January 2016

Politics and Administration of Local Government in Nuba Mountains

Submitted to

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CONTENT

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I. Introduction

Nuba Mountains is located in the Southern Kordofan Province of Sudan .It has an area of about 80,000 square miles. The citizens of Nuba Mountains belong to different ethnic groups and are considered to be the descendents of the people of the ancient kingdom of Kush. According to the ethnographic accounts, the people of Nuba are an aggregation of fairly different ethnic and sub -ethnic groups. They are both sedentary cultivators and pastoralists in terms of occupation. The accurate figure of population is not available. As per the 1956-1957 census, (the only scientific attempt to enumerate different ethnic groups in Sudan) the Nuba population was 572, 935. Another five per cent may be added to the figure to accommodate the additional increase due to large scale labour migration. According to the growth rate and other census documents, in 1989, the Nuba population was estimated to be more than 1.5 million without considering the migrants. As a result of the civil war, from the late 1980's the size of population had declined considerably. The current rough estimation of population under the administration of the Sudan People's Liberation Movement /Army (SPLM/A) is between 350,000-400,000.

II. Context of the Study on the Politics and Administration of Local Government in Nuba Mountains

The major learning on the politics and administration of local government in Nuba Mountains is a result of intensive field work conducted for a period of more than two weeks(from 27November,2015 to 14Decebmber 2015) by Dr. Jos Chathukulam, a consultant of local government from India . Different tools were applied for the collection of primary data. Attempts were made to engage directly with stakeholders, to conduct focus group discussions (FGDs) and to administer short interviews. As a result, during the period seven counties, 15 Payams and 15 Bumas were visited. FGDs were the major source of data collection. Twenty eight FGDs from different stakeholders of the functionaries (both officials and political leaders) of local government, members of the civil society, local citizens and members of different

occupational groups were carried out. In addition to this, 12 discussion meets, and 86 interviews were conducted. More than one thousand citizens from the Nuba Mountains were directly contacted. The purpose of the field work was to understand the nature, content and process of politics and administration of local government in Nuba Mountains and based on it to frame module, and methodology for training of trainers (ToT) within the framework of Capacity Building and Training (CB&T).

III. The Followings are the Major Learning Points. (The learning is important and will enable to frame a strategy, methodology and tools for developing ToT for local government)

(III.i) Rank, Status and Position of the Secretariat & Secretary of the Local Government

In the Nuba Mountains administration there are eleven Secretariats for the civil administration and each Secretariat is headed by a Secretary. The Secretariat of Local Government is one among them. The other secretariats are (i) Education, (ii) Health, (iii) Agriculture, (iv) Animal Husbandry, (v) Finance, (vi) Mother& Child, (vii) Social Development, (viii) Information (ix) Engineering and (x) Personnel /Human Resources. Each Secretariat has its own administrative structure with various departments ranging from six to ten. Generally, each Division has a Manager with number of Units under him/her. But there are exceptions as in the case of the division of general local government administration headed by a General Manager. The number of units varies from division to division. For example, there are four units under 'personnel administration division' whereas there are only two units for 'training division'. The Secretariat of Local Government is headed by the Secretary of Local Government who is assisted by a Director General (DG) .There are six divisions in the Secretariat of Local Government and they are (i) Personnel Administration, (ii)Training, (iii) Office Administration (staff /clerk), (iv)Human Resource (HR), (v) Financial Administration, and (vi) General Local Government Administration .The detailed analysis of all the Secretariats in terms of nature of the work, functions, activities and responsibilities reveals that it all the activities are directly or indirectly related to Local Government. Placing the Local Government and its Secretary at par with other secretariats and their respective secretaries may create impediments in the smooth running of the administrative machinery at all levels.

There are two examples to be cited. One, the personnel of the County is drawn on deputation from different Secretariats, and the Secretariat of Local Government has no administrative control over them. Second, the Commissioners are appointed by the Governor and they report back only to the Governor, bypassing the Secretary of the Local Government. Therefore, it is better to place the Secretariat of Local Government and it Secretary at a higher position than their counterparts in the administrative structure. The Secretariat of Local Government may be renamed as the 'Principal Secretariat of Local Government' and it's Secretary as the 'Principal Secretary of Local Government'.

(III.ii) Institutions of Local Government (County, Payam and Buma)

Nuba Mountains has a three tier structure of local government. (*Diagram No. 1*) There are 14 Counties each headed by an appointed Commissioner. The County has both an administrative wing and a political wing. The political wing has a fifty Member Council known as 'County Liberated Council' with an elected executive body of five members elected in the County Conference. The Commissioner is the ex -officio Chairperson of the County Council. Each County is divided in to three to nine Payams. There are 67 Payams with an average of four Payams per County. Each Payam has 'Payam Liberated Council' consisting of 31 members including a Chairperson, a Secretary and a five member executive body, elected in the Payam Conference. The Payam is headed by an Administrative Officer assisted by administrative personnel with some subject specific knowledge domain. On an average there are five Bumas in each Payam. Buma Conference elects a 'Buma Liberated Council' consisting of 14 members including Chairperson, Secretary and a five member executive body. At the Buma level there is no official administrative structure. The relationship among the tiers are not very clearly defined or operationalized. The ranks and positions of the actors in administration and political party determine the mode of relationship among the tiers. Elements of the principles of subsidiarity, sphere autonomy and peer group responsibility are not visible among the different tiers.

(III.iii) Local Political Structure and the Process of Election

The political structure of the local government is vertically arranged with structural linkages. Generally, comments and orders on policy direction and action agenda are issued from the top. At the bottom, the stakeholders are directed to approach the top for guidance. At the 'Buma' level, there is 'Buma Liberated Council' which consists of 14 elected members including one Chairperson, one Secretary and a five- member executive body .The Chairperson and the 14 members of 'Buma Liberated Council' are elected by the Buma Conference. The Buma Conference also elects 36 delegates to the Payam Conference at the Payam level which is attended by delegates from all the Bumas in each Payam. The Payam Conference elects 31 Member Payam Liberated Council including a Chairperson and a five- member executive body. The delegates representing   from each Payam in the County Conference are elected by the Payam Liberated Council of 141 members .The County Conference is attended by all the elected delegates from the Payams in the jurisdiction of one County and the Conference elects fifty Member County Liberated Council and five member executive body including Secretary . It elects 145 delegates for the Regional Conference which is the highest political body in the Nuba Mountains. At the County level, the Commissioner is the Ex -Officio Chairperson of the County Liberated Council. The election process has reached only up to the County level which has to move towards the regional level for electing the Regional Liberated Council .The process is yet to be completed in all the Counties. During the field work it was revealed that the election has not yet taken place in a few Counties and they are still governed by a nominated executive of five members.

