Corruption In The Sudanese Civil Service
(Causes and Remedies)

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Dedication

To the soul of Hilala Ismail Al-Tayyib, the matchless human and public servant slaughtered by the knife of public interest.

To the soul of Thorayya Mohammed Ahmed Sugrab, who devoted her short life to fight injustice and corruption and did never stoop or bargain.

To the soul of Hamad Al-Neel Abd Al-Raheem, who did his best and gave the candle of his life to illuminate the way for others in the darkness of civil service, and went silently.
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Abstract

The major concern of this research is on the persistently worsening and deteriorating performance of the Sudanese civil service. The worsening situation of civil service can be obviously seen in the prevalence of frustration, job dissatisfaction and poor morale, which result in poor performance and undesirable forms of organizational behavior like absenteeism, tardiness, slackness, evasion, malinger, negligence, apathy, frequent and outstanding violations of rules and regulations, bribery, embezzlement, extortion, political intervention and politicization, jobbery and abuse of authority, nepotism, favoritism, unfair recruitment and selection, unfair placement, inadequate and inequitable training, biased transfer, unjust promotions and unfair disciplinary actions.

The significance of this study stems from the crucial role of civil service in implementing the public policies of the state, a soundly built civil service that performs competently, effectively and efficiently indicates an advanced civilized state, whereas corrupt, flabby and undisciplined civil service – on the contrary – is a characteristic of backward less developed countries.

The objectives of this research are:

1. To study the various aspects of corruption that include all the dishonest and undesirable forms of behavior and the improper ethical attitudes towards these unpleasant deeds.
2. To discuss the major factors behind corruption and the impact of corruption.
3. To arrive – through data analysis and hypotheses testing – at the research results, findings and conclusions and, hence to introduce – in the light of these results and findings – the recommendations that may help alleviating the problem of corruption.

The hypotheses of this research are:

1. Due to politicization and political intervention, the merit system in the Sudanese civil service is badly affected with; selection and appointment are built on favoritism and non-merit criteria rather than merit and fair competition between candidates.
2. Real incomes of civil servants are increasingly being deteriorated vis-à-vis the continuously rising costs of living.
3. The aspects of corruption including forgery, embezzlement, bribery, jobbery, abuse of power and undesirable forms of organizational behavior are very common in public service, due to inadequate pay and poor conditions of service.
(4) Due to politicization of the civil service, civil servants have poor morale and poorer loyalty to their jobs and, hence, they tend to lack their respect of law and ethics of public service and have passive, negative, indifferent or defeatist attitudes towards corruption and corrupt colleagues.

(5) There is a significant relation between civil servants' dissatisfaction, improper attitudes towards corrupt practices and corruptibility. The research adopts a statistical methodology that depends on the analytical tools such as percentages, relative frequencies, coefficients of association, coefficients of contingency and chi-square tests.

The primary data of the study is collected by means of a questionnaire that covered a random sample of the study population, i.e. civil servants. Out of (1320) civil servants from (18) governmental units who received the questionnaire, (1015) ones, who constitute (76.6 %) of the research sample, have given a full response.

The secondary data is derived from different sources of governmental official documents that include reports, statistics and tables from the units concerned like the Federal Public Service Recruitment Board, the Khartoum State – Public Service Recruitment Board, the Federal Chamber of Justice, the Public Corrections and Grievance Board, the Attorney of Public Property, the Directorate General for Prohibited and Suspicious Enrichment Combat and the Auditor General Chamber in addition to dictionaries, encyclopedias, books, journals, unpublished theses, newspapers and web sites.

The introduction of this research includes the statement of the research problem, the importance of the research topic, the objectives of the study, the adopted research methodology, the hypotheses of the study and the format of the study.

Chapter One is a literature review that studies the theoretical framework of recruitment and selection, appointment, placement, transfer, training, compensation, performance appraisal, promotion, transfer, disciplinary policies, redundancy and termination of service, then tries to study the concept of the term corruption.

Chapter Two tries to study the influential factors behind corruption that include political, economic, legal, administrative, psychological and social factors, it also tries to survey the types of corruption in Sudanese civil service and the aspects of violations and corruption in personnel practices, then it discusses the various forms of corruption that includes bribery, embezzlement, forgery, blackmail and other crimes against public property.
Chapter Three studies the impact of corruption on individuals, institutions and the overall economy.
Chapter Four is devoted to data analysis and hypotheses testing, it includes the statistical tables derived from the questionnaire
Chapter Five presents the findings and conclusions of the study and tries – in the light of these findings – to introduce some suggestions and recommendations that may help any potential reformatory attempts in the future.
مستخلص

يشكل التدني و التدهور المستمر في أداء الخدمة المدنية في السودان هما أساسا لهذا البحث والوضع المتردد للخدمة المدنية يمكن رؤيته جليا في تفشي الإحباط وعدم الراضي الوظيفي وتدني الروح المعنوية مما يؤدي إلى ضعف مستوي الأداء و ظهور أشكال من السلوكي الوظيفي غير المرغوب فيه كالتهرب والتآمر والتسبب والتهرب والتنمر و التماس و الإهمال واللامبالاة والانتهادات المتكررة والواضحة للقوانين واللوائح والرشوة والاختلاس والابتزاز والتدخل السياسي و تسهيل الخدمة واستغلال النفوذ الوظيفي و اساءة استعمال السلطة والمحسوبية والمحاباة و عدم العدالة في الاختيار و التعين والتوزيع ، ضمن التعديب والتوزيع غير العادل لفرصه و اندماج بيئة اداء كتيرة من أنظمة الدولة و أساليب المحاسبة و اتساع الاستخدام في التدريب، و التدريب و الفوز في القرص، و انعدام الالظام في التنقلات، و التئييبيات المحاسبة، و الاجراءات التأديبية للمحاسبة العامين.

تنبع أهمية هذه الدراسة من الدور الهام الذي تلعبه الخدمة المدنية في تطبيق السياسات العامة للدولة فالخدمة المدنية المبنية على أساس علمي سليم و التي تعمل باقتصاد و فاعلية و كفاءة تعطى مؤشرة لتقدم الدولة و تحضيرها و علي التنقيص فالخدمة المدنية الفاسدة و المتزيلة و غير المضطبة من سمات الدول المختلطة أو الأقل نموا

يهدف هذا البحث إلى:

- دراسة المظاهر والجوانب المتعددة للفساد و التي تشمل كل أنواع السلوكي غير النزيه و غير المستحب و المواكيف الأخلاقيات الخاطئة تجاه هذه الأفعال غير المحيدة مناقشة الأسباب الأساسية وراء الفساد و أثار الفساد الوصول إلى نتائج البحث عن طريق تحليل البيانات و اختبار فرضيات البحث و من ثم - على ضوء النتائج - تقديم التوصيات التي قد تساعد في تخفيض مشكلة الفساد فرضيات هذا البحث هي:

الخدمة المدنية السودانية قد تضررت ضربا قاسيا بالتسهيل و بسبب التدخل السياسي أصبح الاختيار و التعين في الخدمة العامة قائما على التجوز و المحاباة و معابر لا صلة لها بالجادولة بدلا عن الجدارة و الكفاءة و المناقشة العادلة بين المتقدمين للوظائف العامة

- الدخول الحققي للموظفين في انخفاض و تدهور مستمر مقارنة بالتصاعد المستمر في تكاليف المعيشة

- مظاهر الفساد المختلفة من تزوير و اختلاس و رشوة و استغلال الفوائد و إساءة استعمال السلطة شائعة في الخدمة العامة و تعزي ذلك لضعف الأجور و شروط الخدمة

بسبب تسييس الخدمة المدنية يعاني الموظفون من ضعف الروح المعنوية و ضعف الولاء لعمليهم و وحداتهم و ميلون - بالتالي - لعدم احتراز القوانين و أخلاقيات المهنية و اتخاذ مواكíf خاطئة تتسم بالعكس أو السلبية أو الامبالاة أو الانهيارية تجاه الفساد، و المفسدين من زملائهم
هناك علاقة جوهرية بين عدم رضا الموظفين و مواقفهم السلبية تجاه الفساد و الفاسدين و قابلتهم هم أنفسهم للفساد.

يتيح هذا البحث منهجية وصفية إحصائية تعتمد على الأدوات التحليلية مثل النسب المنوية والتكرارات النسبية ومعاملات الاقتران ومعاملات التوافق و اختيارات مربع كاي.

البيانات الأولية لهذا البحث تم تجميعها بواسطة استبيان تم توزيعه على عينة عشوائية بسيطة من مجتمع الدراسة (الموظفين بالخدمة المدنية) وقد تركزت عينة البحث في (1320 موظفاً و اثنين) 18 وحدة حكومية تم توزيع الاستبيان عليهم استجاب (1015) موظفاً و قدموا إجابات كاملاً بنسبة (76.6 %) من عينة البحث.

