive and purposeful spirit during the first fortnight. Even after three weeks there were only 19 students enrolled and 10 of these were in fact some of the weaker members of the 1976 course who were being allowed to repeat the training programme in the hope that they might pass the examination at their second attempt. The fundamental reason for inadequate enrolment on the 1977 course is outlined in paragraph 2.12 above, and was that the new junior administrators recruited in 1976 were not available for this particular course after all. Quite apart from this, there appears to have been a general lack of clarity within the Ministry of Regional Administration about the expected attendance on the 1977 course. Early in 1977 Birmingham University had been advised that there might be a shortfall of students, but had been assured that the numbers would be at least 35. When the course was already in its second week, a specific enquiry was made in the Ministry Headquarters as part of the evaluation, and it was stated that about 25 participants were expected, including not more than 4 who would be repeating the course after failing it in 1976. Despite these assurances, only 9 officers who had not previously attended the course were enrolled by the end of the third week of the 1977 programme. It appears that, although selection for the course was undertaken by the Regional Ministry, Executive Directors in the Provinces exercised their discretion in declining to release some staff for training and in substituting certain others who had previously attended and failed the course.

3.9 It should be clear from the above description that the 1977 course was very much smaller and weaker than had been anticipated, and at one point early in the course the Ministry had given consideration to cancelling it altogether. It therefore proved somewhat embarrassing both to the Ministry of Regional Administration and to the Birmingham University staff that the evaluation visit should take place when this problematical course was only just beginning to settle down. In the circumstances the consultant felt obliged not to press for the extensive contact that he would have liked to have had with the course participants, as it seemed essential from an educational point of view to allow the staff and students to devote all their energies to making the best of a disappointing start. Nevertheless it proved possible to hold one plenary session with the group, to attend and participate in two teaching sessions, and to hold a series of small group interviews during which the background, aspirations and course experience of the students were discussed with them at some length.

A More Positive Side to the 1977 Juba Course

3.10 Although the above account is clearly depressing, all the staff involved in the 1977 course were determined to create the best they could from a difficult situation. The teaching programme proceeded as planned, and the students were hard at work. It was recognised that, even if the group presented special problems, it was a prime objective of training to give existing Ministry staff the fullest possible opportunity to acquire the knowledge and competence that they needed for their official duties. To this end the latecomers were given special help to catch up with the work they had missed, and the course was getting into its stride by early April. The smallness of the group proved to be an unexpected advantage, in that teaching could more easily be directed to the particular needs of individuals within a wide-ranging spectrum of abilities. Detailed information on the educational background of the participants was not available at the time the evaluation mission came to an end, but only two participants on the course appeared to have had post-secondary education. Thus the teaching was pitched at a less academic level, and the rate of instruction was somewhat reduced to take account of those who absorbed new material at a slower pace. The flexible approach of the teaching staff showed realism and sensitivity, which are essential attributes in this sort of training situation.

IV EVALUATION ACTIVITIES

4.1 This chapter describes the background to the evaluation mission, the constraints upon such work in the Sudan, and the nature of the evaluation work actually undertaken.

Background

4.2 The original Birmingham University proposals called for a measure of continuous monitoring and evaluation of the training scheme, together with a more comprehensive review that would be built around reciprocal visits by the Director of the Ministry of Regional Administration to Birmingham and by the Director of the Development Administration Group to Khartoum and Juba in the latter half of 1975. For various reasons this evaluation work could not be undertaken, although in mid-1976 the Acting Director of the Ministry of Regional Administration prepared a short evaluation note in which he described the encouraging performance of those who had attended the 1975 training programme.

4.3 Late in 1976 the Ministry of Overseas Development was advised that proposals were being prepared to request the continuation of Birmingham University's involvement in public administration training in the Southern Sudan. The Ministry felt that an evaluation of the past three years work was needed before there could be any commitment to further technical assistance along these lines. At the same time the Ministry was preparing an evaluation of study fellowships awarded to senior Indian civil servants, and it was decided to proceed with a parallel evaluation of the very different type of training that had been undertaken for and in the Southern Sudan.

4.4 Simultaneously but independently, it was agreed that Mr. John Davies, Administrator (Operations) of TETOC (Technical Education and Training Organisation for Overseas Countries) and Public Administration Adviser to the Ministry of Overseas Development, should visit the Sudan in early 1977 to prepare specific recommendations on the future involvement of British institutions in management and public administration training throughout the Sudan.

Constraints

4.5 Although the evaluation mission enjoyed a high degree of co-operation from all concerned, and proceeded without major hitches in a programme that was designed in advance but which evolved from day to day, a number of factors imposed constraints throughout the evaluation work -

- a) The Ministry of Regional Administration in Juba had received no formal advance notification to the effect that the evaluation mission was to take place.
- b) Senior Government officials in both Khartoum and Juba were slightly puzzled by the overlapping but independent terms of reference of two persons sent out by the British Government during the same period.
- c) Because the final terms of reference for the evaluation had only been settled a few days before the mission started, neither the Sudanese authorities nor the University of Birmingham staff in Juba had received them.
- d) Records held in the Ministry of Regional Administration, regarding the posting of ex-trainees throughout the Southern Region, were not up to date because of changes made by Commissioners in the Provinces and also because of temporary movements associated with the Presidential plebiscite campaign that was underway during the evaluation mission.
- e) The consultant was advised that, in view of (a) above, it would be inappropriate to seek access to the routine confidential reports prepared by line managers on the performance of ex-trainees, as these records were normally accessible only to the Executive Directors in the Provinces and to the Director of the Ministry Headquarters.
- f) Temporary absences of several senior officers from their stations reduced the opportunities for discussing the performance of ex-trainees with line managers; as did the fact that, whenever such meetings could be arranged, senior officers were frequently interrupted by intrusions from junior staff and members of the public.

- g) Problems arising from the poor enrolment on the 1977 course at Juba, together with the late arrival and sickness of several students, limited the opportunities for effective observation of course work in progress.

In the circumstances that prevailed, the evaluation had to be based primarily on subjective impressions formed from interviewing a limited sample of ex-trainees and their line managers. For this reason it is presented in a narrative rather than a quantitative way.

Description of Evaluation Activities

4.6 The evaluation work commenced in England, with discussions that were held with staff of the University of Birmingham and the Ministry of Overseas Development. These discussions produced basic information on the training programmes in the Sudan, and established practical parameters for the evaluation activities. Details of the actual itinerary followed within the Sudan, together with information on the persons interviewed, are set out fully in Appendix A but are summarised below.

4.7 On arrival in Khartoum, meetings were arranged with staff of the British Council, the Sudan Institute of Public Administration, the Academy of Administrative and Professional Sciences and the Sudan Academy of Administrative Sciences. These meetings were useful in setting Birmingham University's assistance in the context of the Sudan Government's national policy for staff development.

4.8 On reaching Juba, initial familiarisation meetings were held with officials of the Ministry of Regional Administration and the Ministry of Public Service, with staff of the UNDP and the ILO, with Birmingham University lecturers and with students on the Junior Administrators Course. A number of preliminary interviews was then held with past participants on both the Juba and the Birmingham courses. On the basis of these initial interviews, a strategy for the evaluation work was drawn up and a series of visits was arranged.