(III.iv) Administrative Structure

The administrative structure is arranged vertically almost corresponding to the political structure. However, the official administrative wing is completely absent at the Buma level which ends at the Payam .Though the presence of the local authorities is there at the Buma level, it is not recognized as the official part of the administrative wing . However, the Payam administration is used for delivering the services and collecting grassroots level information. At the Payam level the politico-

administrative structures are arranged horizontally. The Administrative Officer (AO) is the head of the administrative wing of the Payam and is assisted by a team of subordinate staff known as the Chief of the Units. Generally, there are five to six units in each Payam. At the corresponding level on horizontal line, the Chairman of the Payam Liberated Council is placed at the political head. A fusion of politico-administrative structures is seen at the County level in the single post of the Commissioner. However, at the Payam level, the politico-administrative structures congregate very rarely.

(III.v) Local Authorities

The people of Nuba Mountains are an aggregation of fairly different ethnic and sub - ethnic groups. Therefore, traditional leaders have a prominent role in the local governance. Each ethnic and sub ethinic groups have its own limited self governance units. Traditional tribal leadership is vested in the *Shaykh*, *Omda* and *Mak*. They are hierarchically organized. *Shaykh* is at the habitat level, *Omda* at the village/Payam level and *Mak* is at the County level. Since there is no official administrative structure at the Buma level, the Payam administration heavily depends on traditional authorities for the delivery of public goods. It is recognized that traditional leaders have significant role in building peace, celebrating diversity, creating open space for cultural interpenetration and promoting tolerance at the grassroots. At different levels, there are traditional leaders forum. However, the local authorities have not officially embedded themselves with the local government. It is alleged that in many cases the traditional authorities are guided by primordial loyalties rather than objective assessment of the grassroots context. It is openly expressed that they have limitations to engage with complex realities of emerging from the precarious situations in the Nuba Mountains.

(III.vi) Poor Infrastructure Facilities

Majority of the institutions of local government have no infrastructure facilities including office building, furniture and other accessories. The offices of the Counties, except a few, are visible since it has some form of structure to be identified. In the

case of Payam, very little is to be seen. Buma is not at all visible in terms of infrastructure. The service of the personnel is on voluntary basis. Poor infrastructure facilities have certain consequences on the successful delivery of public goods. On an average only 10-15 people visit the Payam per day, making the institution functionally not very effective.

(III.vii) Demand for Knowledge Domain on Basic Civil & Political Documents

Though the Constitution of SPLM, Law of Local Government, Law of Local Authorities and other laws related to finance/ accounting/audit are available in local language, majority of the front line actors in the local government domain are not aware of the provisions of those documents. Knowledge deficit on basic civil and political documents and literature is noticed among the stakeholders of the local government. This is a major impediment to the smooth functioning of the local governance system. A high level of demand for detailed training on the content of these documents has been voiced and this needs to be factored into the proposed ToT.

(III.viii) Disentanglement of the Tiers of Local Government

Serious challenges have to be faced in the delivery of public goods since there is a disconnection among County, Payam and Buma in the vertical line of the administrative structure. Majority of the Administrative Officers opined that they have to depend fully on the service of the Local Authorities to deliver public goods and monitor the development activities at the Buma level (grassroots). Many times they have to obtain information from the Local Authorities .The general observation is that the present level of capacity of the local authorities are weak and hence majority of them are not in a position to fulfill their expected functions in the administrative structure. There are incidences of Administrative Officers being misled either due to ignorance or due to the primordial loyalties of the Local Authorities. It is also seen that the demographic and settlement pattern and the profile of the population in the Bumas have the potential to instigate conflicts based on primordial loyalties. While conducting the Focus Group Discussions (FGDs) among the Local Authorities, a demand for capacity building and training (CB&T) was revealed. The Local

Authorities openly admits that they need to be capacitated to engage with local problems such as conflicts, clashes, petty theft, adultery, property issues, man- woman relations and other social issues related to dislocation.

(III.ix) No Horizontal Relationship between the Political and Administrative Domains

Only at the Payam level two parallel structures of administrative and political domains are seen. The administrative domain is headed by the Administrative Officer whereas the political domain is controlled by the Chairperson of the Payam Liberated Council. However, these two domains are independent with maximum level of space for functional autonomy. Whether the administrative body (the Administrative Officer and other staff of the Payam) is under the control of the political one (the Chairperson and the Payam liberated Council) is a not serious issue of the concern to anyone. Of course, a few Chairpersons expressed concern, , but no one could effectively explain how the system works .It was reported that if the Administrative Officer is specially invited for any reason by the Chairperson to attend and explain in the Council meeting the former used to acknowledge it. When the relationship between the administrative and political structures are explained to them in terms of liberal democratic principles during the FGDs, the answer from both the sides are interested to document .The administrative body has the opinion that "we are also political", whereas the political body keeps the view that "after all the Administrative Officer and the other staff in the Payam are our people". On the one hand some degree of 'separation of powers' is applied in the functional domain of the two bodies. On the other hand, the theory and application of 'separation of powers' are completely negated by the ideology and praxis of the Sudan People's Liberation Movement (SPLM). This situation is reinforced by the fact that as in the case of Chairpersons and members of the Council, the Administrative Officers and other staff of the Payam are also members and hold positions of the same Political Party. The Administrative Officers and the staff of the Payam used to attend political functions along with the Chairpersons and other members of the Council. If one carefully observes the behavior, body language and style of the two sets of people in the political functions, it may be difficult to distinguish between the official functionaries (administrative

personnel) and the political leaders. Both of them usually start addressing with revolutionary greetings to the SPLM and its members, and both of them address each other as 'comrades'. There are evidences to show that in many cases the ranks and positions of some of the Administrative Officers are superior to the Chairpersons and members of the Council at Payam level. In addition to this, the financial crunch due to the war situation, the official functionaries are not provided with salary .The voluntary service of the official functionaries also may be another reason for them to be treated as par with the political leaders.   The issue is how to establish horizontal relationship between the political and administrative domains without losing the functional autonomy of each.

(III.x) Lack of Clarity in the Business of the Council

When one refer ' Payam '/ 'Payam administration', what does it really mean?. Since the real business of the Council is not explained properly to the members, they are not aware of the proceedings of the Council. The functions and responsibilities of the Payam Liberated Council should be properly communicated to councilors. Conducting the business of the Council in the right direction may be one of the major concerns, and the Council should be capacitated to follow the business rules, procedures, and code of conduct. This may be essential for doing the real business of the Council, such as (i) to give policy directions   to the Administrative Officers and the official functionaries of the Payams, (ii) to review / to monitor the development activities performed by the Payam on different sectors, (iii) to bring the issues concerned with problems of both civic and local economic development at different Bumas. The business of the Council at Payam has its own significance since there are two parallel leaderships; one with administrative arm and the other with political. But a lesser amount of frequency of council meetings with poor attendance is seen in the official records. As per records, the frequency of Council meetings is less than one in three months with less than 50 per cent attendance. There are number of reasons including the poor financial base of the members. Only when the Council starts its business seriously, the expected frequency of the meetings with a high percentage of attendance may be attained.