تم اشتقاق واستخلاص البيانات الثانوية من عدة مصادر من الوثائق و المستندات الحكومية الرسمية و التي تشتمل على التقارير والإحصاءات و الجداول الصادرة من الوحدات المعنية مثل لجنة الاختيار الاحادية للخدمة العامة، لجنة الاختيار لخدمة العامة – ولاية الخردوم، ديوان العدلات الاتحادي، ديوان الحساب العامة والمظلوم، نيةة المال العام، الإدارة العامة لمكافحة الاعتداءات والمشبوه وديوان المراجع العام بالإضافة إلى القواميس و الموسوعات و الكتب و الدوريات و الأمورات غير المشروعة والتصف و الإنترنت.

تحوي مقدمة هذا البحث: مشكلة البحث، أهمية موضوع البحث، أهداف البحث، المنهجية المتبعة، فرضيات الدراسة، و صياغة البحث.

الفصل الأول من البحث هو الإطار النظري و يشمل دراسة نظرية للاختيار و التعين والتسكين و النقل و التدريب و الأجور و تقييم الأداء والترافيات...إلخ.

ويحاول من ثم دراسة مفهوم مصطلح الفساد و أنماط الفساد الفُساد في الخدمة العامة السودانية و مظاهر و نواحي الفساد في إجراءات شنن الأفراد.

يحاول الفصل الثاني دراسة الأسباب والعوامل المؤثرة وراء الفساد و التي تشمل العوامل و المسببات السياسية و الاقتصادية و القانونية و الإدارية و النفسية و الاجتماعية و مناقشة الأشكال المتباينة للفساد و التي تشمل الرشوة و الاختلاص و التزوير و الابتزاز و الجرائم الأخرى ضد المال العام.

يدرس الفصل الثالث آثار الفساد علي مستوي الأفراد و المؤسسات و الاقتصاد العام.

الفصل الرابع تم تكرسه لتحليل البيانات و اختبار الفرضيات و يشمل على الجداول المستخرجة من الاستبيان.

الفصل الخامس يستعرض النتائج التي تم الوصول إليها من تحليل البيانات و من ثم – علي ضوء النتائج – يحاول تقديم توصيات و مقترحات قد تساعدن أي محاولات إصلاحية محتملة مستقبلاً.
Acknowledgement

Having finished this research it must be admitted that – in spite of the hard work and the laborious effort exerted to accomplish it – it should not have been completed had it not been for the invaluable assistances of many sincere helpful fellows to whom I am heavily indebted.

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Introduction

Statement of the Research problem:

The very concern of this research is the worsening situation and declining performance of the Sudanese civil service in general. This worsening situation can be seen at many levels:

(1) The dominance of job dissatisfaction and poor morale which are associated with poor performance and unpleasant forms of organizational behavior like absenteeism, tardiness, negligence, apathy, slackness and corrupt practices on the one hand and passive or negative attitudes towards corruption and violations of rules and ethics on the other hand.

(2) The frequent and outstanding violation of public service legislation, regulations, and leaflets that govern the public service, which reveals the abuse of power and authority, where the decision-making process is seldom built on legal, objective and logically convincing basis.

(3) Employees – particularly at the higher level – are often improperly placed irrespective of their qualifications, experience, knowledge and talents, where the political status quo conditions tend to destroy the merit system by marginalizing the highly qualified and competent public servants on the one hand and by offering illegitimate privileges to persons who lack the appropriate qualifications, experience and skills on the other hand.

(4) Recruitment, selection, placement, training, transfer and promotion tend to be dependent on non-merit criteria. This is attributable to many factors such as:

(a) Political intervention and politicization of public service, which paved the way for jobbery and abuse of authority in decision-making and gave the priority to non-merit factors such as ideological orientation, political loyalty, partisanship, partiality and personal bias, which resulted into severe distortions of organizational structure and caused many administrative problems by improper placement of individuals and gave rise to further distortions.

(b) Social relations which affected the structure of public service and gave rise to conciliation, nepotism, favoritism and bias beside the reemergence of tribalism and concealed authority and influence that press to legalize illegitimate practices at both structural and functional levels of public service.

(c) Economic conditions like the continuously and significantly increasing costs of living beside the deteriorated real incomes and improper compensation policies that are apt to cause embezzlement, bribery and illegal practices of getting money or any personal gains and benefits at the expense of public interest.

(d) Ethical and psychological factors like opportunism, greediness, and egoism, illegitimate ambitions and pay comparison that may lead to and encourage corruption on the one hand and try to justify it on the other hand.

(e) Legal factors that include legislative limitations on the one hand and the misuse, improper application or negligence of laws at the other hand, this situation opens the door widely for corruption and injustice.

(5) The continuously aggravating situation of public service where corruption generates and consecrates for further corruption. i.e. Those who came to higher leadership and influential posts by means of corruption tend to enhance
and strongly support corruptive practices on the one hand and – effectively –
hamper and resist all the reformatory attempts and do their best to abort them
on the other hand. This creates a vicious cycle of corruption, where the
domination of ineligible officials who occupy higher and more important posts at
the expense of merit paves the way for further deterioration at both structural
and functional levels.

Significance of the Research:

The importance of this research stems from the significance of civil service,
which constitutes the heart of government. When civil service is built on sound
scientific basis effective state can be obtained while corrupt and undisciplined civil
service indicates a flabby and deteriorated state.

Where the role of the state is no longer limited to the collection of revenue and
preservation of law and order, the bureaucratic machinery should effectively
shoulder many responsibilities and play a crucial role in the field of socio-economic
development. But to perform the role entrusted to it successfully, efficiently and
effectively the civil service system have to be established on objective and
equitable criteria to guarantee fair and uniform treatment for all citizens.

The concern of this research then is to study the major factors and causes
behind corruption in the Sudanese civil service and its impact on individuals and
institutions and, hence, to propose some recommendations that can help public
service reforms.

Previous studies:

In spite of the seriousness of the topic and the fact that many people including civil
servants themselves talk about corruption in the Sudanese civil service and many
grievances are introduced by the affected citizens and civil servants no research
has been conducted to study this problem, therefore, this study is unprecedented.

Due to the very nature of the topic of this research it was confronted by many
obstacles and hardships; many officials who hold the necessary documents that
include the data and information required for the study – particularly in the Auditor
general, the General Directorate for Internal Audit, the Attorney of Public money,
the General Directorate for Prohibited & Suspicious Enrichment Combat, the
Federal Chamber of Justice and the Public Corrections & Grievances Board – were
not cooperative, rather they tended to avoid and evade the subject through many
undue series of bureaucratic procedure that may eventually lead to nothing. Many
respondents on the other hand were afraid of the topic, great efforts were exerted
to remove their fears and hesitation and convince them to fill-in the questionnaire.

Objectives of the Research:

This research aims at investigating the problem of unsatisfactory performance of
the Sudanese civil service to study the significant factors behind corruption, the
various aspects of corruption and hence, to propose some recommendations that
may help the reform of public administration in the country.
Research hypotheses:

(1) Due to political intervention and politicization of public service, selection and appointment in the civil service are built on favoritism and non-merit criteria rather than merit and fair competition between candidates.
(2) Real incomes of civil servants are increasingly being deteriorated vis-à-vis the continuously rising of costs living.
(3) The aspects of corruption including forgery, embezzlement, bribery, jobbery, and abuse of power are common in public service, due to inadequate pay and poor conditions of service.
(4) Civil servants tend to have poor morale and poorer loyalty to their jobs and, hence, they lack respect of laws and ethics of public service and have passive, negative, indifferent or defeatist attitudes towards the different forms of corruption.
(5) There is a significant correlation between civil servants' dissatisfaction, improper attitudes towards corrupt practices and corruptibility.