4.9 The early enquiries, discussions and interviews confirmed the impression formed prior to the start of the mission, which was that the range of backgrounds and capabilities of ex-trainees, the uneven

pattern of supervision and the limited personnel records made it impossible to pursue an evaluation on the basis of quantifiable data and standardised scoring techniques. Instead a series of hypotheses was drawn up on the basis of -

- a) Birmingham University reports on the 1975 and 1976 Juba Courses;
- b) comments of senior staff in the Ministry of Regional Administration, Juba;
- c) advice of Mr. Jalil Malik, United Nations Adviser in Public Administration, Juba; and
- d) the first twelve interviews conducted with ex-trainees.

A four day visit was then made to provincial and district centres in Bahr-el-Ghazal and Lakes Provinces, where a further series of interviews was conducted with senior and junior officials, including a high proportion of ex-trainees from both the Birmingham and the Juba courses.

4.10 Further interviewing was then undertaken in Juba at Regional Headquarters and amongst staff of Eastern Equatoria Province. Visits were made by light aircraft to Jonglei and Upper Nile Provinces, and additional visits within Eastern Equatoria Province and to Western Equatoria Province would have been made but for the combined constraints of bad weather and a last-minute lack of aviation fuel. Coverage of the various training programmes was rounded off by extensive interviewing of the students on the 1977 Juba course.

4.11 Altogether it proved possible to interview 10 of the 25 senior officers who attended the Birmingham courses between 1975 and 1977, and 36 of the 103 junior officers who attended the Juba courses during the same period. A further breakdown of the coverage of those who attended the Juba courses may be of interest -

1975

48 attended the course with the following results -

- 16 passed with Grade A, and 9 of these were interviewed (56%)
- 17 passed with Grade B, and 4 of these were interviewed (23%)
- 11 passed with Grade C, and 2 of these were interviewed (18%)
- 4 failed the course and 1 of these was interviewed (25%)

Thus 33% of the 1975 course members were interviewed.

1976

47 attended the course, and 1 person who failed the 1975 course was allowed to resit the examination. The results were -

4 passed with Grade A, and one of these was interviewed (25%)

7 passed with Grade B, and none of these was seen (0%)

16 passed with Grade C, and 3 of these were interviewed (19%)

20 failed the course and 10 of these were seen (50%)

Thus 30% of the 1976 course members were interviewed.

1977

19 students were attending the current course as at 2nd April 1977, and of these 17 were interviewed (2 being sick). Thus 89% of the 1977 course were seen, but 10 of the 19 had previously been enrolled on the 1976 course. Having failed the examination on that occasion they were being allowed to repeat the course in 1977. There is thus a "double counting" which has been adjusted in the summary at the beginning of this paragraph.

4.12 On completion of the overall programme of travelling and interviewing in the Southern Region, final discussions and a sharing of conclusions were undertaken in Juba with senior staff of the Ministry of Regional Administration, with Birmingham University lecturers and with United Nations personnel. Further discussions were subsequently held in Khartoum with the Regional Minister of Regional Administration, with senior staff of the Ministry of People's Local Government, with the Acting Director of the Sudan Institute of Public Administration, and with the Principal of the Academy of Administrative and Professional Sciences.

5.1 Although the terms of reference relating to this evaluation called for a concentration on the Juba courses for junior staff, information was also sought on the impact of training provided in Birmingham for senior officers. To this end it proved possible to have thorough discussions with 3 of the 9 who attended the 1975 short course at Birmingham, with 3 of the 8 who attended the 1976 course, and with 4 of the 8 scheduled to attend the 1977 course. In addition many hours were spent with the Training Officer in the Ministry of Regional Administration, who had completed the Birmingham University Diploma in Development Administration.

The Birmingham Short Course Programme

5.2 Those officers who had spent time in Birmingham certainly looked back upon their experience with appreciation, pleasure and considerable pride. Some gave the impression that the generosity of the United Nations study fellowship had been the highlight of the experience, and one considered that the training programme was a "refresher course" because he had gone to the United Kingdom "to get refreshed". This particular officer appeared to have brought back vivid memories but few additional skills. Nevertheless, amongst the public servants interviewed in the Southern Sudan, those who had attended the Senior Administrators' Course in Birmingham stood out as unusually competent and confident amongst their peer group. It was also clear that their superior officers regarded them as particularly useful and knowledgeable. On the other hand, in the absence of any base line data regarding their skills and attitudes prior to their being sent for training, it is impossible to judge the extent to which the Birmingham course had influenced their current level of performance. It is also impossible to judge the extent to which the effects of their overseas training may have been blunted or even reversed by the whole administrative and political culture within which they have operated since their return to the Southern Sudan.

5.3 All those who had attended the courses in Birmingham spoke freely and frankly about their training and about their working experience since their return. Perhaps the best way to convey a useful and authentic picture of their present attitudes and

competences (without betraying confidences or identifying the shortcomings of individual officers) is to present a composite account of what was noted during the period of the evaluation, together with some essentially subjective comments by way of conclusion.

5.4 A major objective of the Birmingham course is to improve development planning skills. Comments on this part of the teaching were unanimously appreciative, but several of the officers considered that they had had very little opportunity to put their new ideas and skills into practice. One pointed out that he had been trained on a course in rural development, but had been posted to urban local authorities throughout his service since completing his overseas training. Another said that in his work he was so preoccupied with routine administration, law enforcement, tax collection and the provision of basic services that he never engaged in development planning. Two other officers gave a much more positive assessment of the usefulness of this aspect of their training. One of them was posted in an urban area whilst the other had responsibilities in a rural region. Both stated that they had found several opportunities to put their development planning skills into practice, and had found that they were able to obtain good results. Another officer enthused about the development planning skills that he had acquired during his time at Birmingham, but the district development plan that he produced for inspection proved to be entirely lacking in either substance or utility.

5.5 Several of the officers who had attended the Birmingham course showed a considerable interest in the concept and techniques of corporate management. In two cases there was evidence of perception, competence and adaptation of the basic principles to suit local circumstances. In one particular case there appeared to have been substantial improvement in delegation of responsibility to junior staff, and in overall encouragement of group consultation and team responsibility. On the other hand, the majority of ex-trainees seemed unable to relate what they had learnt and seen in British local government conditions to the small-scale, all-purpose units of administration within their own country.

5.6 The courses in Birmingham laid stress on the organisation of local institutions, and sought to increase the competence of students to analyse and reform such institutions where necessary. Although the ex-trainees were appreciative of the teaching they had received on these subjects, they seemed to be aware that their own institutional environment was extremely complex, and that they were generally operating at too low a level within it to be able to make any significant contribution to the planning and implementation of significant reforms. One of the persons interviewed stated quite frankly that he was caught up in "complex problems of structures that will not respond solely to training". It would appear that the Birmingham courses have enabled a capable group of senior officers to become more aware of fundamental problems that they face in the Southern Sudan, but there seems to be no evidence at present that this increased awareness is leading towards any significant reappraisal of institutional and organisational problems that persist in the Southern region.

5.7 Several of the ex-trainees spoke appreciatively of their study of modern management techniques, particularly network analysis and management by objectives. They had been impressed to see such techniques in operation in the British environment, but there appeared to be no evidence that they had been able to transfer such techniques to the environment in which they were operating. Rather there was a subconscious acceptance that the Government systems in the Southern Sudan were essentially administrative rather than managerial, and systems of policy implementation, resource allocation and manpower utilization were little changed from the days when they were laid down under the colonial regime. The officers interviewed were of the opinion that, until major policy changes were made at the top level of government, there was little scope for the local introduction of modern management techniques within the public service. In this regard they may have been rationalising the fact that the local administrative culture remains highly authoritarian, and they were unwilling to be seen departing from it either in the eyes of their superiors or in the eyes of the general public.