(III.xi) Lack of Role Clarity of the Commissioner in the Council

Take the case of a County where the Commissioner is expected to act as the ex-officio Chairperson of the Council at the County. In many cases, the power relation between the Commissioner and the members of the Council does not facilitate an enabling environment for conducting the business of the Council. It is reported that in the Council meetings , the Commissioner rarely takes a position which is normally expected from a Chairperson of a body which is created for discussions ,debates ,and contestations in a democratic style and culture . As a result, the Commissioner never either acted as a 'Chairperson' or was treated as a 'Chairperson' as such by the members in the Council meeting .The position of a Commissioner is reflected in the words of a senior member of a County Liberated Council who commented that "Commissioner is always a Commissioner" and never acts as a 'Chairperson' in the meetings of the Council. Radical changes in terms of attitude, body language and behavior pattern on the side of the Commissioner during the Council meetings are a prerequisite for performing the assigned responsibilities and duties. It is highly essential for democratizing the business of the Council.

(III.xii) Dual Images of the Commissioner

At the County level the politico-administrative structures are blended in the office of the Commissioner. The Executive Director and the subordinate staff of the County do not envisage the post of the Commissioner to be concerned with administrative affairs rather the Commissioner is visualized as a 'political figure'. On the other side, the post of the Commissioner is viewed as 'bureaucratic' by the members of the Council. The dual images assigned to the Commissioner make the post unfriendly both to the administrative and political domains of the County.

(III.xiii) The Issue of Dual Control

Each County has eleven departments headed by a Manager who is normally drawn from the concerned Secretariat. At the Secretariat level, each Secretary delegates his/her power to the concerned Manager who is posted at the County. For example, the Manager of the Finance Department of the County is on deputation from the

Secretariat of Finance. Same is the case with the Managers of the other departments. Since the Managers are on deputation, they are under the technical control of the respective Secretariat .At the same time; they are also under the administrative control of the Executive Director of the County. It is observed that a mechanism of 'dual control' is in operation. In the normal situation, the mechanism of the dual control works as it is designed. But there are registered cases in certain Counties which suggest that the mechanism of dual control often creates administrative hurdles. In such situations, the Manager of the concerned department is likely to dishonor the County administration and claim allegiance to the Secretariat from which he/she was deputed. In such cases the concerned Managers would say that "I am not from the Local Government, rather I am from the Secretariat/ Region". This may be the general reflection of ownership and efficacy deficit experienced by local governments in the Nuba Mountains. How to overcome the issue of ownership deficit is the crucial issue? Strengthening the protocol status of the Secretariat of Local Government may be one strategy, which needs innovation at the hardware level. Here, the real challenge is how to overcome the problems related to dual control by applying a software strategy of capacity building and training (CB&T).

(III.xiv)The Issue of Regional Imbalance

An infinitesimal amount of 'discomfort' is noticed among the leaders of a few Counties and Payams on the issue of under development in terms of connectivity, number of both modern schools and 'bush schools', number of medical clinics, number of markets , number of bore holes, ratio of destitute population/orphan and distance from main centres such as Kowda, etc. Though no one has directly expressed any voice against the present leadership due to their political and ideological commitment, some degree of distress and anxiety was revealed. During the FGD in one of the backward Counties, the leaders (both political and administrative) commented that "we are always neglected by others". Their demand is that they should be considered and treated at par with other Counties. They have specific problems such as lack of spatial location for economic activity, poor availability of local resources, absence of markets, and absence of enough cultivable land. The

leaders and local citizens have started comparing the basic and visible development indicators among the Counties and Payams in Nuba Mountains. It is noticed that an emerging 'regional imbalance' among the Counties and Payams and its causes are being discussed in the public sphere. No doubt, regional imbalance is a reality and there may be a possibility to widen the gap unless it is properly attended to with policy interventions. It is also important to note that the strong sense of unity, co-operation, community spirit and self help that existed during the war period has slowly started weakening. In this background, the incidents of imbalance may be interpreted in the coming days as one of the reasons of marginalization. However, it is revealed that only very few have an idea on how to address the issue of under development with the agency support of the institutions of local government. The stimulation for local economic development by the local government may be the answer to address the regional imbalance.

(III.xv) People Started 'Expecting' from Local Governments

It is observed that during the war period the expectations of the local citizens were very limited such as security of life, food, water and shelter. The state- citizen relationship in the Nuba Mountains was commented by Rex S O 'Fahey, the world authority on Dafur's history, as "the state expected little of its people and the people expected little of the state". The political economy that existed during the war period had been changed and new dimensions of political economy have slowly emerged in which the people have started expecting 'something' from the government. In the Nuban context, the manifested element of the state is nothing but 'the local government'. No doubt, the institutions of County, Payam and Buma are visualized by the local community as the institutions of local government. Among the three democratic and people's institutions, the local citizens have more affinity towards Payam .The Payam has two advantageous positions over the other two tiers of institutions in terms of its visibility and proximity .The main reason may be that the County is little far away from the people whereas nothing is visible at Buma level. During the FGD in one of the backward Payams, the local community has vividly illustrated the underdevelopment indicators of the area .However they listed the

number of items to be expected from their Payam. It includes (i) hospital , (ii) school ,(iii)teachers (iv)connectivity ,(v)more bore holes and (vi)irrigation facilities. The members from the Mother Union have added a few more items to the wish list such as , (i) an office for Mother Union and (ii)special support and protection for orphans whose number is relatively high in the area due to the causalities in the war . Some others have also suggested orphans welfare programme by the Payam administration. There is high potential to transform the Payams in to a people friendly institution of local government. This may be the challenge and potential of local government in the Nuba Mountains.

(III.xvi) Issues of Accountability and Transparency

There is an auditing procedure and the Auditor from the Secretariat of Finance used to make official visit to the Counties, Payams and other institutions for the auditing. The procedure is supported with legal documents such as Law of Finance & Auditing, Rules and Regulations related to Auditing ,Guidelines on 'How to Deal with Money ', etc . However, auditing the documents at the County level is an area of stress and strain as it is reported by the concerned officials. There were incidences in which the financial records are not easily made available to the Auditors. Even if they are made available, proper explanations are rarely provided. In many cases the Auditors had to be content with the faulty explanations and expenditure items such as 'military expenses', which lacks transparency, economic prudence and social auditing. Evidence also suggested that misappropriation of funds were recorded in some cases and it was largely due to the extra legal involvement of the Commissioners. Cases are not rare in which Commissioners were involved in diverting the funds in violation of the financial procedure. This is an area of silent conflicts between Commissioner and Executive Director of the County, in a few cases .When the Commissioners used to 'mix their rank with issues' the Auditors had to keep silence due to their lower protocols in administration and party. An independent institution of auditing as in the case of judiciary may be suggested. It is reported that the issues on accountability, transparency and social audit are never discussed either in public sphere or in private

domain. There is a demand that these issues be covered in detail during the proposed ToT.