Research methodology:

This research adopts a statistical methodology that tries to extract facts and indicators from the available data figures. It uses descriptive as well as analytical statistical tools, including tables, illustrative diagrams, percentages, means, association and correlation coefficients and tests of significance (Chi-square test). Primary data is collected by means of a questionnaire that is specifically designed for the purpose of this study.
Secondary data is attained from several references including books, unpublished theses ·dictionaries encyclopedias, official documents and reports, journals and periodicals, in addition to the Public Service Act 1995, Public Service Regulation 1995, the Public Servants' Accountability and Discipline Act 1994, the Public Servants' Pensions Act 1993, the Public Servants' Grievances Chamber Act 1994, the Federal Chamber of Justice Act 1999 and the legislations of Civil Service Department

One of the statistical methods adopted in this study for hypotheses testing is the Chi-square test ( ) where by the significance of the relationship between the independent and the dependent variables of the study is tested.
The null hypothesis (Ho) – which is the one usually tested – assumes that there is no significant correlation between the independent and the dependent variables. i.e. the association between the two variables is attributable to mere chance.
While the alternative hypothesis (Hi) assumes that the relationship between the independent and the dependent variables is a significant one. i.e. it can not be attributed to chance.
The $(X)$ test depends on two values:

**The calculated chi-square:**

It is extracted by the hollowing equation:

$$X = \frac{(O - E)}{E}$$

Where:
- $O$: denotes the observed values (actual frequency)
- $E$: denotes the expected values (theoretical frequency)
- $E$: denotes the summation of expected values

The expected values— in turn – are calculated by the following equation for every cell of the concerned table:

$$E_{ij} = \frac{(R_i \times C_j)}{T}$$

Where:
- $E_{ij}$ is the expected frequency of the cell that lies in the $i^{th}$ row and the $j^{th}$ column.
- $R_i$: summation of the $i^{th}$ row
- $C_j$: summation of the $j^{th}$ column
- $T$: grand total.

**The tabulated chi-square:**

It is extracted from the (Chi-squared) table as follows:

$$X = X_{df}$$

Where: $df$: denotes the degrees of freedom which are computed by the following equation:

$$df = (R-1)(C-1)$$

Where:
- $R$ is the number of rows
- $C$ is the number of columns
- $Alpha$ is the level of significance

Regarding that the adopted significance level in this research is: $Alpha = (0.01)$ in all of the tests of the research hypotheses i.e. the coefficient of confidence is $(1-alpha = 0.99)$ which means that the probability of making the right decision is $0.99$
The tabulated \((X)\) is then extracted from the \((X)\) distribution table from the cell that lies in front of the specific degrees of freedom and under the level of significance alpha = (0.01) i.e. The cell of intersection.

The following rules are followed in hypotheses testing:
The null hypothesis is the one we usually test to be either rejected or confirmed
The rejection of the null hypothesis implies the acceptance of the alternative one i.e. confirming the significance of the relationship between the independent and the dependent variables.

If the calculated \((X)\) is larger than or equal to the tabulated one we reject the null hypothesis

\[
\begin{array}{ccc}
X_c & X_{df} & \text{reject (Ho)} & \text{accept (Hi)}
\end{array}
\]

If the calculated \((X)\) is smaller than the tabulated one we fail to reject the null hypothesis

\[
\begin{array}{ccc}
X_c & X_{df} & \text{accept (Ho)}
\end{array}
\]
Organization of the study:

The organization of the research is composed of an introduction and five chapters.

The introduction of this research includes the statement of the research problem, the importance of the research topic, the objectives of the study, the hypotheses of the study, the adopted research methodology and the format of the study.

Chapter One is a literature review that studies the theoretical framework of recruitment and selection, appointment, placement, transfer, compensation, training, performance appraisal, promotion and disciplinary actions, then tries to study the concept of the term corruption, the types of corruption in Sudanese civil service and the aspects of violations and corruption in personnel activities.

Chapter Two tries to study the influential factors behind corruption at the political, economic, legal, administrative, and psycho social levels and discusses the forms of financial corruption that include bribery, embezzlement, forgery, abuse of power, misappropriation, blackmail and theft.

Chapter Three studies the impact of corrupt practices on both public service and individuals

Chapter Four is devoted to data analysis and hypotheses testing ·it includes the statistical tables that are derived from the questionnaire, which is distributed among the population of the study (public servants).

Chapter Five presents the findings and conclusions of the study and, hence, tries to introduce some recommendations that may provide a useful feedback for potential reformatory attempts.
This chapter explains and discusses the important personnel aspects and activities that constitute the theoretical and legal framework of civil service. The main purpose is to set some standards against which the actual performance and practices can be – later on – properly measured to see whether they conform to these standards or not and, hence, to study – in later chapters – the causes behind the divergences and deviations of there performance from rules and regulations.

The concept of civil service:
"Civil service is the generic name given to public servants of a state employed in a civil capacity; excluding judges and teachers. Provincial, municipal and local employees are included in this term in some countries, excluded in others such as Great Britain. In the United States, the term is often used to describe that part of the government service entered by examination and offering permanent tenure. As a social formation the civil service stretches back beyond the memory of man, the Chinese being undoubtedly the oldest and one of the most distinguished, the able and powerful Roman civil service disappeared under the impact of the feudal system." (1)

The modern civil service appeared with the formation of the national state, notably in the 17th century France and Prussia. Contemporary civil services are large, permanent, inevitable, powerful agencies essential to the provision of mass services to the support of armed power and to the regulation of economic life. They are feared by some who advocate economic freedom and by others who fear state domination of individual life, the term "bureaucracy" and "bureaucrats" reflect this attitude. The personnel system of great industrial organizations steadily take on many of the characteristics of the civil service. On the other hand, the great industrial enterprises of the state borrow from the managerial experience of big business. In between stand the mixed enterprises.

Passing through a long period of corruption and incompetence in the 18th and the early 19th centuries, the British civil service was reformed in the last half of the 19th century and widely hailed in the first years of the 20th century as a model for the world, harassed by unparalleled problems of war and depression, it has been criticized in recent years but its standards are still among the highest. The era of reform was ushered in by the Order in Council of 1855 establishing the Civil Service Commission and a modest system of pass examination. In 1870 open competition was introduced, by 1990 the service had been transformed and the standards of municipal service were being steadily raised by national influence exerted through grants-in-aid, notably for police.

The legal foundation of the British civil service is chiefly in order in councils but there is legislation leading with pensions, providing equal status for women and restricting political and union affiliation. The management of the civil service is, however, accepted as an executive function. An extensive organization has developed, including the Civil Service Commission, the treasury and other agencies.

Public utilities:
The term "public utilities" is used as designation for special grouping of industries. These industries should be distinguished from state services or public works, which are administered as public functions and hence supported by taxation, and for that variety of industrial, commercial and agricultural undertakings, which are usually comprehended under the term "private business". (1) Public utilities proper so-called, need not be privately owned. In almost every country, a variety number of them are owned and operated by the state. Nevertheless, these publicly managed enterprises instead of looking to the state for financial support, they sell their services to the public. Both publicly and privately owned utilities sell their services at prices not fixed in the open market but are governmentally fixed. This is the most important aspect of the process known as public utilities regulation.

Privatization:
Privatization is known as: " the transfer of assets or service functions from public to private ownership or control" (2) Privatization has been employed with increased frequency throughout most parts of the world since 1980. Its objects vary. The most frequently cited include:

1. Improvement of the economic performance of the assets or service functions concerned.
2. Depoliticization of economic decisions.
4. Reduction in public outlay, taxes and borrowing requirements.
5. Reduction in the power of public sector unions.
6. Promotion of popular capitalism through the wide ownership of assets.

(1) Ibid, volume 18, p. 744
Civics:
"Civics, in its broadest signification, may be taken to include the activities of the citizen in his relationship with the state and society in general. Formerly it meant the study of civil government." (1)

"Civics" is defined as: "the science and consideration of the structure and administration of local state and national government; of the development in the public mind of the will for constructive, intelligent and healthful participation in the work, which governments, – local, state and national – are empowered by the people to perform; and of the development of the procedure and processes which make for the greatest good of the greatest number of the governmental and group relations of all social units." (2)

"Civics" embraces much more than a study of or dissertation on structure and functions, or a general interpretation of laws applying to these. "It includes public mindedness; the creation of right attitudes towards public duties; the formation of habits of helpful constructive participating citizenship; the development of activities which result in effective participation in good government; the consideration and application of procedures and processes, which result in the greatest good for the greatest number in all social units, big or little." (3)

The more modern textbooks on civics make the formal study of civil government only a part, and far from the largest part of their treatment. They teach the essential facts concerning sanitation; personal and community hygiene; fire prevention; care of the water supplies; and a long list of other public activities. Whatever affects the well-being of social co-operative units is considered a part of civics even more that the purely general phases of the handling of such units.

Civil liberties:
The word "liberty" describes social situations characterized by an absence of restraints. Civil liberties are personal and social liberties guaranteed by law, granted freely by an outside sovereign and revocable at will, a liberty is a "privilege"; but if claimed and enforced by and for the people concerned liberties become specific "rights". Every right has its negative and its positive aspects; liberties are the negative aspects of rights, freedoms the positive. Freedom is self-direction; it is not an automatic result of liberty. (4)
On the negative side are found personal security of life and limbs from bodily restraint and violence, i.e. from slavery, lynching, raiding and other irresponsible uses of force, safeguards of private property; the sanity of the home; the defense of reputation; protection from unfair taxation, from class legislation and from ex post facto laws, bills of attainder, and double jeopardy. To these negative aspects, correspond certain positive aspects of rights, more properly called freedoms. Such are the right of self-defense; freedom of movement and residence; the right to privacy, and freedom of choice in marriage and childbearing; the positive rights of ownership, freedom of contract, freedom of competition, equal access to legal procedure; freedom of conscience and worship; freedom of communication (speech, publication, arts). Freedom of assembly involves freedom of movement and speech.