5.8 One very positive impression remained in relation to those who had been to Birmingham for training. They had a definite confidence, a broader overall awareness of problems of development administration, in addition to the subtly superior status of having studied overseas. Although a substantial proportion of what they had studied at Birmingham seemed to be beyond their competence as regards immediate implementation, the situation may steadily improve as the years pass. What is clear at the present time is that, particularly in the higher levels of the Ministry of Regional Administration, the Birmingham course is seen as an important component within an overall staff development programme. Two of its major attractions are that, whilst it is of a strong academic calibre and covers a broad spectrum of subjects, it is relatively short as well as being strongly practical in its whole approach. There was also frequent and appreciative comment upon the fact that a significant proportion of the teaching staff at Birmingham have personal and intimate knowledge of the situation in the Southern Sudan.

5.9 It proved impossible to interview a meaningful sample of those who had completed either the Diploma or the Masters courses at Birmingham, but the small sample of those who had attended the short courses showed positive (though not uncritical) appreciation of their training overseas. In the absence of adequate baseline data and specific indicators for improved post-training performance, evaluation remains a matter of subjective impressions. Within the limitations of this type of evaluation, the impression remains of a positive and worthwhile result from the senior administrative officers' training programme in Birmingham, with the possibility that further benefits will follow as the regional administration becomes more amenable to the introduction of modern management techniques.

VI EVALUATION OF THE JUNIOR ADMINISTRATORS' TRAINING COURSES IN JUBA

6.1 The consultant's terms of reference called for the identification of specific tangible benefits which have derived from the Juba courses, regarding ways in which trainees and their employing organisations have been able to apply additional skills, knowledge and experience to improve their work performance. The terms of reference also asked for an assessment of the degree to which the Development Administration Group's training has been relevant to the trainees' working and cultural environment. In the absence of base-line data and precise indicators by which to measure the performance of the trainees, the evaluation has proceeded on the basis of collating and interpreting the opinions of a cross-section of public officials, which have then been checked against the opinions of qualified observers and the practical evidence discovered by the consultant during his visit. Where informants appeared unduly biased or unduly polite, their opinions have been discounted. The evaluation which follows is highly subjective, but attempts to present the fullest possible picture that could be drawn together during the period of the mission.

6.2 The material for this evaluation has been drawn from five separate identifiable categories of informant. The first group comprises very senior officials within the Regional Government, whilst the second group consists of upper middle-level line managers who have been the immediate supervisors of many of the ex-trainees. The third group consists of a cross-section of ex-trainees who performed well on the Juba courses, whilst the fourth group is representative of those who did less well or even failed the course. The fifth and final component for this evaluation consists of the observation of the consultant, as moderated and amplified in the course of discussions with observers outside the Ministry of Regional Administration.

Comments of Top Management

6.3 At the highest levels of the Regional Government, consistent appreciation of the Juba training programme was forthcoming. Amongst Ministers, Commissioners, Executive Directors and Assistant Commissioners, the only criticisms raised were in relation to the inadequate calibre of some of the staff sent for training and problems arising from promotion blockages that had led to a degree of disillusion in some of the people

who performed best on the training programmes. As regards post-training performance, comments were almost universally positive and appreciative. It was stated that the courses have definitely helped the better men to become more effective, and those who were capable of grasping the new material had made good use of their training. They had shown a positive attitude and a greater ability to accept responsibility, and many of them were proving very effective in running local councils. Others had performed particularly well on secondment to the Sudan Socialist Union, and in relation to tax collection duties. Competence in local government financial work had improved as a result of training, and the practicality of the training had been particularly appreciated. It must be added, however, that senior level management was aware that the benefits of training had been unequally spread across the ex-trainees. Whilst the more capable men had gained a great deal, a significant proportion of the weaker officers had gained very much less. It was generally recognised that the training programme had had a dual function - in the words of one senior official, it had been effective both "to train and to weed". The concensus view amongst the most senior officials was that the Juba training programme had been highly effective on both counts.

The View of Upper-Middle Level Line Managers

6.4 The view expressed by a cross-section of middle management officials was somewhat different. This group included a number of officers who had attended the short courses in Birmingham, together with others who had received graduate and post-graduate training in Khartoum. They were competent, informed and articulate people, heading local authorities or holding senior positions in the provincial administration. Many of them considered that the Juba courses had attempted too much. Whilst the real need of junior officers was to learn how to handle office routines, the course had tried to initiate them into the more exotic skills of development planning. It would have been better to reserve such subjects for subsequent training, particularly as there was a continuing lack of council funds for development work. One of the failures that had been observed was that crammed learning evaporates quickly under the pressure of work, and many of the trainees had returned to find that massive arrears of taxation and the routine requests of petitioners were the two major things that preoccupied them from day to day. Several line managers said that many of those who had been trained at Juba had found considerable difficulty in handling ordinary office

routines, and had had very limited success in putting their new management learning into practice. These difficulties had been aggravated by the fact that some of the ex-trainees had been given inappropriate postings, and few of them had received adequate supervision during the post-training phase of their staff development experience.

6.5 The group of officers who raised these issues recognised that some of the points were in fact criticisms of their own supervision of the ex-trainees serving under them, and they balanced the criticisms with a number of commendations. One line manager commented that the Juba course appeared to have been much more useful than the post-graduate academic training that he himself had received at the University of Khartoum during his own early career. Another senior officer said that those who had been trained at Juba (and particularly those trained in 1975) had been widely appreciative of the training they had received. Most important of all, there was general agreement that the Juba courses had performed a valuable function in pulling together the very diverse group of junior administrators recruited to the Regional Government service in 1972, by giving them a common body of knowledge and a common approach to administration which had been particularly noticeable and beneficial since they had returned to their work.

6.6 Despite the specific criticisms made, it is clear that this second group of senior officers regarded the Juba training programme as an important and valuable input to the staff development programme of the Ministry of Regional Administration.

Opinions of the More Successful Juba Trainees

6.7 Amongst the officers who had obtained good results at the end of the Juba courses, there was sincere and wide-ranging appreciation of the way in which the course had helped them in their work. They had found the Juba training much more useful and practical than the Khartoum course attended in 1972. They commented that the Juba course had helped them to differentiate clearly between the political, economic and administrative strands of their work, and had equipped them to analyse problems much more successfully on their return to administrative duties. It had given them a better comprehension of Government administration, management techniques, rural development planning and programming. The case studies, the addresses given by

specialists and the various visits had given them many new ideas that they were able to use in their work. Practical exercises in writing reports and presenting papers to the group had increased their skills in this respect. Some (but not all) felt competent with the miming of meetings and the basic skills of community development work. Practical subjects such as the control and maintenance of vehicles had been very useful, and there was general praise for the comprehensive nature of the instruction given. Many course participants remarked that their own wider knowledge and understanding at the end of the course had given them a new confidence in their administrative work as a whole. There was also comment upon the fact that the experience of attending the course had modified their attitudes to the use of administrative power. Several ex-trainees commented upon the enthusiastic way in which the teachers had approached their task.