(III.xvii) Financial Devolution

The County is empowered to collect of revenue from 33 different sources. Due to a number of reasons, only less than 30 percent of tax compliance is achieved. The major share is from the local and border markets and the authorized sales and purchase of animals .There are collection agents under the County who visit the different check posts and also observe the movements of goods and levy taxes .Out of the total amount, five per cent is allowed for collection agents and another 10 per cent is deducted as rent cost. Remaining amount is divided into a ratio of 55: 45 and the former portion retains with the County and the latter goes to the Region. The County is supposed to distribute certain percentage among the Payams within the geographical area of the County as per the directions of the Secretariat of Finance. However, majority of the Counties have not devolved /distributed any amount to the Payams. It is alleged the Secretariat of Finance have not issued any directions for the distribution of the amount. It is reported that out of the seven Counties selected for field work only one had distributed some portion to the Payams, which works out as a mere 10 per cent of the share of the County. The amount was distributed equally among the Payams. During the FGDs among the Payam functionaries (both from the political and administrative side) a few had openly expressed their disillusion on the issue of financial devolution. The general feeling is that "the resources are being extracted from our markets and nothing is coming back to our side .We want our due share". The same view was also shared by the political leadership of Buma. It is noticed that the financial transactions which takes place at the County level have not been transmitted to Payam and Buma. As a result, an information deficit is observed at the grassroots level. There are two serious issues of concern. One, there is no financial devolution to the lower tiers of Payam and Buma. Second, what is happening at the County level can be characterized as 'black box syndrome' which is the result of lack of transparency in financial management of the County.

(III.xviii) Citizen Planning and Participatory Budgeting

The Counties and Payams have recognized the importance of the preparation of plans (both annual plans and long term perspective plans) and budgets. Some of the Counties and Payams have expressed their willingness to launch grassroots level planning and participatory budgeting exercises. However, it is admitted that no attempt has been made in the direction and it is mainly due to the poor resource base in terms of finance and expertise. An aspiration for preparing strategic plan documents for the local economic development and well being of local citizens is noticed among the stake holders and engaged citizen. It is felt that the local citizens have started expecting development projects and local action from the Counties and Payams as per the felt needs and wishing list. Moreover, a few growth centres, small towns, junctions and markets, have developed on hierarchical order by default in different Counties. At County level, the absence of a unit dealing with 'country and town planning' is visible. Multi level planning exercise may be undertaken at different spatial units of local government. Theory, methodology, operational strategies, and tools of workable actions for citizen planning and participatory budgeting are demanded by the stakeholders of the local government.

(III.xix)Demand for Democratic Governance and Aversion to the Culture &Style of 'Command'

In the administrative wing, key personnel are posted from military service and some of them are still having the military mindset with 'some degree of command, culture and style' and having a body language which is alien to an average civil servant in any democratic society. It has also been recognized as a role model by the majority of the serving personnel in the local government administration. In many cases key posts are filled by personnel with no administrative experience. This is the reason why one responsible person in the official hierarchy commented that, "we have key personnel in the helm of local government administration who are coming directly from their houses". (*While making such a comment he might have kept the background of the old administrative structure in his mind. It may be interesting to see how the old system worked in the specific context. In the old administrative structure, the posting was mainly based on certain well defined norms, procedures and merits, though rent*

seeking behaviour was prominent in recruitment and posting for certain posts. In the old system, 'Q degree 'was minimum criteria to be appointed in the administrative cadre of local government. After the official appointment one has to undergo a course for a period of six months to one year at the provisional institution for training. Then only one is entitled to be posted as the Assistant Administrative Officer in one of the Payams. The Assistant Administrative Officer was not entitled to sign any of the documents or approve any major decisions in the Payam . Again, minimum four years of service as Assistant Administrative Officer was essential to be promoted as the Administrative Officer of the Payam. The Administrative Officers (G 8) were put as the full charge officers of the Payam. After four years of service they have to leave the Payam and join the County as the Inspectors /Assistant Executive Directors of the Counties (G7). While working in the County one would get chance of moving to different Payams , engage with different development issues of the Payams and coordinate different activities . In the absence of the Executive Director he/she was one who acted as the Executive Director. The Executive Directors of the County were appointed from among the Inspectors /Assistant Executive Directors after a minimum of four years of service. The Commissioner placement was also a promotion post among the Executive Directors. In short, Commissioner Post was recognized as at the top of the official ladder in the local government and one could reach such a position only through continuous service, merit and long working experience.) In this context, special attention is needed to 'transform' the Commissioners in to the space of civil/public administration. High endeavor is needed to train them in the domain of new public management and development administration. The administrative behavior of the personnel who are posted from the military background is critically noticed and a few from local political leadership have even started 'questioning' it. Some amount of discomfort is indirectly reflected among the local political leadership from the Payam Liberated Council and Buma Liberated Council. And the same feeling was also shared by the local citizens in their conversation during the field visits and FGDs. Here, it may be interesting to document a case. While discussing the subjects /topics for the proposed ToT, a Chairperson of the Payam Liberated Council demanded that there should be a session on 'Leadership Qualities' and he suggested that the

importance of democratic leadership, particularly consensus formation, team spirit and tolerance may be discussed in detail. He also commented that leaders may be informed that 'command style' is not suited to democratic functioning of local governments. It can be inferred from this case that there is both the demand for democratic governance and disapproval of the present style local governance influenced by the military back ground of the personnel with no administrative experience.

IV. ToT for Capacity Development in the Local Governments

A well defined design and structure of the local government is a perquisite for good governance and sustainable development. It is noticed that local government in Nuba Mountains needs continuous upgradation of its capacity to meet the challenges in governance and development. It has already been mentioned that the Nuba Mountains has a three tier structure of institutions. It is generally perceived that these institutions will make a positive impact in the well being of the citizens and the environmental settings, if they are technically, administratively and managerially capacitated. Adequate capacity building will create a strong foundation for addressing delivery of public goods and local economic development and this is the need of the hour. Appropriately, Nuba Mountains has a Secretariat for local government with the mandate to develop capacity building and training (CB&T). It is felt that in the immediate future, Nuba Mountains will have to undertake policy directions and institutional reforms to strengthen its efficiency to deliver public goods and services. Policy directions and institutional reforms need to be accompanied by efforts to build capacity for governance. Capacity building and training (CB&T) and an effective system of delivery of public goods and services are very significant in the context of local situation as it will accelerate the process of deepening participatory democracy with the principles of federalism, separation of powers, checks and balances, decentralization, participation, citizenship, inclusiveness, equality and co-existence. Citizen planning &participatory budgeting, office management, council business, preparation of project proposals ,monitoring and evaluation, financial control, accountability, transparency, delivery of public goods & services ,functions and