It should be noted that "freedom" in the foregoing sense applies to citizens not to the state. In the latter sense, "freedom" is synonymous with sovereignty and independence. (1)

The meaning comes forward in defensive, in surrectinist and in secessionist struggles but it is often confused with personal freedom." If a right is a claim upon the conduct of other persons; that corresponding conduct is a duty; if a right is a claim upon the state, there are those who insist that it is the duty of the state to implement the right with such facilities as pent its exercise. When social standards are asserted as "rights" such as "the right to be well born", "rights to safely, play, and education" they can properly be called such only as the state validates them by providing the wherewithal to convert liberties into opportunities; freedom of press is useless without paper, type or news space; freedom of speech is useless without halls, space or air time. " (2)

**Human rights:**

The expression "human rights" as a term of arts, is of recent origin. Even in the French inspired form (droits de l'homme), it goes back only to the last decade of the 18th century. The idea, however, of the law or the lawgivers, defining and protecting the legal rights of men – mainly the manual rights of the members of the community – is very old indeed. It would, perhaps, be somewhat farfetched to look for elements of the protection of human rights in the Code of the Babylonian king Hammurabi (about 2130 to 2088 B.C), the most law at present known." (3) Developing countries experience difficulties in not only in regard to economic and social rights, the enjoyment of which clearly presupposes a certain economic standard, but also in regard to the "classical" civil and political rights." (4)

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(1) Ibid, volume 5, p.742
(2) Ibid, volume 5, p.742
(4) Ibid, p. 544
The right of work and employment:
Article (24) of the International Covenant for Human Rights declared in 1948 stated that:

(1) Every body has the right to work and the freedom to choose work at fair, equitable and adequate conditions and to be protected against unemployment.

(2) Every body has the right – without any discrimination – to earn an equal pay for equal job.

(3) Every employee has the right to receive equitable and adequate pay that assures a reasonable life for him and his family and conserves their human dignity; this pay should be enhanced with social insurance services.

(4) Every individual has the right to form trade unions or join the existing ones to defend his rights and interests.

(5) Every individual has the right to have determined hours of work, vacation and recreation times and paid periodical leaves.

(6) Every individual has the right to have the standard of living that assures the welfare of his dependents and him, this includes food, clothing, housing, health care and social services.

The point here is that the prevalence of corruption in civil service jeopardizes and affects all the citizens' human rights in general and the right of work in particular.

The right of work and employment in the Sudan:

The fifth section in Chapter (2) of the Self Rule Act 1953 stated that:

(1) All the people in the Sudan are free and equal before law

(2) Any Sudanese should not be deprived of the right of employment in public service, profession, handcraft or any job because of his birth, religion, race or gender.


(2) Ibid, p. 72
Recruitment and selection:
The importance of recruitment and selection stems from the following facts:
(1) They constitute the first step of employment upon which the shape and characteristics of labour force in present and future are greatly dependent.
(2) They help the necessary renewal process in all the organizations
(3) They help to overcome any shortage of work force.
(a) Recruitment:
Attracting capable candidates to apply for public jobs is the main goal of recruitment. If recruiting efforts do not bring in top performers as applicants, then the subsequent selection process consists of choosing among the ill prepared and poorly qualified.
It is useful to specify as accurately as possible the requirements of the jobs to be filled (in terms of knowledge, skills, abilities, and so forth). The requirements are determined through job analysis and stated in the form of job specification.
(b) Selection:
Selection is the spinal column of personnel policy and is like the heart to the body. If it is correct then the whole system of personnel management will be a good one, and the converse is true, if it is corrupt the it indicates the deterioration and hence the collapse of the whole system (1)
The major objective of recruitment and selection is to choose the best candidates to fill vacant posts and place them in the right jobs that suit their qualifications, talent, skills, and physical as well as intellectual and emotional abilities.
The following principles must be taken into full consideration:
(1) The selection process must aim at choosing the person who can do a certain job.
(2) The selected person should have the potential to develop and progress in the career to shoulder larger responsibilities in the future.
The importance of recruitment and selection process stems from the fact that it is a dynamic and continuous process which is renewed by the renewal of the organization itself due to voluntary and involuntary turn over where service is terminated by voluntary retirement, compulsory retirement, resignation, dismissal, transfer to other organizations, public interest or death, which give rise to continuous and urgent need to fill the resultant vacancies with alternative persons.
The overall aim of the recruitment and selection process should be to obtain at minimum cost the number and quality of employees required to satisfy the manpower needs of the company. Recruitment and selection is carried out in three main stages as follows:
(a) Defining requirements:
Preparing job descriptions and man specifications; deciding terms and conditions of employment.
(b) Attracting candidates:
Reviewing and evaluating alternative sources of applicants, inside and outside the company: advertising; tapping other sources; using agencies and consultants.

Selecting candidates:
Sifting applications, interviewing, testing, assessing candidates, offering employment, and obtaining references. (1)
The selection process may sound easy, yet it is the most important and the most controversial step in the staffing process. Mistakes in selection are costly, sound selection procedure can make the difference between an excellent organization and a mediocre one.
Selection consists of a series of steps beginning with an application blank or resume for the initial screening process, followed by two or more of the following methods:
(1) Written tests.
(2) Performance tests.
(3) Personal interviews.
(4) Reference check.
The applicant must pass some combination of the above approaches to qualify for the position.

The study of the Labor Market:
Having determined precisely the requirements for labor, the vacancies and the stipulated qualifications, skills, knowledge, abilities, etc…to fill them, the institution will then have two alternative sources of labor:

(A) Internal sources:
By internal sources we mean filling the vacancies by the institution’s own employees at lower levels, by means of re-appointment or promotion. It is not advisable to seek other sources of labor force if the employees of the institution satisfy the specified conditions required to fill the vacancies. (2)

Advantages of internal sources:
(1) They raise the employee’s morale, increases and enhance their belonging and loyalty to the institution and motivate them to improve their knowledge, skills, experiences and performance.
(2) Familiarity between employers and the appointed employees facilitates the duty of evaluating their performance and personal characteristics.
(3) The previous skills and experiences acquired by the re-deployed employees, help to reduce the costs of training.

Disadvantages of internal sources:
(1) The uncompetitive (monopolistic) nature of recruitment and selection
(2) Less possibility of innovation, creative and new ideas.

(B) External sources:
They provide a wider base of selection and, hence, enable the institution to achieve detailed information about graduates to appeal to them to join the institution.

Advantages of external sources:
(1) They increase the chance of selecting the best possible candidates and, hence, to improve the overall performance and productivity of the institution
(2) They conform to the principles of justice, equity, equality and fair competition in providing job opportunities

Disadvantages of external sources:
(1) They decrease the chance of promotion and advancement for the employees of the institution and demoralize them, which reflects negatively on their performance and organizational behavior.
(2) They may give rise to conflict between the old employees and the (outsiders) due to job dissatisfaction and resentment.
(3) They may require a high cost for training.

Stages and procedures of selection:

The application form:
Many institutions prepare and introduce application forms to be filled-in by candidates; these forms provide the following benefits:
(a) They provide fundamental information about each candidate, such as the name, address, dwelling, qualifications, etc…
(b) They ensure precision and documentation of information, which is guaranteed in oral personal interviews.
(c) They give a common idea about the mental, expressional and written abilities of each candidate.
(d) They help to exclude the inappropriate candidates from the beginning.
(e) They provide the nucleus of service record for the selected candidates.

Initial screening:
The institution may exclude some candidates before personal interviews if the authorized committee decides that they do not satisfy the conditions of the vacancies.
Some times it makes pre-interviews to reduce the number of candidates and prepare a list of those who satisfy the fundamental conditions, according to the following criteria:

(1) Mental capacities:
They include the ability to learn, to understand, to respond quickly, to take initiative, and to take decisions, particularly in critical situations and emergencies.

(2) Specific relevant abilities:
The ability to understand and practice specific functions after undergoing sufficient training such as filing and sorting correspondences

(3) Learning abilities:
The juice of knowledge, skills and abilities acquired by applicants through education, training, previous experience, etc…
These can be measured by certificates or test of mental skills such as typing, speaking, operating a machine, etc…
(4) **Physical abilities:**

These are determined according to the very nature of the job and its environment. These can be examined through medical inspection or personal interviews and practical tests.