6.8 Despite these appreciative comments, there were also a number of expressions of criticism and frustration. Many ex-trainees considered that the course was too short, too crowded with a multitude of subjects, and substantially indigestible. Some would have liked less law, although others would have liked to have gone further with legal studies. Some felt that there should have been specialisation within the course on either rural or urban subjects but others insisted on the need for generalist training at the present time. Several ex-trainees felt that they had studied hard to pass an examination, but had tended to revert to their old ways after the course was over. Quite frequently they had experienced a clash between the principles taught on the course and the practices of their immediate superiors. Some ex-trainees complained that they had been given no clear duties after the course was over, and that this had reduced both their job satisfaction and their opportunity to consolidate what they had learnt under training. Others were pessimistic about the effectiveness of training in a situation where law and practice were in a state of flux, and where there were no clear strategies or sources of finance upon which practical development administration could be established. Once again it is interesting that the criticisms were directed more against the total working environment than against particular components of the Juba training programme. Several of these comments are standard ones which arise whenever junior officers are given short

courses within a rapidly changing political situation, and the major criticism that calls for consideration in this particular context is the one relating to the overcrowded nature of the syllabus.

Opinions of the Less Successful Juba Trainees

6.9 Those who were less successful during their training at Juba also criticised the amount of ground they had been expected to cover during the short period of training. Several considered that the whole training programme was just too wide-ranging and difficult for them, and had proceeded at too fast a pace. Some admitted that the range of subjects covered was in fact the range of subjects that they had to deal with in their work, and came close to accepting that the job of administrative officer was just too difficult for them. On the other hand, other officers in this category argued that their work as junior administrators (particularly in urban areas) was quite narrow in practice, relating almost exclusively to the collection of tax. In these circumstances it would have been better if the course had concentrated on such practical issues as the collection of market fees and other taxes. These comments may reveal more about the inadequacies of the junior administrators who made them than about inadequacies in the training programme, but they also suggest that the training programme itself was beyond the capabilities of some of those who were nominated to attend it.

6.10 There was, however, considerable appreciation expressed even by those course members whose performance was below average. Almost all those in this category who were interviewed considered that they were putting into practice what they had learnt on the course. Some felt they were doing this subconsciously, and thus were unable to point to particular examples of the way in which this was happening. Others said they were managing their time better, were practising delegation, were more competent in tackling routine office work and in problems of Council management. They felt a generally increased confidence in dealing with members of the public, and one ex-trainee put it bluntly when he said he now felt able to handle jobs "without fear". Whilst the training obviously did not transform weak officers into strong ones, there were definite indications that even the weaker staff had learnt to make fuller use of their latent abilities as a result of the training they received at Juba.

Observations and Conclusions of the Consultant

6.11 Discussions with a broad cross section of staff, combined with the visits made to a number of administrative offices throughout the Southern Sudan, made it clear that the cadre of junior administrative officers (for whom the Juba training programme was designed) is required to cover a very broad spectrum of duties. Many are generalists, with a mainly regulatory function combined with the role of a change agent. This is particularly true in the more remote rural areas. On the other hand, junior officers in urban areas are often pursuing a very narrow range of duties which usually revolve around tax collection. They are called upon to have a much deeper and more precise knowledge of certain laws and financial regulations, whilst problems of development planning are entirely extraneous to their normal duties. In these circumstances the Juba course had the ambitious objective of trying to be "all things to all men". Not only was the available time extremely short for the wide range of topics to be covered, but the trainees themselves were not an entirely homogeneous group. Although they had all been recruited at the same time to the same grade in the same Ministry, they were diverse in terms of background experience and operational responsibilities. As such it is extremely easy to criticise the course, and less easy to suggest what alternative strategies might have been adopted. The Ministry of Regional Administration quite deliberately chose to provide common-syllabus courses for three successive years in order to give standardised training to the large and disparate group of junior administrative officers that it had inherited from the Peace Agreement of 1972. It sought to transmit a general body of knowledge to the whole group, to test them by the same criteria, to identify those capable of taking on heavier responsibility and those incapable of handling their existing responsibility. The Ministry sought to improve performance across a wide range of duties, and lay the foundations for the more ambitious development administration which it hoped might become possible in the near future. This was the course of action which the Ministry judged was necessary, and it is greatly to the credit of the Birmingham team that they were willing to enter into this high-risk partnership - for the risk of not attempting this staff development programme would have been the disintegration of the whole administrative infrastructure of the Southern Sudan.

6.12 The programme had a number of shortcomings. With hindsight it is possible to suggest that there should have been less emphasis on development planning and more emphasis on routine administrative skills. It is also possible to suggest that less should have been taught rather more slowly, in order to consolidate a smaller basic core of knowledge. Similarly it might have been better to separate the tasks of training and "deselection", building in a greater degree of flexibility within the programme so that the third year of training could have been switched away from the small remaining group of junior administrators (who will probably glean little benefit from it) and used for the new Council Management Course which the Ministry of Regional Administration now regards as a matter of high priority. Nevertheless, the programme has given a broad-ranging boost to the competence and confidence of an administration under considerable stress. As was suggested by the Deputy Representative of the British Council in Khartoum, the Birmingham contribution to the Juba training programme may well have been the most cost-effective contribution that British aid has made to the Southern Sudan in recent years.

VII EVALUATION OF BIRMINGHAM UNIVERSITY'S OVERALL CONTRIBUTION TO THE OPERATIONAL CAPACITY OF THE SOUTHERN SUDAN ADMINISTRATION

7.1 The two preceding chapters have attempted to evaluate the major training programmes provided to staff of the Southern Sudan's administration by Birmingham University's Institute of Local Government Studies. The consultant's terms of reference also asked for observations on the more general role that the Development Administration Group has played in helping the Southern Sudanese Administration to overcome substantial inadequacies in manning during the post-war years.

7.2 It was quite clear during the course of the evaluation that the Regional Government of the Southern Sudan regarded the Birmingham University contribution as something very much broader than the provision of training courses for a number of administrative staff. Of prime importance has been the continuing value of the report of the 1974 survey mission (referred to at paragraphs 2.1 and 2.2 above). Its quality has also encouraged the Regional Government to turn to Birmingham University for advice on more specific matters. Costing and organisational studies have been produced, and one member of the Birmingham team has been co-opted on to the Vice-President's Taxation Enquiry Committee. It is additionally significant that the EEC, in setting up a mission to advise on its contribution to the new University of Juba, turned to Birmingham University's Institute of Local Government Studies for one of its members.

7.3 Considerable importance has also been attached to the continuously open line of communication between the Institute in Birmingham and the Ministry of Regional Administration in Juba. The geographical remoteness of the Southern Sudan, heightened by the isolation caused by the long civil war, has created a situation in which reliable communication links with the outside world have a special psychological value. The fact that the Ministry of Regional Administration in Juba has had this special relationship with an international centre for the study of local government and development administration has been the source of real encouragement and confidence for the Southern Sudanese administrators in their uphill task. In common with other areas of the world that have been on the receiving end of substantial post-emergency assistance, officials of the Regional Government have had to accept their share of patronising

attitudes from bilateral aid missions, international agencies and even some of their own compatriots. In these circumstances, the long-term partnership with Birmingham University's administrative training staff has provided a valued companionship from the point of view of the Southern Sudan administrators.