responsibilities of the local institutions, conflict resolution techniques, local economic development, the relationship between civil society organizations and local government and the management of local authorities, new public management and good governance   need to be developed and adequate human resources tapped and motivated to be carry out assigned functions and responsibilities. It is better to apply non-traditional methodology, tools and techniques for CB&T in the ToT exercise and such tools may be more successful in the context of Nuba Mountains. The basic requirement s of a strong CB&T is that there has to be a high demand, motivation and commitment by those whose capacity is being developed .It is noticed that these basic requirements are strongly evident among the potential participants of the ToT. Therefore, the proposed ToT is demand driven, positive and timely responding to the stakeholders. The components of the ToT have to be linked to dealing with their daily work and challenges. It has to be designed by participatory exercise and has to address the institutional complexities of the work .The ToT itself should not be the award rather value addition to the work should be the award.

V.Challenges and Priorities

The Followings are the Major Challenges While Planning the ToT .

(V.i) Problems Related to Hierarchy:

The politico -administrative structures and actors at each and every level is hierarchically placed and they are conscious about their powers, positions, power symbols, status and protocols. It has certain implications in organizing ToT. If the ToT is intended to cover different actors at various levels of hierarchy in the politico-administrative structure, the participants may not be comfortable. For example, the Commissioners and   Executive Directors of the Counties and Administrative Officers of the Payams would like to have separate ToTs. Similar may be the case with members of the County Liberated Councils and its Chairpersons /members of the Payam Liberated Councils and its Chairpersons/members of the Buma Liberated Council and its Chairpersons. Therefore, different levels of ToTs are needed not only

as per the respective assigned roles/functions of the actors but also according to the positions and posts at the respective hierarchy.

(V.ii) Problems Related to Number:

The very concept of the ToT is to build the capacity of selected groups to impart the same content of training to others (the peer groups). And those selected for the ToT is known as 'Master Trainers'. The Master Trainers are selected among a universe and first they will be trained under the ToT. At the second level, the Master Trainers will impart the training to the universe (Peer group) .This concept of ToT is applicable to a larger universe. In other words, if the universe is small the ToT has little relevance and in such case Capacity Building and Training (CB&T) may be a workable solution. For example, take the case of Commissioners, as per the need assessment exercise who needs to be urgently capacitated .Their issues; problems and capacity deficit are identified. Since the Commissioner's assigned role and responsibility are very specific in nature, it is very essential to develop a training module and content which is in the context of local government. The profile, background, experience and other details of the Commissioners also urgently demand for such an exercise. The size (only 14 in number) is too small to have a ToT for the Commissioners. Moreover, the service of the Commissioners also may not be available to impart the training to other categories due to their busy schedule. In this context a specific CB&T may be applicable for the case of Commissioners. Similar state of affairs may be appropriate in the case of Executive Directors of the Counties.

(V.iii) Problems Related to Hardware Vs Software:

The other challenges for the ToT are many. For example, it encompasses only the software part whereas the structure and design of the system (hardware) is being taken and accepted as it is.

(V.iv) Problems Related to Prioritization of Issues:

In a way all the administrative issues are directly or in directly related to local governance .In this context prioritization of issues may be needed.

(V.v) Problems Related to Transmission Loss

Any form of ToT is subjected to it transmission loss .The proposed ToT may also register transmission loss. It may be higher in the Nuban context since there is little chance for further value addition by stakeholders after undergoing the proposed ToT. The purpose of highlighting these is to exercise a certain degree of caution .The local government may prioritize its issues and actions among the following list of stakeholders.

VI. Proposed ToT for Stakeholders in the Local Government

(VI.i) ToT for Commissioners:

There are 14 Commissioners in the Nuba Mountains, majority of them are neither trained nor experienced. They are appointed by the Governor mainly based on loyalty considerations/spoils system. There is very little consideration of merit or transparency in the process of appointment. 'Trustworthiness for the present situation' is the only justification. They are at the rung of both the domains of administration and politics at the County level. Therefore, all of them should properly be capacitated under the ToT.   It should be under the flag of ToT that the real capacity building of the Commissioners worked out. A separate course material/module may be introduced for them keeping in view their twin roles as politicians and administrators. Though the support and service of all the Commissioners may not be available as trainers in the next round for several reasons, it is essential to cover them under the ToT. After the ToT, when training take place at the County level, the Commissioners can supervise the exercise with the support of the Executive Directors.

(VI.ii) ToT for Members of the County Liberated Council:

Each County is having one elected 'County Liberated Council', consisting of 51 members including the Commissioner. Though, the election has not been completed in all the Counties, it is in the process and will be completed within the limited time frame, as reported by the respective Commissioners. So far, the members have   not undergone any kind of CB&T. Therefore, none of them are aware of why they are elected, their functions & responsibilities, the business of the Council and the code of

conduct in the Council meeting. It is also felt that the members of the Council are not aware of any of the important documents such as the Constitution of SPLM, the Law of Local Government, the Law of Local Authorities, etc. High demand for training was expressed by them during the training need assessment (TNA). The County Liberated Council has 700 members. If 20-30 members from the Council are selected for the ToT and trained as 'trainers', they may be in a position to impart training to the remaining members.

(VI.iii) ToT for the Executive Directors (EDs) of the Counties:

There are 14 Executive Directors in the Counties and all of them need a well designed CB&T. Since majority of them are promoted to higher posts from the lower levels of administrative hierarchy, they have some degree of knowledge on the structure of governance. The Executive Directors are the de facto administrative head of the County as the Commissioners are engaged in political and other pressing activities. Moreover, since Commissioners are less experienced in the administrative matters, the real steering of the administrative machinery is done by the Executive Directors. All of them may be capacitated under the flag of ToT. As in the case of Commissioners, a separate course material/module with more emphasis on modern administrative and management aspects may be worked out for the EDs. The service of the majority of the EDs could be made available as trainers in future. After the ToT, when training takes place at the County level, the EDs will be in charge of the exercise.

(VI.iv) ToT for Chairpersons & Members of the Payam Liberated Council:

There are 67 Payams and on an average more than four Payams per County. Each Payam has 'Payam Liberated Council' consisting of 31 members including a Chairperson and a Secretary. It is estimated that there are 2077 members under the Payam Liberated Councils .The Council is purely a political organization. It has only very limited structural and functional relationship with the administrative domain of the Payam which is under the control of the Administrative Officer (AO). The existing dichotomy is explained in terms of 'separation of powers' between administrative and political domains. There are some conflicts of interest among them and in the coming

days it may be an area of stress and strain. Systems and procedures, working formulas and good practices are to be established .Majority of the members are not aware of the functions, responsibilities, code of conduct, and business of the Council. Workable and operational relationship between the Council and the administrative domain are to be settled during the business. If a sizable number of members(say , 20-30) from the Payam Liberated Councils are selected for the ToT and trained as 'master trainers', they may be in a position to impart training to the other members.