(5) **Personal traits (characteristics):**

Such as patience, self-confidence, calmness, modesty, co-operative tendency, etc. Many cases of failure in performing public jobs are attributable to psychological or personal defects like over-sensitivity, fear of criticism and confrontation, nervousness, failure to co-operate with companions and supervisors, etc. This can be examined by personal interviews and psychological tests.

**Principles of selection:**

To guarantee a proper, just and honest measurement and evaluation of the above mentioned abilities and, therefore, to select the best and the most suitable candidates, the authorized committee must fully consider the following:

(1) Evaluating each applicant’s qualifications to know to what extent they are relevant to and consistent with the pre-determined conditions of the job.

(2) Performing written competitive tests to distinguish, classify and screen candidates.

(3) Making oral tests (interviews) to evaluate abilities that are difficult to measure by other methods.

It must be understood that any selection process that does not put into full consideration all the above factors, will be an improper and incorrect one, because all these factors are integrated and each of them is indispensable. It can be noticed that many institutions particularly in developing countries tend to depend on oral interviews only. The serious defect of this method comes from its inadequacy to evaluate candidates.

**The importance of the selection process:**

The function of selection is assimilated by being the backbone of the personnel policy, being like the heart to the body. Sound, honest and righteous selection processes lead to sound, efficient and effective personnel systems, and vice-versa, i.e. improper selection processes generate a deteriorated and collapsing personnel system.

The main purpose of selection – as Abu Sin argues – is: “To choose the best and most suitable applicants to fill the vacancies, and to put them in the relevant and appropriate positions that suit their qualifications, skills, capabilities, mental, intellectual, emotional, psychological and physical capacities.” (1)

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(1) Ahmed Ibrahim Abu Sin, op.cit, p.9
There are two basic principles that must be fully considered in the selection process:
(a) It must aim at choosing the person who has the ability to perform a specific task or function with specified description and responsibilities.
(b) It must aim at choosing the person that has the capability of improvement, progress, and promotion to further and larger responsibilities in the future.

The selection process in most countries is regulated by decrees, laws, and regulations, but in the Third World countries, the principle of choosing the most suitable candidates, is influenced – to some extent – by the government’s commitment to provide job opportunities for all graduates.
The selection process is indispensable for the institution. It is a continuous and renewable process with the continuity and renewal of the institution itself. This is due to the following:
(1) The need to fill vacancies resultant of retirement, resignation, transfer, dismissal or death their occupants.
(2) The need to fill the new vacations (approved proposals of Chapter One of the Budget) which are created as a natural result of expansion and development of the institution’s burdens and responsibilities.
(3) The ability of any organization to function effectively depends greatly on the quality of its employees. As providers of services, public organizations have begun to recognize the importance of skills, abilities and attitudes of public employees in delivering quality services and shaping positive perception of government (1)

Employment:
Personnel management is primarily about organization development, manpower planning, recruitment, training, management, development, pay, industrial relations, health and safety and employee services. But there are a number of personnel activities that do not fall directly into any of these areas, although they may be closely linked to a number of them. These are activities of deploying and re-deploying people, assessing their attitudes to the company and their jobs, and dealing with problems connected with employment and conditions of service. They cover contracts of employment, induction, transfers and promotions, discipline, redundancy and attitude surveys.
A factor that strongly influences employment matters is government legislation. According to section (28) of the 1995 Public Service Regulation the authority of employment and re-employment is allocated as follows:
(1) Higher leadership posts (grade Three and above) are filled by a decision from the council of ministers and their holders are nominated by the competent authority {the minister concerned or the state governor (Wali) } and recommended by the minister of Labor and Administrative Reform
(2) Higher posts (grade Five and grade Four) are filled by a decision from the Minister of Labor and Administrative Reform in federal units or by a decision from the state governor (Wali) in state (regional) units and their holders are nominated by the minister concerned.

(3) Other posts (from Grade fourteen up to grade Seven) are filled by a decision from the Undersecretary (General Manager) of the Civil Service Department (C.S.D) in federal units or from the general manager of Public Service in state (regional) units and their holders are recommended by the head of the unit concerned.

(4) Workers posts (from Grade 17 up to Grade 15) are filled by a decision from the head of the unit concerned in both federal and state (regional) units.

According to section (29) of the 1995 Public Service Regulation the decisions of employment and re-employment are carried out as follows:
(a) By the Undersecretary (General Manager) of the Civil Service Department (C.S.D) for the Higher leadership posts (grade Three and above) at both federal and regional (states) level and for the Higher posts (grade Five and grade Four) at the federal level.
(b) By the general manager of public service in state (regional) units for the higher posts (grade 5 and grade 4) in the state concerned. It is needless to state that the most important and influential posts (higher leadership posts) are highly exposed to politicization and political interventions and severely affected by political instability. Moreover, these posts – in spite of the fact that they are specified for promotions – had been badly abused particularly during the periods of totalitarian regimes by means of appointment of new graduates in these posts to become superiors in no time while their subordinates, who hold better and higher qualifications and have longer experience and more skills may need to spend more than twenty years in pensionable service to be promoted to these job grades. Thus, seeing that those unqualified and ineligible monopolize high incomes, privileges, authority and status, while - on the other hand – the highly qualified, competent and excellent performers are deprived, discriminated and persecuted, the latter have either to quit or to give up reluctantly. This situation has its destructive impact on employees’ morale, which - in turn - has its noxious consequences on performance and organizational behavior.

Transfer procedures:
Re-deployment in response to changes or seasonal demands for labor is a necessary feature in any large enterprise. The clumsy handling of transfers by management, however, can do as much long-lasting harm to the climate of employee relations as ill-considered managerial actions in any other sphere of personnel practice. Management may be compelled to move people for the interests of production, but in making the move, managers should be aware of the fears of those affected so that such fears can be alleviated as much as possible. The basic fear will be of change itself – a fear of the unknown and of the disruption of a well established situation: work, environment, colleagues and work mates, traveling arrangements…etc. There will be immediate fears that the new work will make additional and unpalatable demands for extra skill or effort. There will be concern about loss of earnings because new jobs have to be tackled or because of different pay scales or bonus systems. Loss of overtime opportunities or the danger of shift or night work may also arouse concern.

Transfer procedures of workers can annually be undertaken in order to meet the interests of work and give more experience and skills to the transferred employees in accordance with the following rules and conditions:
(1) The qualifications of the transferred person must suit the nature of the new job.
(2) The equitable allocation of job opportunities in remote areas must be considered.
(3) The transferred employee should be given the chance to work with more than one supervisor or subordinate.
(4) Regarding the desire of the employee to work in certain places without neglecting public and job interests.
(5) Regarding the family and health conditions of the employee.

Section (84) of the Public Service Regulation 1995 permits the head of the unit (the undersecretary or the general manager) to transfer any worker or employee to occupy any post within the framework of the same unit whenever it is necessary to achieve public or work interests.

According to article (85/1) of the 1995 Public Service Regulation, the employee can be terminally transferred from one unit to another.

Article (85/2) states that the transfer can be associated with a promotion to achieve public interest, the promotion should be recommended by the competent authority (the minister concerned or the state governor (Walli)) and approved by the minister of Labor and Administrative Reform. The authority of transfer from one unit to another is allocated by article (85/3) as follows:

(1) The holders of senior leadership posts (grade Three and above) are transferred by a decision from the Council of Ministers after the recommendation of the minister of Labor and Administrative Reform.
(2) The holders of higher posts (grade Five and grade Four) are transferred by the approval of the competent authority (the minister concerned or the (Walli) of the state concerned in both units).
(3) Workers and employees in other posts (grade Six and below) are transferred after the approval of the heads of the two units concerned.

Compensation:

Compensation means different things to different people. To management it is the price paid for hiring employees' services. To employees it is an income they get for offering their labor power. To the state it means the standard of living of its citizens. (1)

The implications of this definition are:

(1) The interests of employers and those of employees are apparently contradictory and conflicting. This point is clearly expressed by Dwivedi, who states that:

“Wages have at least two connotations from the standpoint of employers and employees in organizational settings: (a) For employers they constitute the largest cost factor, which they are keen to reduce, but they have come to realize that it would not be possible for them to attract and maintain an effective work force without compensating it adequately. (b) For employees they are a means for satisfying their needs in terms of an expected standard. They desire to receive at least as much remuneration as other individuals equipped with similar skills get for doing the similar work” (1)

(2) The state is responsible for improving - or at least preserving – the employees standards of living by the adoption of rational priorities and public policies and the formulation of sound compensation and incentive systems.

(3) The government in the case of public service represents two parties i.e., the employer and the state. This situation implies rational perspectives and attitudes to compromise between its interests and those of the employees.