7.4 This may seem a strange way to describe the relationship between a British University and an African Regional Government, but the consultancy and training work has been distinguished by an unusually high degree of collaboration and mutual respect in personal relationships. The Birmingham team has made a point of doing things with rather than for the local staff, and this method of working has been in strong contrast with much of the other aid that has been given to the Southern Sudan. The local administrators and political leaders have been quick to notice the distinctive quality of this assistance and have warmed to the confidence placed in them and in the future of the Southern Sudan by the Birmingham University team. Thus the Birmingham University contribution has been very much more than the teaching of factual knowledge and appropriate management skills. They have created a situation in which their enthusiasm and competence have been infectious, and have boosted the morale of the hard-pressed administrators in the Southern Sudan. The staff of the Development Administration Group have also shown a sensitivity, a flexibility and a determination in their approach to the training programme which has proved both an encouragement and an example to the Sudanese staff with whom they have been working. During the course of the evaluation mission this point came across time and again, in the warmth and respect with which senior officials of the Regional Government referred to the contribution of the Birmingham staff.

7.5 One particular aspect of the Birmingham contribution which has been important in the past and which offers a valuable resource for the future is the continuity of the assistance that has been given. The Southern Sudan is not amongst the most attractive physical environments in which technical assistance is made available, and the Regional Government has had to cope with a number of "hit and run" donors who seek to make a short-term physical contribution rather than offering a long-term commitment to the more intractable problems of the Southern Sudan. The Regional Government has been impressed by the willingness of Birmingham University to engage in a programme

over a period of three years in the first instance, and has been especially pleased to discover a willingness to continue this programme in whatever form may be most appropriate to the changing needs of the local administration. The Regional Government recognises that the Birmingham staff are obtaining little job satisfaction from the 1977 junior administrators' course in Juba, but is grateful that they are willing to complete the series and thus allow the Ministry of Regional Administration to keep faith with the commitment made to its staff in 1975.

7.6 The mutual respect and confidence that have built up over the years between the Ministry of Regional Administration and the Institute of Local Government Studies in Birmingham are one reason for the achievements of the past three years. They also constitute a resource that can have a valuable bearing on the way in which manpower problems of the next few years will be tackled, and on the training decisions that will have to be made during the next few months. These matters are taken further in the final two chapters of this report.

VIII MANPOWER RESOURCES, ADMINISTRATIVE REQUIREMENTS AND THE
IMPLICATIONS FOR FUTURE TRAINING

8.1 Even a fleeting visit to a cross-section of Government offices in the Southern Sudan reveals one of the most serious legacies of seventeen years of civil war - the missing generation of middle-level administrators, professionals and technical officers. Only the passing of several decades will remove this serious problem, for the present generation of junior officers will go through their careers devoid of the practical on-the-job training that the missing generation would normally have provided. There is a widespread hope in the Regional Government that this long-term problem can be alleviated by the substantial recruitment of well qualified school leavers and graduates, but the latest data on school, college and university output trends is somewhat discouraging. Dr. Robin Mills, of the Manpower Unit in the Regional Ministry of Public Service, produced in March 1977 the draft of a paper entitled Present Day Manpower Demand and Supply in the Public Sector of the Southern Region of the Sudan which concludes that -

"For some considerable time to come the educational system is not going to provide sufficient numbers of qualified and skilled manpower.....The total production of graduate and diploma level Southern manpower in the next four to five years will not fill the vacancies existing in 1976, let alone the posts to be created in the Six-Year Plan."

8.2 Although it is advisable to avoid too narrow a sectoral approach towards manpower and training requirements, the present report must concentrate on the needs of the Ministry of Regional Administration with regard to junior, middle and senior level-administrators in the local government service. The Ministry of Regional Administration, Police and Prisons accounts for 58.5% of all posts within the Regional Government and, even if the specialised services of Police and Prisons are excluded, the remaining personnel whose emoluments are the responsibility of the Ministry of Regional Administration amount to more than 37% of the 56,659 employees provided for in the 1975/76 budget of the Southern Region Government. Of course the vast majority of these posts are in unclassified categories, and a further substantial number refer to clerical posts and to certain professional and technical staff providing educational and agricultural services within the local authority system. Nevertheless, the administrative manpower requirements of the Ministry of Regional Administration are clearly of prime importance

to the region, particularly as regards the co-ordinating function relating to development initiatives.

8.3 Although a wide range of manpower figures is now available for the public sector at large (primarily through the efforts of Dr. Mills and his colleagues in the Ministry of Public Service) it is not at all easy to discover the real manpower requirements for the administrative sector within the Ministry of Regional Administration. There appears to be a genuine uncertainty about the long-term manpower needs and even about the actual numbers of staff currently in post. The latter point may appear rather surprising, but shortages of personnel at the Ministry Headquarters together with the disruption of creating three new Provinces in the very recent past have produced a situation where authoritative information is hard to obtain and the records available within the Ministry Headquarters are not entirely reliable. Bearing in mind that there will continue to be pressures brought to bear upon the system of personnel records by continuing recruitment of junior administrative staff, inter-provincial posting, the secondment of staff for service with the Sudan Socialist Union, and the mobility caused by an ambitious programme of staff training, it would be worth introducing a more comprehensive and flexible system of recording and displaying the number of established administrative posts, the actual whereabouts of officers in posts, the training situation, the number of vacancies, and the action being taken to fill vacancies.

8.4 According to figures abstracted from the 1976/77 Approved Budget and Nominal Roll of the Regional Government, the Ministry of Regional Administration (excluding posts in the Police and Prison Services) had 415 administrative and professional posts, of which 288 were filled and 127 were vacant. On the other hand, during the evaluation visit the Ministry of Regional Administration advised that it had 209 officers of this category in post, with a vacancy position that was currently unclear. Whilst problems of categorisation and different effective dates can often account for minor differences, the major discrepancy between the two sets of figures is a further indication of the need for some more precise system for monitoring the personnel situation. It was in fact suggested during the evaluation mission that the major problems of recruitment to the 1977 course in Juba (see para 3.6) were largely attributable to the fact that, ever since 1974, the Ministry of Regional Administration had been working on the assumption that it had approximately 150 Junior

Administrative Officers in post; whereas promotions, transfers, retirements, dismissals and deaths had reduced this figure to 94 by the beginning of 1977.

8.5 One senior official in Khartoum, who was deeply involved in public administration training, suggested that the real training needs in the South could only be met if much more time and effort were put into analysing the actual needs themselves. Whilst the long term macro-level needs of the public service at large are being studied by the Ministry of Public Service, and the short term micro-level training requirements in the Ministry of Regional Administration are being tackled by an active programme of courses, there still appears to be an urgent need for a comprehensive correlation of information on manpower trends and training programmes. This may become possible once the Ministry receives its additional Training Officer, who is currently completing post-graduate studies at Birmingham University prior to his return to Juba later this year. Already, however, the Ministry has drawn up a Six-Year Training Scheme to cover the period 1977 to 1983. This is part of the Ministry's submission for the Region's forthcoming Development Plan, and it includes the following -

- i) Sending to Birmingham University each year 6 officers to undertake the post-graduate Diploma in Development Administration, 2 officers to follow the Master's course in Development Administration and 9 officers to attend the four months Rural Management Course.
- ii) Sending each year to the Academy of Administrative and Professional Sciences in Khartoum 8 officers to attend a five weeks course in Senior Local Government Administration, and 8 officers to attend a twelve weeks course in Development Administration.
- iii) Each year to hold in Juba at the Multi-Service Training Centre a course of between eight and ten weeks in Council Management (with emphasis on financial management) for 20 serving officers in local councils.
- iv) Also at Juba to run a short course for the upgrading of 20 Council bookkeepers each year.
- v) To arrange other miscellaneous upgrading courses for approximately 10 support staff each year.
- vi) Every two years to mount a course in Juba, that will provide twenty to twenty-four months pre-service training in accountancy to 20 new recruits.