(VI.v) ToT for Administrative Officers of the Payams:

There are 67 Administrative Officers who are holding very critical post in the administrative structure of local government in the Nuba Mountains. In general, the post of Administrative Officer is an entry cadre post in the administrative structure. Around 30 percent of them are youngsters whereas the remaining is experienced from different sectors including teaching. Some of them are highly qualified for the post. For example, out of the sample of 15 Administrative Officers who have been interviewed during the field visit, two of them are young geography graduates from outside the Nuba Mountains. Both of them claimed that they are capable of preparing local coastal maps/resources maps /maps related to the land use pattern of the Payam and Bumas. However, their professional qualifications and expertise have not yet been properly utilized for administering the Payams. They do not have any initiative of their own in this direction, till date. Although majority of them have experience of different sectors, they need professional motivation. A high level of demand for capacity building and training was acknowledged by the Administrative Officers. Since this group is a handy number, all of them may be covered in the ToT. They will in turn train the other members of staff in the Payam where the numerical strength is five times greater than the number of the Administrative   Officers.

(VI.vi) ToT for Chairpersons & Members of the Buma Liberated Council:

 On an average there are more than five Bumas in each Payam . Each Buma is having a 'Buma Liberated Council' consisting of 14 members including a Chairperson and a Secretary.At the Buma level, there is no official administrative structure. In the

absence of the administrative structure, the Buma Liberated Council has to play dual role covering political and administrative domains. Often the members of the Council had to engage with the Local Authorities *(Shaykh,Omda and Mek)* . On several occasions, conflicts of interests had been reported among them. In a number of incidences, the members of the Council and the members of the Local Authorities have given contradictory reports to the Payam administration. Since Buma is the grassroots level organization, the members have close proximity to the local citizens. The members of the Council are not trained on the assigned responsibilities and functions to be performed in and outside the Council. The code of conduct and the business of the Council are other diffused areas. Around 30-35 members from the Buma Liberated Councils will be selected for the ToT and trained as 'master trainers', they may be in a position to impart training to all the members of Buma.

(VI.vii) ToT for Local Authorities:

Nuba Mountains has long tradition and outstanding historical records on Local Authorities.   All the tribal groups have their own governance system with hierarchically   placed structures / institutions**.** They are *shaykh ,omda,mek,amir ,nasir***.** Since Nuba Mountains is a multi -religious, multi -ethnic (with different clans under different tribes) and multi linguistic, the local authorities play a prominent role in the lives of the people. Since there is no official channel of administration up to the village/Buma level, the Administrative officers of the Payams have to depend on Local Authorities for providing delivery of services and information from the grassroots. The Local Authorities are   considered as 'basis for local government and co- existences'. It is noticed that the role of Local Authorities in the management, prevention and resolution of tribal conflicts is well- recognized by the community. It is viewed as the foundation of the society .Therefore, there are   deliberations in the public sphere on the potential of the local authorities as an institution to sustain peace, stability, and state building with checks and balances. The general perception is that at present there is an imperative need for the society to come together and work together at the earliest and in this respect, there is the obvious need to involve traditional leadership in peace building processes. Everyone has acknowledged that during the

war period the institutions of traditional leadership suffered greatly and also holds the view that there is an urgent need to re-empower genuine traditional leaders. An equally stressed important factor was that local authorities need to be independent all time. However, in a few cases it is alleged that the local authorities were prisoners of primordial loyalties and decisions were taken on same lines. Therefore, the demand for capacity building for Local Authorities is realized mainly from two sides. First, during the FGDs among traditional leadership they have admitted that fact that it is difficult to handle 'the emerging new issues in the villages'. They are related to access to land and it is held that those whose land has been alienated should be properly compensated. The other issues are the status on women, adultery, delivery of services, peace building, co-existence, relationship with local government and other micro level organizations. Secondly, while recognizing the intrinsic role of the local authorities, the actors of the local government, especially, the Administrative Officers of the Payam, the Chairpersons and Members of the Liberated Councils both at the Payam and Buma and civil society organizations stressed the need of urgent capacity building exercise among the traditional leaders. Every one stressed the need to develop the capacities of the traditional leaders. Around -50 members from local authorities /traditional leaders will be selected for the ToT and trained as 'master trainers', who will impart training to all other members of category. The service of the Traditional Leaders Forum may also be taken for the exercise.

(VI.viii) ToT for the Staff at the Secretariat of the Local Government:

There are eleven Secretariats in the Nuba Mountains for the civil administration and the Secretariat for Local Government is one among them. It is headed by the Secretary of Local Government who is assisted by a Director General (DG) .There are six divisions in the Secretariat and they are (i)Personnel Administration, (ii)Training, (iii)Office Administration (staff /clerk),(iv) Human Resource (HR),(v)Financial Administration, and (vi) General Local Government Administration. In general, each division has a Manager and number of units is there under the each division. There may be exceptions as in the case of the division of General Local Government Administration, which is headed by a General Manager. The number of units varies

from division to division. For example, there are four units under Personnel Administration Division whereas it has only two for the Training Division. While discussing with the Secretary and the staff at the Secretariat of the Local Government, soaring demand was placed for CB&T. A team of 15 -20 members may be selected from the staff of the Secretariat of Local Government.

(VI.ix) ToT for the Staff at the Counties:

At the County level, under the Executive Director, there are eleven departments and they are (1) Education, (2) Health, (3) Agriculture, (4) Animal Husbandry, (5)Mother & Child, (6) Social Development, (7) Finance, (8)Engineering, (9)Local Government, (10) Personnel Administration/HR, and (11) Information. Each department is headed by a Manager who is assisted by a Deputy Manager with a few ministerial staff (Supervisor and Inspectors). Each department has specific functions and responsibilities under various units. For example,(a) to encourage farmers, (b)to make steps to ensure food security, (c)to resolve conflicts between farmers and pastoralists, (d) to control of local markets, etc. are vested with different units under agriculture department. Each County has around 25- 30 personnel including both technical and administrative and the number varies among Counties. It seems that the technical and administrative structure of the County governance is running with minimum capacity because of the lack of work plan ,motivation and CB&T .The training need assessment has revealed that the personnel have to be capacitated by additional inputs from both the domain knowledge of technical and administrative / management . While considering the homogeneity of issues and problems of the staff in the 14 Counties, ToT has high relevance. Definitely, after the ToT, the 'Master Trainers' will train the entire personnel of the County administration. Local Economic Development (LED) may be one of the key areas to be discussed in detail while conducting the ToT at the level of the Staff at the Counties.