Within this framework classical political economists argue that: “The capitalist cannot extract profit from the workers’ labor unless he underpays them” i.e. profit arises from unequal exchange of the labor market. (2)

Compensation policy therefore, is not merely a matter of constructing wage structure and adjusting the minimum level of wages, allowances, increments, etc. It is rather a complex and complicated system which is considerably influenced by various factors such as the economy of the country concerned, the socio-economic structure, the ideological orientation of the ruling regime, public policy priorities, government ability to pay, prices, rates of inflation, costs and standards of living, pressure groups (trade unions and associations)...etc

Compensation comes in two main forms: (a) direct compensation, which refers to wages and salaries. (b) Indirect compensation that refers to the various types of benefits that organizations provide such as vacations, paid holidays, health insurance, pension plans and so forth

Compensation policy according to Dr. Ali Ahmed Suliman is:

“ The set of procedures that are regularly and continuously taken by the government on the basis of predetermined decisions, in order to influence the general level of wages and the differentials among them in the light of specific principles and rules, so as to achieve certain socio-economic goals.” (3)

The importance of formulating a general comprehensive compensation policy stems from the fact that:

(1) Wages and salaries constitute the principal – and perhaps the only – source of income of a considerably large and important segment of the society (i.e., employees and workers.

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(2) Wages and salaries contribute significantly to national income.
(3) Compensation policies influence the distribution of income and hence social equity.
(4) Compensation policy is one of the important instruments of the economic and fiscal policies that influence the formation of national income and its allocation between consumption, saving and investment.
(5) Compensation policies influence prices, rates of inflation, purchasing power, costs and standards of living and consumption at both qualitative and quantitative levels.
(6) The dominant pay levels can influence the rates and directions of population movements (i.e., internal and external migration) and hence the sectoral and regional distribution of manpower according to push-pull theory.

This situation indisputably creates and aggravates the problems of overstaffing and redundancy in attractive units and gives rise to conflicts and dishonest competition
(7) Compensation – in addition to its economic value – is a determinant of the status, prestige and worth of the individual in the society.

B.F. Skimmer in his Reinforcement Theory contends that "people's behavior can be controlled and shaped by rewarding (reinforcing) desirable behavior while ignoring undesirable actions. Overtime, he argues, the reinforced behavior will tend to be repeated whereas the unrewarded behavior will tend to be extinguished and will disappear". (1)

Accordingly, Organizational Behavior Modification (O.B.M) results in two fundamental concepts:
(a) People behave in ways they find most personally rewarding.
(b) People’s behavior can be shaped and determined by controlling the rewards (reinforcers) so as to stimulate the continuation of the rewarded behavior. (2)

According to this theory it is important to allocate rewards soon after the behavior occurs so that the person perceives a clear and immediate linkage. Fast and accurate feedback to the performer in itself constitutes a reinforcer.

Within this framework a sound remuneration system can play a crucial role in improving performance.

Victor Wroom in his Expectancy Theory tried to explain behavior in terms of individual’s goals, choice and expectations of achieving these goals. According to this theory the concepts that motivation depends on are: -
(a) Expectancy:

It is defined as the individual perception of the chance or probability that a particular outcome will occur as a result of certain behavior. It is clearly noticed that the Reinforcement theory and the Expectancy theory meet at this point.
(b) Valence:

It is known as how much an individual places a specific outcome.

The individual according to this theory asks:
"Can I do it? "If I do it, what will it bring to me? and" Is what it will bring to me worth the effort of doing it?"

The answers for these questions for the individual will depend to some extent on the type of outcome expected. (1) This statement confirms the significance of the size or value of financial incentive or merit pay as a determinant factor of performance. Investigations have frequently found that pay can be administered in ways that yield higher employees productivity. Moreover, the manner in which pay operates is generally consistent with the predictions made by the Expectancy theory. Heneman states that: “Since pay is a reward, Expectancy theory predicts it will help motivate high performance if employees: (a) regard it as valent. (b) Believe that high performance leads to its attainment and that low performance does not (i.e., instrumentality) (2).

Dr. Al-Bagir argues that the size of merit increase is a significant factor, which – if adequate – can give it a strong motivational force. He pointed out that: “Merit increase can not motivate only when the prospective payment is large relative to a person’s income. Consequently, merit increase can have an effective motivational force provided that two main conditions are met; (1) The merit increase must be paid on performance. (2) The size of net increase must be large enough”. (3)

It is very clear that the above two conditions present expectation and valence respectively

Compensation and motivation:

One of the most powerful organizational rewards is pay. Pay comes in a variety of forms, the most common one is cash compensation, but organizations also reward employees financially through retirement plans, health and life insurance, and other fringe benefits.

Financial rewards can be categorized into two groups:

(A) Instrumental System Rewards: They accrue to individuals by virtue of their membership in the organization and, thus, provide incentive for individuals to enter and remain in the organization. (4) i.e. they encourage recruitment and retention but need not necessarily motivate performance.

(B) Merit Pay:

It is allocated according to performance, it emanated from the Expectancy theory which states that individuals who expect to receive valued reward for higher performance are more likely to strive for this level of performance than if they receive no pay off. Thus, for merit pay to be effective, employees must value it as a reward and expect their efforts to give them a high probability of attaining it (5)

(1) R. Wayne Monday, R.B. Holmes and E.B. Flippo- op.cit, p. 323.
(5) Ibid., p. 105
From the individual motivation perspective, the size of merit pay reward is a critical consideration in the design of merit pay plans. Small rewards that are perceived by employees as trivial are not likely to encourage high performance.

**Equity Theory:**

Equity can be defined as: "a ratio between the individual’s job inputs (such as effort or skill) and the job rewards (such as pay or promotion), compared to the rewards others are receiving for similar job inputs" (1)

The Equity theory holds that an individual’s motivation, performance and satisfaction depend on his subjective evaluation of the relationship between his effort / reward ratio and the effort / reward ratio of others in similar situations. Most discussion and research on Equity theory center on money as the reward considered most significant in the work place.

People compare what they are being paid for their efforts with what others in similar situations receive for theirs. When they feel that inequity exists a state of tension develops within them. People try to resolve this tension by appropriately adjusting their behavior worker who perceives that he is being underpaid, for example, may try to reduce the inequity by exerting less effort. According to Mondy, perceptions of equity are affected by two factors:

(a) Comparison of the compensation received to such factors as one’s education, training, performance, etc…

(b) Comparison of the perceived equity of pay and rewards received compared to other people (2)

The serious implication of this theory is that negative perceptions of equity decreases the motivational force of pay, and hence reflects negatively on performance. Furthermore, individuals’ satisfaction and performance can negatively be affected by any delay of rewards.

Different organizations have patterns of dispensing their rewards, while promotions raises, bonuses and the like tend to occur at regular long-term intervals in most places, some organizations make these more or less directly contingent upon job performance, i.e., the rewards are timed to reinforce their connection to performance.

While intrinsic rewards are built into the work itself, extrinsic rewards normally occur some time after the task has been accomplished. How much time lapses between effort and reward and how regular the time intervals are, can have important effects on behavior. However, "When a person’s income is a direct consequence of work produced, then the timing of that income can have a strong effect upon the work output. Regular predictable return encourages a high level of productivity while delays and uncertainties can easily result in reduced performance." (3)

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(1) James A.F.Stoner, op.cit. p.463  
(2) R.Wayne Monday, op.cit. p.333  
Morale:
According to R.M. Guion: “Morale is the extent to which an individual’s needs are satisfied and the extent to which he perceives that satisfaction as stemming from his total job situation” (1). This definition is closely related to the Expectancy theory of motivation, where:
(1) Satisfaction is significantly influenced by the valence of reward.
(2) The cause – effect relation between job situation and satisfaction represents the performance – reward relation, i.e. expectation.
Dwivedi assumed that: “When an individual has few frustrations he seems to possess high morale, and when he has relatively numerous or intense frustrations he appears to have low morale” (2)