This ambitious programme is commendable evidence that the Ministry of Regional Administration is serious in its desire to press on with training, as the major tool for tackling its serious manpower problems. Unfortunately these long-range plans were only made available at the very end of the evaluation mission, and there was therefore no opportunity to work through them alongside the available personnel records. What would now appear to be needed is a detailed study (possibly using network analysis techniques) to relate existing manpower in post, educational qualifications and past training experience, likely expansion of establishments and dates when new staff will be in post, time schedules for the release of staff to attend training programmes, similar schedules showing the availability of accommodation and training staff, and budgetary provision to ensure that the schemes can be financed. One result of such analysis might be that the existing proposals cannot be put into practice without the recruitment of additional administrative staff to maintain services during an era of intensive training. Another possibility is that the various training proposals would have to be ranked in a specific order of priority, so that there could be advance agreement on which proposals should be postponed or even cancelled if operational pressures on the administration were such that the whole of the ambitious programme could not be put into effect.

OPTIONS AND PRIORITIES FOR FUTURE BRITISH
ASSISTANCE TO TRAINING PROGRAMMES

9.1 The Sudan Government and the Regional Government in the South have both been greatly encouraged by recent British assistance with public administration and management training, and they seek a continuation of appropriate forms of training support. In the South the input of Birmingham University's Institute of Local Government Studies has been the leading form of training assistance during the past three years, and the Regional Government is anxious to build upon this foundation with an ongoing programme of more specialised courses.

Some Underlying Problems

9.2 Although the Ministry of Regional Administration has already drawn up an outline training programme for the period 1977 to 1983 (see para. 8.5 above) there appears to have been somewhat inadequate analysis of the manpower situation and the training requirements within particular sectors of the public service. The future shape of personnel establishments (in some cases even the present strengths in Ministries) is open to doubt, and there is a general lack of job descriptions. Those responsible for staff development and training appear to be caught in the classic dilemma, where their professional judgement tells them there is a need for deeper study and analysis of the training requirements but the urgent political need is to arrange training programmes and place staff on courses as quickly as possible.

9.3 A further problem in the South is knowing how the Regional Government should relate to the many different national training institutes and academies that are based in Khartoum. For the public sector alone, Khartoum offers courses at the University, at the Sudan Institute of Public Administration (long established, but now going through a difficult phase), the Academy of Administrative and Professional Sciences (serving the needs of local government on a nationwide basis, but until recently concentrating its work on the north), the Sudan Academy of Administrative Sciences (a grandiose scheme to draw together all top level management training, but currently showing little evidence of becoming operational), an Academy of Financial and Economic Studies (newly started by the

Ministry of Finance with World Bank support), together with proposals to establish an Institute of Work Study as a separate entity. In relation to this multiplicity of training institutions, one officer in the South remarked that "Khartoum is its own problem". Quite clearly there are difficulties in knowing the direction in which training should be developed in the South when there is uncertainty about the path it is following at the national level. In relation to local government, it is fortunate that good working relationships are being built up between the Institute of Local Government Studies in Birmingham, the Ministry of Regional Administration in Juba, and the Academy of Administrative and Professional Sciences in Khartoum.

9.4 In the South the institutional situation is much simpler, but even here there are incipient problems which will have to be resolved. The Ministry of Regional Administration (the only Ministry in the Southern Region which has a Training Officer) is pressing ahead with its own programmes to meet the training requirements of its own staff. Meanwhile the Ministry of Co-operatives and Rural Development has established the new Rural Development Institute at Amadi, which is approximately one day's drive to the south-west of Juba. The Ministry of Public Service and Administrative Reform has plans to expand the existing Multi-Service Training Centre and to establish a Regional Institute of Public Administration with a semi-autonomous status. Lastly the new University of Juba has ambitious development plans which will inevitably impinge upon public service training.

9.5 Bearing in mind this institutional complexity, the uncertainty regarding future plans, the general state of flux in which the Regional Administration finds itself at the present time and the pressures which inevitably tend to relegate long-range training plans to a position of low priority, the clarification of options and priorities for future British assistance is no easy matter. The presentation of any externally designed package could well be counter-productive, as the Regional Government will only be fully committed to training schemes that it has worked out for itself. What is required is British Government agreement to certain general types of assistance, the details of which can then be worked out by and with the Regional Government according to training priorities as they perceive them initially, and as they will have to keep redefining them under the fluid conditions of the next few years.

Short-term Priorities

9.6 Recent training initiatives have imparted a definite momentum to the staff development activities of the Ministry of Regional Administration and the maximum benefit will be reaped from past initiatives if this existing momentum is maintained and even accelerated. In Sayed Andrew Revi (the Ministry's Training Officer) and Mr. Jalil Malik (the United Nations Adviser attached to the Ministry) there is a committed and highly competent nucleus for continuing training. The Ministry is seeking further assistance from the University of Birmingham in order to launch a new type of training in the form of a Council Management Course, which will last approximately eight weeks and concentrate on problems of financial management in the local authorities. They envisage that there is a need for one of these courses for each of the next three years, but they also expect that this programme will be subjected to regular review. In view of other heavy commitments, it is very unlikely that the two persons concerned will be able to mount this new training programme unless they receive appropriate outside assistance. There is therefore a very strong case for Birmingham University to become involved in this new programme, exploiting to the full the experience gained by involvement in Juba-based training over the past three years. The proposed programmes can be organised within the existing physical facilities at the Multi-Purpose Training Centre, which are currently somewhat under-utilized.

9.7 During the evaluation mission, several senior officers posted in the provinces suggested that short training courses and seminars might well be mounted at provincial level. There was also the suggestion that policy planning seminars like the one held in 1974 should be repeated at Juba from time to time. If British technical assistance can be made available to underwrite an agreed number of man-months teaching by Birmingham staff each year, there are strong reasons for incorporating a degree of flexibility in the actual programmes to which such teaching resources would be committed. Involvement in short seminars before or after the longer courses in Council Management could well reap dividends out of all proportion to the modest extra cost involved.

9.8 Another short-term issue that was considered during the evaluation mission was the continuation of training for selected senior officers on the more advanced courses being run in Birmingham. As long as the UNDP is willing to provide fellowships to support such training, it would appear unnecessary for the British Government to provide any financial assistance in this respect. It would also appear desirable to consider some degree of phased reduction in the number of people nominated to attend such courses. Particularly in view of the short (three months) course in Development Administration that is now available at the Academy of Administrative and Professional Sciences in Khartoum, the purely training arguments for sending substantial numbers of senior staff to Birmingham each year would appear to be weakening. This, however, is a matter for the Sudanese authorities to decide.