(VI.x) ToT for the Staff at the Payams:

Generally, the Payam is visualized to have eleven units as in the case of the Secretariat or as in the case of County. But in actual practice, each Payam has only five to six

units and each unit is headed by the concerned staff. Since the Payam has less number of units than what it is supposed to be, the total number of personnel under each Payam is around five to six in addition to the Administrative Officer. There will be around 350 staff at the level of the Payams. It is reported that for the normal functioning of a Payam needs a minimum number of 18 personnel.   The administrative structure of the Payam is not very clear. But for all the major subjects (education, health& environment, finance, personnel administration /human resource and mother & child) have separate units in the Payam. During the time of FGDs, the personnel of the Payam has expressed high level of desire for CB&T. As in the case of the staff of the County, due to the homogeneity of the issues and problems, ToT will be applied .The proposed ToT will train 25-30 'Master Trainers' and in turn they will impart training to all the staff of the Payams.

(VI.xi) ToT for Mother Union and Local Citizens:

It is noticed that Mother Union is an associational life of women for addressing gender issues in the Nuba Mountains. In many cases, they are in synergy with the institutions of local government. The active involvement of the Mother Union in public action may work as a catalyst and agency for building pressure at grassroots for good governance. Moreover, the agency role of the Mother Union may graft gender issues into the institutions of the local government. Local citizens with active civic engagement also accelerate the process of good governance at the grassroots. The members of the Mother Union and local citizens have placed high demand   for CB&T on local democracy /local governance. While considering the potential of the these two groups in co- production and synergy between local government and civil society, it is worthwhile to widen the scope of ToT.

Official Category / Stakeholders Proposed to be Covered under ToT / CBT (Administrative Wing)

Name of Category/ Stakeholders	Total Number	Issues	Assigned Responsibilities	Whether ToT / CB&T and Why	Tentative Subjects to be Covered Under ToT / CB&T
Secretaries of Secretariat	11	(i)Each Secretariat has six to ten departments. (ii)All the Secretariats are related to Local Government. (ii)The personnel of the different Secretariat have to work in the Counties under deputation.	(i)Frame policy for concerned Secretariat (ii) Administer concerned Secretariat	ToT and CB&T may not be workable in the case of Secretaries of the 11 Secretariat. 'An Orientation workshop' may be applicable. (Total universe is too small to organize ToT. Protocol issue may be a problem for organizing CB&T))	**Balanced one with politico-administrative thread**. (i)Theory and practice of (a)local government, (b)decentralization, (c)separation of powers , (d)federalism, (e)fiscal federalism,(f)checks and balance (ii)Participation, Participatory planning& budgeting,(iii) Office Management (iv) Leadership qualities, (v)Transparency, (vi) Constitution of SPLM, Law of Local Government, Law of Local Authorities (vii) Theory of regional imbalance (viii)Good governance, (ix) Gender mainstreaming in governance .
Staff of the Secretariat of Local Government	20	(i)A Director General (DG) who assist the Secretary of local government. There are six divisions in the Secretariat and they are (i)Personnel Administration ,(ii)Training,(iii)Office Administration (staff /clerk),(iv)Human Resource (HR),(v)Financial Administration, and(vi) General Local Government Administration Minimum two-three personnel per division.	(i)Support the Secretary in the administration of local government. (ii)Administrative support to the Counties & Payams(iii) Conduct activities on training, research and documentation	CB&T may be workable. (universe is too small to organize a ToT	**More Emphasis on Administrative Thread** (i)Office Management & Co-ordination (ii) Personnel management (iii)Preparation of project proposals (iv)Monitoring & evaluation (v)Decentralization (vi)Conflict management (vii) Good governance, (viii) Gender mainstreaming in governance .

Commissioner	14	(i)No experience in civil governance (ii) Not trained (iii)Appointed based on spoils system(	(i)Administrative head of the County, (ii)Preside the meetings of the County Liberated Council,(iii) Co-ordinate all the development activities of the County& coordinate the humanitarian activities (iii) Report the developments of the County to the Governor /Deputy Governor (iv)Infrastructure deficit	CB&T may be workable. (Total universe is too small to organize ToT)	Balanced One with Politico-Administrative Thread. (i)Theory and practice of (a)local government, (b)decentralization, (c)separation of powers , (d)federalism, (e)fiscal federalism,(ii) Participation, Participatory planning& budgeting,(iii) Office Management (iv) leadership qualities, (vi)transparency, (vii)Anti corruption (viii)social auditing , (ix) resource mobilization (x) co-ordination(xi) Constitution of SPLM, Law of Local Government, Law of Local Authorities (xii)Business and of the code of conduct of the Council (xiii)Theory of regional imbalance (xiv)Local resource mobilization (xv)Conflict management (xvi) Good governance, (xvii) Gender mainstreaming in governance
Executive Director of the County	14	(i)Promotion post (ii) Have knowledge of governance structure but need more knowledge and expertise (iii) To 'serve' the vested interest of the Commissioner and to comply the procedures, rules and guidelines.(iv) Received very little training on governance issues .	i)Administrative head of the County in the absence of the Commissioner (ii) Coordinate all the development activities of the County(iii) Report the developments of the County to the Commissioner (iv)support and coordinate the	ToT may not be applicable. CB&T may be workable. (Universe is too small to organize ToT)	**More Emphasis on Administrative Thread.**(i) Office Management (ii) Participatory planning& budgeting (iii)Transparency, (iv)social auditing , (v) local resource mobilization (vi) co-ordination(vii) Constitution of SPLM, Law of Local Government, Law of Local Authorities (viii)Conflict management (ix) Good governance, (x) local government, decentralization, and fiscal federalism,

			activities of the Payam and Buma(v) support and coordinate the humanitarian activities of the Payam and Buma (vi)Establish good relations with the County Liberated Council (vii)Infrastructure deficit		
Staff of the County	450-650	(i)Deputation from different Secretariats (ii) Works under dual control of Executive Director of the County and technical control of the respective Secretariat (iii) Not received any proper training on governance issue. (iv)Domain knowledge & expertise is needed but not possessed	(i) To assist the Executive Director in the County governance (ii) Field inspection, field visit in Payam and preparing reports on the concerned issues and submit to the County.(iii)To assist the Payam administration (iv)Infrastructure deficit	ToT may be applicable	**More Emphasis on Administrative Thread**. (i)Participatory planning& budgeting(ii) Office Management (iii) transparency, (iv)social auditing , (v) local resource mobilization (vi) co-ordination(vii) Constitution of SPLM, Law of Local Government, Law of Local (viii)Conflict management (ix) Good governance, (x) Gender mainstreaming in governance(xi)Preparation of project report (xii)Role of civil society &NGOs in governance (xiii) Preparation of Administrative report (xiv) local government, decentralization, and fiscal federalism,
Administrativ e Officers of the Payam	67	(i)Works as the head of the Payam administration with very little resource support. (ii)Multi skill is needed for the post .(iii)An entry	(i)Works as a link between County and Buma (iv) Delivery of public goods and	ToT may be applicable	**More Emphasis on Administrative Thread**. (i))local government, decentralization, and fiscal federalism, (ii)Participatory