Job satisfaction:
The most commonly acceptable definition of job satisfaction views it as depending on the employee’s evaluation of the job and the environment surrounding the job. This evaluation, in turn, is based on what the employee actually experiences compared to the values or desires for rewards the employee brings to the work place. (3)
Thus, job satisfaction and dissatisfaction are a function of the perceived relationship between what one wants from one’s job and what one perceives it as offering or entailing. This definition is obviously consistent with both of the Expectancy theory and the Equity theory, where it implies expectation, evaluation, perception and comparison. Satisfaction among employees varies depending on characteristics of the community in which the employees live. It was found that satisfaction with pay was generally higher in lower-cost communities than their counterparts in more affluent communities. (4)
This result reveals the impact of prices, rates of inflation and purchasing power on the value of pay and, hence, on satisfaction with pay. Job dissatisfaction, in turn, has its noxious impact on employees’ morale and, hence, on their performance and organizational behavior. It results in various aspects of unpleasant practices such as absenteeism, tardiness, apathy, negligence, lack of belonging and loyalty to job, poor performance, low productivity, etc… Furthermore, employees who are dissatisfied with their pay are more likely to be involved in corrupt practices including embezzlement, bribery and theft.
This statement is emphasized by Rudrabasavaraj who pointed out that: “Employees with low morale show the least interest in their jobs and in what they are doing, work is drudgery and misery to them. They are generally dissatisfied, they show their dissatisfaction in various ways: by being irregular to work, by taking leave often, by pleading sickness, by not putting further their best, by criticizing foremen and by a distinct lack of interest.” (5)

(1) R.S. Dwivedi, op.cit. p.252
(2) Ibid., p.252.
(3) Herbert G.Heneman, op.cit. p.147
(4) Ibid., p.148
Dowling and Sayles also argue that: “The problems of job expectation and satisfaction are important even to the most hard–boiled managers, because in the last analysis management pay a heavy price for dissatisfying work” (1)

Performance appraisal is the process of reviewing an individual’s performance and progress in the job and assessing his potential for future promotion. It is a systematic method of obtaining, analyzing and recording information about a person. It is needed (a) for the better running of the business; (b) by the manager to help him to improve the job holder’s performance and plan his career; (c) by the jobholder to assist him to evaluate his own performance and develop himself.

Performance Appraisal:

There are three main groups of performance appraisal activities:
(1) Performance reviews which relate to the need to improve the performance of individuals and thereby to improve the effectiveness of the organization as a whole.
(2) Potential reviews that attempt to deal with the problem of predicting the level and type of work that the individual will be capable of doing in the future.
(3) Reward reviews that relate to the distribution of such rewards as pay, power and status. (2)

The purpose of performance review is to analyze what a person has done and is doing in his job in order to help him to do better, by developing his strengths or by overcoming his weaknesses.

The factors affecting assessments are:

(a) The characteristics of the manager:

Assessment is significantly influenced by the characteristics of the manager including his ability to judge people, and his attitudes to the process of assessment. Differences in personality characteristics will affect the type of judgments made and also the consistency and fairness of the judgments. As a result, the attitudes of managers to their staff will vary so that different manager will appraise the same people quite differently. One manager will, for example, rate every one very strictly so that the average level of his ratings will be much lower than that of another manager who is less strict. A major reason for differences in level arises because managers do not have common standards to judge by.

(b) The interaction of the manager and the interviewee:

Assessments are made by observation and discussion during interviews. But their validity is affected by the following problems:
* Poor perception – not noticing things or events for what they are.
* Wishful thinking – noticing only those things one wants to see.
* Poor interpretation – putting one’s own interpretation on information.
* Projection – Seeing one’s own faults in other people.

(2) Michael Armstrong, op.cit, p.166.
(c) Stereotyping:
Judgments are affected by the universal tendency to stereotype. We carry around with us a collection of mental pictures of what we imagine certain people to be like, and those pre-formed pictures (stereotypes) are used as an easy way to classify those with whom we come into contact.

(d) The methods used to measure performance:
Performance review techniques include:

(1) Overall assessment:
The manager writes down in narrative form his comments about the employee. He may be given a checklist of personality characteristics to consider such as reliability, enthusiasm, appearance, acceptability and results achieved against targets. This is the simplest approach but it has the following shortcomings:

* Inconsistency in criteria selected for assessment
* Its value is dependent on the ability of manager to express himself in writing.
* The manager may tend to be evasive.

(2) Guideline assessment:
It is an attempt to obtain more specific judgments from assessors who are asked to comment separately on a number of defined characteristics; for example, industry and application, loyalty and integrity, co-operation, accuracy and reliability, adaptability, knowledge of work and use of initiative. In theory this method should help managers to be more precise but in practice the guidelines are so vague that comments are uninformative, especially about generalized characteristics.

(3) Grading:
It is a further development, which attempts to provide a framework of reference by defining a number of levels at which the characteristic is displayed such as: outstanding, satisfactory, fair or poor. Those definitions are generalized and fail to establish actual standards against which judgment can be made. Assessments, therefore, are subject to variations and inconsistencies.

(4) Merit rating:
It is similar to grading except that numerical values are attached to the judgments so that each characteristic is rated on a scale. The ratings are then added up to produce a total score. This approach has been discredited for the following disadvantages:

* Managers may tend to over-assess or under-assess their staff.
* Judgments of personality characteristics are patently unquantifiable.
* It does not ensure that the assessor bases his judgments on systematic and objective observations of the job behavior of the people he is asked to describe. In spite of all these shortcomings, this method is adopted in the Sudanese civil service till now.

(5) Critical incident:
It is an attempt to overcome the fundamental defect of the other schemes by focusing attention on behavior. Managers familiar with a job are asked to record
critical incidents of successful or less successful job behavior. After a large number of these incidents have been collected, they are categorized to form an overall picture of the typical types of behavior that indicates either effective or ineffective performance.

This approach has the following advantages:
* It helps managers to make more objective assessment by comparing the actual behavior of their staff with the realistic examples they have contributed.
* It is firmly rooted in observations about actual job behavior
* It is based on sound principles
* Its techniques can be useful in defining standards of performance

On the other hand it has the following shortcomings:
* It requires a lot of time and effort
* Its limitations to large groups of people in fairly homogeneous jobs, it is for this reason that it has never been adopted on a large scale.

(6) Results-oriented schemes:

They embody the philosophy of management by objectives (M.B.O); the aim is to relate assessment to a review of performance against specific targets and standards of performance agreed jointly by superior and subordinate.

The advantages of this procedure are that:
(a) The subordinate is given the opportunity to make his own evaluation of the results he obtains. When he is discussing results and the actions that produced those results, he is actually appraising himself and gaining insight on how he can improve his own methods and behavior.
(b) The job of the manager shifts from that of criticizing the subordinate to that of helping him improve performance.
(c) It is consistent with the belief that people work better when they have definite goals, which they must meet in specified periods. The difficulty most people meet is that of defining realistic and specific targets and standards, and it is still necessary when reviewing performance to analyze why the result is a relative success or failure as well as measuring what the result was.

Potential reviews:
This is concerned with forecasting the direction in which the individual’s career should go and the rate at which he is expected to develop.

It requires the analysis of existing skills, qualities and how they can be developed to the mutual advantage of the company and the employee, as well as the identification of any weaknesses which must be overcome if the employee’s full potential is to be achieved.

One of the limitations of potential reviews is that the immediate manager can only base his judgment on what he can observe about performance on the present job. This will not necessarily indicate that the individual is going to be capable of carrying greater responsibilities in the future when the demands may be quite different. (1)

(1) Ibid p.175
Reward reviews:
In any company where rewards such as salary increments or bonuses are related to performance there has to be some method of linking the two together. In some procedures the rate of progression through a salary bracket or the size of increment is derived from an overall assessment of performance. If performance review is confused with a salary review, everyone becomes over-concerned about the impact of the assessment on the increment. Managers falsify their assessments to get their favored staff the increment they feel they deserve. (1) Subordinates worry more about how much money is coming out of the process than about what they must do to improve their performance for a more doubtful long term reward. Performance review and salary review should not be directly linked; the former should take place at least three months before the latter.

Promotions:
According to article (70) of the 1995 Public Service Regulation each of the minister concerned, the state governor (Wali) or head of the unit concerned have the authority to decide the zone of promotion to each grade regarding that the minimum period spent in the current job grade to entitle workers to compete for promotion must be:
(A) Three years at least for higher posts (from group one to group six)
(B) Four years at least for grade seven and below
According to article (75) selection for permanent promotion is built on competence and merit criteria according to the following components of assessment:
(a) 70% for performance appraisal which is usually derived from the average of the two recent annual confidential reports of employees and workers in the zone of competition.
(b) 20% for academic qualifications.
(c) 10% for seniority where absolute seniority is given 3% while current grade seniority is given 7%
According to article (78) of the 1995 Public Service Regulation the authority of approving promotions is entrusted according to job grade as follows:
(1) The persons promoted to the Higher leadership posts (grade three and above) are nominated by the competent authority {the minister concerned at the federal level or the (Wali) of the state concerned at the regional (state) level}, recommended by the Minister of Labor and Administrative Reform and finally approved by the President of the Republic or the Council of Ministers
(2) The persons promoted to the Higher posts (from group six up to group four) are approved by the competent authority (the minister concerned at the federal level, or the (Wali) of the state concerned at the regional (state) level).
(3) The head of the unit concerned in both federal and state (regional) units approves the persons promoted to the other posts (from grade sixteen up to grade seven)

(1) Ibid p.177
Remarking that the President of the Republic, the Council of Ministers, the Wali and all the ministers are political statutory bodies rather than bureaucratic, it will be obvious that due to politicization promotions to the most influential posts, i.e., higher leadership ones can easily be monopolized to proponents of the ruling regime or the party in power according to political loyalty and ideological orientation irrespective of qualifications or merit.