Long-term Priorities

9.9 The adequate strengthening of the administration in the Southern Sudan is not something that can be achieved by a few crash training programmes during a period of three or four years. Emergency measures have been necessary and have been provided. They have avoided a breakdown during a period of extreme stress, and they have provided a foundation upon which to build the long road to recovery and reconstruction. What is now urgently required is the design and installation of long-term training resources which will be capable of providing sustained and diverse training support to the Regional Government during an era of consolidation and accelerated development. Senior politicians, local professionals and foreign technical assistance personnel are unanimous in recognising that a competent administration is required both to maintain services and to support the new development initiatives. It is perhaps significant that Mr. Peter Weare, the Middle-East Agricultural Adviser for the British Ministry of Overseas Development, who was in the Southern Sudan during the period of the evaluation mission, maintained that agricultural development would only succeed if there was a steady improvement in the planning and co-ordination capacity of the administration of the Southern Sudan. This view was endorsed during conversations with technical experts employed on UNDP and World Bank programmes. The Regional Government has already given very careful consideration to these needs, and has

incorporated in the draft of its forthcoming Development Plan a proposal for the establishment of a Regional Institute of Public Administration in Juba. During the evaluation mission, very widespread support was discovered for this idea. A permanent institution, adequately equipped and staffed, would provide the springboard for specialised and long-term training that must follow the "first-aid" training programmes of recent years. In discussions with Sayed Donato Jubai, Director of the Ministry of Public Service and Administrative Reform in Juba, it was emphasised that this project is a matter of very high priority and one for which British technical assistance would be very much appreciated. The scheme is a practical one, envisaging an immediate exploitation of existing facilities at the Multi-Service Training Centre with a phased build-up of additional staff, accommodation, housing, and equipment as soon as possible. If British technical assistance (both in terms of finance and personnel) were to be offered at an early stage, there would be the valuable opportunity of dialogue with the Regional Government authorities during the crucial stages when the whole project is being thought through and given its initial direction.

Recommendations

9.10 It is important to avoid a situation where external consultants, with very limited knowledge of the total problems being faced in the Southern Sudan, should offer detailed and specific recommendations for the way in which the Southern Sudan should tackle its own problems of training and staff development. Nevertheless the following ideas are put forward as recommendations for consideration -

- a) There should be a thorough survey of training requirements, on the lines suggested in para 9.2 above, and the British Government could usefully offer the services of a consultant to assist in this process.
- b) The existing training collaboration between the University of Birmingham and the Ministry of Regional Administration in Juba should be continued, and the British Government should offer to underwrite a further three years collaboration during which Birmingham staff should be available to assist with a flexible programme on the lines suggested in para 9.6 above, commencing with a Council Management Course in 1978.

- c) The British Government should offer financial support to make possible the long-term secondment of a member of staff from the Birmingham Institute of Local Government Studies to the Academy of Administrative and Professional Sciences in Khartoum.
- d) Major financial and manpower assistance should be sought for the establishment in Juba of a Regional Institute of Public Administration, which would initially be grafted on to the existing Multi-Service Training Centre but which might eventually develop in association with the new University of Juba.

ITINERARY OF VISITS WITHIN THE SUDAN:
AND LISTS OF PERSONS INTERVIEWED

ITINERARY

12 March 1977	London - Khartoum (air)
13 - 15 March	Khartoum familiarisation, discussions
16 March	Khartoum - Juba (air)
17 - 22 March	Juba discussions
23 March	Juba - Wau (air)
23 - 24 March	Wau discussions
24 March	Wau - Rumbek (road)
25 - 26 March	Rumbek discussions
26 March	Rumbek - Wau (road, with discussions at Tonj en route)
27 March	Wau - Juba (air)
28 - 29 March	Juba discussions
30 March	Juba - Yei - Bor - Malakal (air, with discussions at Bor en route)
31 March	Malakal discussions, and then Malakal - Bor - Juba (air)
1 - 2 April	Juba discussions
3 April	Juba - Khartoum (air)
4 - 6 April	Khartoum discussions
7 April	Khartoum - London (air)

PERSONS INTERVIEWED

The following is a list of persons interviewed during the course of the evaluation. It includes all those with whom substantial discussion took place, but omits those who were simply met in passing.

Persons who have received training under Birmingham University programmes are indicated as follows -

+ Course in Birmingham

* Course in Juba

Khartoum

H. E. Sayed Moses Chuol	Regional Minister of Regional Administration, Police and Prisons, Juba
Sayed Bashir Sheikh el Sheikh	Under Secretary, Ministry of People's Local Government
Sayed Khalid Abdel Magid	Deputy Under Secretary, Ministry of People's Local Government
Sayed El Sunni Bannaga	A/Director-General, Sudan Institute of Public Administration
+ Sayed Mohammed Osman Khalifa	Principal, Academy of Administrative and Professional Sciences
Mr. John Adams	Director-General, Sudan Academy of Administrative Sciences (in formation)
Mr. Peter Weare	Middle East Agricultural Adviser, Ministry of Overseas Development
Mr. David Reid Dr. Peter Clark Mr. Terry Sandell	} } British Council
Mr. Colin Cooper	British Embassy

Regional Headquarters, Juba

H. E. Sayed Lubari Ramba Lokolo	Minister of Public Service and Administrative Reform
Sayed Donato Jubai	Director, Ministry of Public Service
+ Sayed Hilary Akwong	A/Director, Ministry of Regional Administration, Police and Prisons
Sayed Parmena K. de Malith	Assistant Commissioner, Ministry of Regional Administration
+ Sayed Andrew Revi	Training Officer, Ministry of Regional Administration
Mr. Jalil R. Malik	U. N. Advisor, Ministry of Regional Administration
Dr. Robin Mills	I.L.O. Expert, Ministry of Public Service
Mr. Robert Barclay	Chief Technical Adviser, Multi-Service Training Centre

Dr. K. C. Cheriyan	U. N. Advisor, Ministry of Finance and Planning
Mr. Walter Macnab	Project Development Unit, Ministry of Agriculture
Mr. Billy Flynn	Principal, Rural Development Institute, Amadi (under Ministry of Cooperatives and Rural Development)

Provincial and Local Offices, Regional Administration

H. E. Sayed James Ajith	Commissioner, Lakes Province
Sayed Akot Atem	Executive Director, Eastern Equatoria Province
Sayed Caesar Arkangelo	Executive Director, Bahr-El-Ghazal Province
+ Sayed Samuel Ater Dak	Executive Director, Upper Nile Province
Sayed John Wijal Bum	Executive Director, Jonglei Province
+ Sayed Louis Umudo	Assistant Commissioner, Tonj
Sayed Jute Ajobong	Assistant Commissioner, Renk
Sayed Anthony Ariki	Assistant Commissioner, Wau

* Joseph Akec, + Michael Hussein, + Kau Akol Dhieu, + Amato Gore,
 * Aggrey Akec, + John Adeyama, Robert Mark, * Ludovico Lual,
 * Natale Pancrasio, * Elias Kalusi, * Cham-Ngu Awow, * Enoch Mach,
 + Charles Ali Bilal, * Philip Ayuen, * Joseph Basia, * Sebit Kwaje,
 * Kosia Dhieu, * Jonathan Jongkuc, Gabriel Owyac, * Timothy Tor,
 Philip Kot, * Bol Majok, Andriano Nyiel, Matthew Mading,
 Philip Mayen, John Ruach, John Ruot, Abendego Akoi, * Michael Mayol,
 * Agot Erjok, * Joshua Ojwok, * John Jok, * Gabriel Neckamiah,
 * Albert Mansour, * Martin Awan, * Benito Kumboyo, * Ret Choal,
 * Philip Tabalang, * Nekemiah Arok, * Peter Malou, * John Maluil,
 * David Awongo, * Peter Odde, * Samson Kiriri, * Philip Nyiding,
 * Clement Kuol, * Alfred Yai, * Marko Aloma, * Peter Omot,
 * Urbano Cirillo.