		post in the administration (iv)Not yet properly trained	service to the local community (v) Seek the assistance of the Local Authorities(vi)Establish good relations with the Chairperson and Payam Liberated Council (vii)Infrastructure deficit		planning& budgeting,(iii) Office Management (iv) transparency, (v)social auditing , (vi) local resource mobilization (vii) coordination(viii) Constitution of SPLM, Law of Local Government, Law of Local Authorities (ix)Conflict management (x) Good governance, (xi) preparation of project report (xii)Role of civil society &NGOs in governance (xiii) preparation of Administrative report(xiv)Interface between administrative and political domains
Staff of the Payam	350	(i)Direct recruitment/entry post (ii)Domain knowledge & expertise is needed but not possessed (iii)Not received any training on governance issues	i) To assist the Administrative Officer in the Payam governance (ii) Field inspection, field visit in Buma and preparing reports on the concerned issues and submit to the Payam .(iii)To assist the Local Authorities (iv)Infrastructure deficit	ToT may be applicable	**More Emphasis on Administrative Thread**. (i))local government, decentralization, and fiscal federalism, (ii)Participatory planning& budgeting,(iii) Office Management (iv) transparency, (v)social auditing , (vi) local resource mobilization (vii) co-ordination(viii) Constitution of SPLM, Law of Local Government, Law of Local Authorities (ix)Conflict management (x) Good governance, (xi) Preparation of project report

Political Category / Stakeholders Proposed to be Covered under ToT / CBT (Political Wing)

Category/ Stakeholders	Total Number in the Category	Issues	Whether ToT / CBT and Why	Subjects to be covered under ToT / CBT
Members of the County Liberated Council	700	(i)Elected to the Council with little experience (ii) No previous experience on the business of the Council (iii) Poor resource base(iv) Lack of knowledge on the working of the Payam administration (v) Infrastructure deficit	ToT may be applicable (Total universe is too big to organize ToT)	**More emphasis on Political Thread.** (i)Theory and practice of (a)local government, (b)decentralization, (c)separation of powers , (d)federalism, (e)fiscal federalism,(f)checks and balance,(ii)Citizenship, (iii)Participation, Participatory planning& budgeting,(iv) leadership qualities, (v)transparency, (vi)Anti- corruption initiative (vii)social auditing , (viii) resource mobilization (ix) co-ordination(x) Constitution of SPLM, Law of Local Government, Law of Local (xi)Business and of the code of conduct of the Council (xii)Theory of regional imbalance (xiii)Local resource mobilization (xv)Conflict management (xiv) Good governance, (xv) Gender mainstreaming in governance
Chairman & Members of the Payam Liberated Council	2077	(i)Elected to the Council with little experience (ii) No previous experience on the business of the Council (iii) Poor resource base(iv) Lack of knowledge on the working of the Buma administration(v)Infrastructure deficit	ToT may be applicable (Total universe is too big to organize ToT)	**More emphasis on Political Thread d**. (i)Theory and practice of (a)local government, (b)decentralization, (c)separation of powers , (d)federalism, (e)fiscal federalism,(f)checks and balance from the cases major countries ,(ii)Citizenship, (iii)Participation, Participatory planning& budgeting,(iv) leadership qualities, (v)transparency, (vi)Anti corruption (vii)social auditing , (viii) resource mobilization (ix) coordination(x) Constitution of SPLM, Law of Local Government, Law of Local Authorities and other laws related to local government (xi)Business and of the code of conduct of the Council (xii)Theory of regional imbalance (xiii)Local resource mobilization (xiv)Conflict management (xv) Good governance, (xvi) Gender mainstreaming in governance(xvii) Role of Local Authorities (xviii)Interface between administrative and political domains
Chairman & Members of the Buma Liberated Council	4700-5000	(i)No official unit at Buma level Elected to the Council with little experience (ii) No previous experience on the business of the Council (iii) no resource base(iv) Lack of knowledge on the working of the Buma administration(v)No infrastructure	ToT may be applicable (Total universe is too big to organize ToT)	**More emphasis on Political Thread d**. (i))local government, (b)decentralization, (c)separation of powers , (d)federalism, (e)fiscal federalism,(f)checks and balance,(ii)Citizenship, (iii)Participation, Participatory planning& budgeting,(iv) Leadership qualities, (v) co-ordination (vi)Business and of the code of conduct of the Council (vii) Local resource mobilization (viii)Conflict management (ix) Good governance, (x) Gender mainstreaming in governance(xii)Role of Local Authorities

Local / Stakeholders Proposed to be Covered under ToT / CBT (Para State Agency)

Category/ Stakeholders	Total Number in the Category	Issues & Potentials	Whether ToT / CBT and Why	Subjects to be covered under ToT / CBT
Local Authorities(Shaykh, *Omda* and *Mak*)	500-600	(i). The Payam administration depends on traditional authorities for the delivery of public goods the grassroots.(ii) It is alleged that in many cases the traditional authorities are guided with primordial loyalties.	ToT may be applicable (Universe is too big to organize (ToT)	(i)Role & responsibilities of Local Authorities in local governance (ii)good governance (iii)Democratic values& practices (iv)Citizenship, self determination & participation (v) Conflict resolution techniques (vi)Gender issues
Chairperson and Members of the Mother Union	1500-2000	(i)Though Mother Union has significant role in local governance it is not recognized. (ii)Gender awareness in limited	ToT may be applicable (Universe is too big to organize ToT)	(i)Role & responsibilities of Mother Union in local governance (ii)Gender mainstreaming in governance (iii)Democratic values& practices (iv)Citizenship, self determination & women participation (v) Gender issues
Local Citizen with Active Engagement in Public Sphere	Above 2500	(i)No real space for local citizens in local governance(ii) very weak /fragile public sphere	ToT may be applicable (Universe is too big to organize ToT)	(i)Role & responsibilities of Civil society &Citizens in local governance(ii) good governance (iii)Democratic values& practices (iv)Citizenship, self determination & participation (v) Conflict resolution techniques (vi)Gender issues

Diagram No.1

Structure of Local Government in Nuba Mountains

Commissioner, Executive Director & Other Personnel	←	COUNTY	→	Chairperson, Members of the County Liberated Council
Administrative Officer & Other Personnel	←	PAYAM	→	Chairperson, Members of the Payam Liberated Council
NIL	←	BUMA	→	Chairperson, Members of the Buma Liberated Council