Others in the Sudan

I received a number of useful sidlights on the performance of administrative personnel before and after training through informal discussions with technical and professional officers of other departments, UN personnel, staff of voluntary development agencies, local and expatriate clergy, police officers and a few (probably unrepresentative) members of the public

London and Birmingham

Mr. John Davies)
Dr. Basil Cracknell)
Mr. Ben Clackson)
Mr. Richard Stoneman)

Ministry of Overseas Development

Mr. Ken Davey)
Mr. Garth Glentworth)
Mr. Douglas Lamb)
Mr. Christopher Davies)

University of Birmingham

EXTRACT FROM THE BIRMINGHAM UNIVERSITY PROSPECTUS FOR
THE 1976 SENIOR ADMINISTRATORS' COURSE HELD IN BIRMINGHAM

COURSE CONTENT

The course is concerned with rural development from the point of view of the administrator. Experience has shown that executive capacity is as important to this process as sound economic policy and agricultural science. The Course aims to develop the perceptions and skills necessary for selecting effective programmes to improve the economic and social well being of the rural population, for fashioning the institutions and marshalling the resources to carry them out, for translating these programmes into practical and integrated action by the agencies and individuals concerned, and for harnessing their loyalty.

The course includes the following elements:

Corporate Planning

Processes are studied by which different agencies involved in rural development can analyse socio-economic problems co-operatively and systematically and arrive at integrated policies and programmes. The corporate planning approach which includes techniques of environmental analysis, programme budgeting and cost-benefit analysis, is introduced by examining actual problems and policies of rural development including land tenure, agricultural productivity and employment.

Organisation

A comparative examination is made of the local institutions involved in rural development in the third world, including field administration, technical departments, local authorities, community development, cooperatives and public enterprise. The study includes staffing, financial sources and internal management structure.

Implementation and Control

Finally, the Course studies the processes of implementing and assessing the progress of rural development programmes. The possible utility of modern management techniques such as network analysis and management by objectives is examined in this context. Stress is laid on the significance of human attitudes - of the sociological and motivational forces impinging on the organisations and staff involved and upon their clientele.

TEACHING APPROACHES

Lectures are given both by the institute staff and by invited speakers with relevant experience.

Case-Studies of situations in developing countries are used extensively in group/syndicate work to illustrate lecture material and to develop active participation. Two linked series of such exercises are employed as the main introduction to the corporate planning and implementation process.

Individual Attachment to a large local authority, usually for a two week period, provides an opportunity to see one particular system of local administration in practice and to study its planning and management practices.

Field Project. A two week study project is undertaken by the Course as a group in a basically rural subregion with major social and economic planning problems involving joint approaches by a number of agencies.

Study Visits. One day visits are arranged to selected organisations or projects such as rural community councils, research stations and physical planning departments.

Tutorial Supervision is provided throughout the Course and in particular for the preparation of a project paper on a topic which is of special professional interest to the individual.

**EXTRACT FROM THE BIRMINGHAM UNIVERSITY REPORT ON THE
1976 JUNIOR ADMINISTRATORS' COURSE HELD IN JUBA**

COURSE CONTENT

The six 'core courses' designed for the 1975 training course to meet the basic requirements of the programme were offered again, with only slight modification and rearrangement of content. Course outlines were as follows:

1. Economics, Regional Financing and Management of Development

The economic environment for development administration:

- the economic process and structure of economic relationships; economic accounting
- economic growth, sectoral change and development
- economic activities in the Southern Region in a national and international context
- real resource constraints on economic growth - costs and benefits
- strategies for rural development - agricultural, livestock and fisheries production and marketing - growth centres

Regional Government financial resources and development

- government revenue - components and potential
- economic and administrative issues in taxation policy
- government expenditure, recurrent and development budgets

Aspects of planning and managing district development

- the collection, handling and representation of economic and social data
- planning and performance measurement

2. Administrative and Organisational Skills:

Alternatives in human organisation

- traditional patterns
- the development of bureaucracy
- elements in social organisations
- leadership and administration

Basic organisational skills

- communications and record keeping
- office management
- personnel management

Institutional alternatives in development

- cooperatives, trade unions, etc.
- pre and post independence administration in the Southern Sudan

3. Law and Administration

Criminal Law

- code of criminal procedure
- the criminal code

Civil Law

- civil procedure
- tort

Regulatory ordinances

- chiefs' courts
- firearms
- liquor licences
- trade and business profits
- preservation of wildlife
- public health

Local Government regulations

- financial regulations
- officials' regulations
- building regulations
- public health regulations

4. Local Government Finance and Financial Records

Local Government finance - nature and significance

- revenue - existing sources, collection machinery, new sources
- expenditure - nature and control
- budget - planning, coordination and control
- capital expenditure - nature and significance

Bookkeeping and accountancy - fundamental principles and needs

- double entry system of bookkeeping
- cash book, including petty cash book; columnar cash book - ledger
- bank reconciliation
- capital account
- government financial regulations and procedures

5. The Environment for Administration

The physical environment

- climate and topography
- soils and vegetation
- agriculture and animal husbandry zones

The social environment

- tribal systems (selected examples: Nuer, Shilluk, Zande, Bari, Moru and Latuka)
- tribal organisations and the administrator (kinship, marriage and tribal law, property relationships, status and leadership - the position of the chief)

The economic environment

- economic resource potentials and constraints
- the state of the economic infrastructure (transport, communications, marketing and distribution network, power and water supply facilities)

6. The Local Government System

Development of Local Government in the Sudan

- Marshall Report and 1951 Act
- 1960 Act

People's Local Government System 1971

- objectives of the new system
- principal features and relationships, comparative studies from other countries

The core courses were supported by an evening programme of lecture/discussions on special aspects of administration, a two-day series of lectures and workshop sessions on agricultural and livestock management, development and extension services, lectures and practical sessions on vehicle maintenance, and a three-day briefing session on government policies from representatives of Regional Ministries.

DOCUMENTS CONSULTED

1. Reports of the Development Administration Group, Institute of Local Government Studies, University of Birmingham -
 - (i) Development Administration and Training in the Sudan, 1974 ;
 - (ii) 1975 Training Assignment in the Sudan ;
 - (iii) 1976 Local Government Administrators Training Assignment in the Sudan.
2. International Labour Organisation report on Growth, Employment and Equity in the Sudan, 1976.
3. UNESCO/ILO report on Education in the Southern Sudan prepared by F. H. Garvey Williams and L. R. Mills, 1976.
4. TETOC (London) report on the Multi-Purpose Training Centre, Juba prepared by R. Handley, 1976.
5. Democratic Republic of the Sudan report on The University of Juba : Background, Concepts and Plan of Action, 1976.
6. Sudanese Socialist Union paper on The Basic Unit in the Leadership of National Action, 1975.
7. Regional Ministry of Public Service and Administrative Reform paper (in draft form) on Present Day Manpower Demands and Supply in the Public Sector of the Southern Region of the Sudan prepared by L. R. Mills, 1977.
8. Ministry of Public Service and Administrative Reform brochure on Training Institutes Programme for the Management Development and Productivity Centre and the Institute of Public Administration, 1977.
9. Ministry of People's Local Government programme for Trainee Administrative Officers from the Southern Region, 1976.
10. Regional Ministry of Regional Administration, Police and Prisons syllabus document on Local Government Administrators' Training Course, March-May 1977.
11. I was also given sight of a number of internal documents issued in 1976 and 1977 within the Regional Ministries of Public Service and Regional Administration, relating to local government training needs and to proposals for the establishment of a Regional Institute of Public Administration in Juba.