Rewards:
Sub-section (157/1) entitles the Minister of Finance in accordance with the recommendation of the competent authority to award the worker a financial incentive (reward) that should not exceed his annual basic salary provided that he exerts laborious efforts, sacrifices his rest and time and introduces exclusive and distinct services or valuable researches or achievements that significantly contribute to cost-minimization, quality-improvement or increases productivity. Furthermore, sub-section (157/2) entitles the Council of Ministers according to the request of the competent authority (Wali or minister concerned) and the recommendation of the Minister of Labor and Administrative Reform to give an exceptional promotion to the above mentioned worker, regarding the following rules:
(a) The criteria of defining excellence or distinct achievements are determined by the head of the unit
(b) The promotion is recommended by a three members-committee formed by the competent authority (Wali or minister concerned) to assess the concerned fulfillment (achievement). This implies that biased or politically selected and oriented committees, led by subjective criteria, can meet to approve a predetermined decision.
Thus, this sub-section can easily be abused to give promotions to some workers that may be ineligible to them and deprive eligible and competent ones who deserve to be promoted.

The implementation of promotion decisions:
According to article (80) of the 1995 Public Service Regulation promotion decisions are carried out as follows:
(1) By the Undersecretary (General Director) of the Civil Service Department C.S.D) for grade Fourteen and above in federal units.
(2) By the general manager of Public Service in state (regional) units for the grades from grade Fourteen up to grade Four.
(3) By the head of the unit concerned in both federal and state (regional) units for the grades from the Seventeen up to the Fifteen.

Discipline:
Some form of procedure for dealing with disciplinary problems is an unfortunate necessity. Without it, there is a danger of inequity and injustice, even in organizations where every one has the best intentions of acting fairly at all times.
Irrespective of legislation, there are certain principles of natural justice that should prevail in any organization where some form of constraint may be required to regularize the behavior of those associated with it:

(a) There should be a general understanding — through a code or by some other means — of what constitutes a misdemeanor and what the possible consequences of such a misdemeanor might be.

(b) Individuals, wherever possible, should be given a warning of the likely consequences to them if they persist in misbehaving or in performing below standard that they could reasonably be expected to achieve.

(c) There should be a reasonable degree of consistency in procedure and in action in the way in which offenders are treated.

Individuals should be given a fair hearing and a chance to appeal to higher authority against punishment. These principles apply to any form of disciplinary action, but they are particularly relevant to the most drastic action - dismissal. (1)

In order to conform both to the rules of natural justice and the legal requirements, a formal disciplinary procedure is required with the following main features:

(1) Provisions for a sequence of informal and formal warnings before disciplinary action is taken
(2) Reference to rules which will include a definition of those actions which constitute gross misconduct and therefore make the perpetrator liable to summary dismissal
(3) An indication of the disciplinary action that can be taken
(4) Provision for employees to be represented by shop stewards or colleagues in a discipline inquiry
(5) A system for appealing against disciplinary actions
(6) Provision for removing formal written warnings from employees’ files after a certain period so that they do not remain as permanent evidence against them.

Disciplinary policy:

If disciplinary action is to be taken against employees; (a) it should be undertaken only in cases where good reason and clear evidence exist (b) it should be appropriate to the size of the offence that has been committed (c) it should be demonstrably fair and consistent with previous action in similar circumstances (d) it should only take place when the employees are aware of the standards that are expected of them or the rules with which they are to conform

(e) it should allow the employees the right to be represented by a shop steward or colleague during any formal proceedings (f) it should allow it should allow the employees the right of appeal against any disciplinary action (2)

(1) Michael Armstrong, op.cit, p.120.
(2) Ibid. , P.380.
Disciplinary procedure:

(1) A verbal or informal warning is given to the employee in the first instance or instances of minor offences. It is administered by the employee’s immediate supervisor or manager.

(2) A written or formal warning is given to the employee in the first instance of more serious offences or after repeated minor offences. It is administered by the employee’s immediate supervisor – it states the exact nature of the offence and specifies any future disciplinary action which will be taken against the employee if the offence is repeated within a specific time limit. The employee is required to read and sign the formal warning and has the right to appeal to higher management if he thinks the warning is unjustified.

A copy of it is placed in the employee’s personnel record file but it is destroyed twelve months following the date on which it was given if the intervening service has been satisfactory.

(3) If, despite previous warning, an employee still fails to reach the required standards in a reasonable period of time, it may become necessary to consider further disciplinary action. The action taken may be up to three days’ suspension without pay, or dismissal.

In either case the departmental manager should discuss the matter with the personnel manager before taking action.

Disciplinary action should not be confirmed until the appeal procedure has been carried out.

(4) An employee may be summarily dismissed (i.e. instant dismissal without notice) only in the event of gross misconduct, as defined in rules.

Summary dismissal is recommended only by the departmental managers and above and the action should not be finalized until the case has been discussed with the personnel manager and the appeal procedure has been carried out.

Disciplinary procedure in the Sudanese public service:

Offences and Contraventions:

Section (26) of the Public Servants’ Accountability and Discipline Act (P.S.A.D.A) 1994 states that:

“Without prejudice to any civil or criminal procedure, any worker may be subject to accountability if he or she commits one or more of the following misdemeanors:

(1) Negligence or disobedience to any law, regulation, orders or instructions of his immediate supervisor or superior.

(2) Negligence, opposition, contravention, abstention or mismanagement of his job duties and obligations.

(3) Misconduct or behaving in a way that does not consist with job duties or official status.

(4) Conviction of an offense that is punishable by criminal law”.
Punishments (penalties):

Section (27) of the same Act decided the following penalties:
(a) Blame (reprimand)
(b) Fine or deduction of pays which should not exceed the amount of one-month salary
(c) Deprivation of the annual increment for not more than two years.
(d) Delay or postponement of promotion for not more than one year.
(e) Demotion for not more than one job grade.
(f) Dismissal which should be a must if the employee or worker is convicted in a criminal court of an offense concerning honesty.

According to section (7) of the Public Servants’ Discipline and Accountability Act 1994 the head of the unit is authorized to take the following disciplinary actions:
(1) Summary trials or sanctions vis-a-vis any of the employees in his unit.
(2) Applying the sub-sections (27/ a) and (27/ b).
(3) The head of the unit can delegate his power of summary sanction to any of the employees in his unit provided that his job grade will not be lower than that of the accused one.
(4) Taking all the necessary actions and procedure to redeem public money.

Departmental Accountability Committees (D.A.Cs):
According to section (8) of the same Act the head of the unit is authorized to form departmental accountability committees which are usually composed of a head (president) - chosen by him - and two members on condition that one of them will be from the same unit, provided that:
(a) The job-grade of the head of the committee must be higher than that of the accused employee or worker.
(b) The job-grades of the other two members must not be lower than that of the accused employee or worker.

According to section (9) the (D.A.C) is authorized to apply the sub-sections (27/ c), (27/ d), (27/ e) and (27/ f) vis-à-vis any of the employees in grade four or below.

High Accountability Committees (H.A.Cs):
According to section (10) they are formed by the Minister of Labor and Administrative Reform in accordance with the recommendation of the competent authority (The minister concerned or the Wali of the state concerned), provided that:
(1) The head and members of the committee must not belong to the same unit of the accused employee.
(2) The job-grade of the head of the committee must be higher than that of the accused employee.
(3) The job-grades of the other two members must not be lower than that of the accused employee.

According to section (11) the (H.A.C) is authorized to apply the sub-sections (27/ c), (27/ d), (27/ e) and (27/ f) vis-à-vis any of the employees in higher leadership posts (Grade Three or above).
Suspension:
Section (13) States that:
(1) The head if the unit can suspend any of the employees in his unit when the procedures of accountability necessitate that, till a disciplinary action is taken. The suspension can be associated with a complete or partial suspension of pay until the (D.A.C) takes its decision towards the concerned employee, provided that the period of suspension should not exceed ninety days.
(2) If the ninety days lapse without introducing the employee to the (D.A.C) or (H.A.C) or without taking a decision towards the employee, the competent authority (the Wali, the minister concerned or head of the unit) should abolish the suspension while the procedures of accountability go on.
(3) The competent authority can suspend any of the employees in his unit who is sued in a criminal court till the sentence of the court is passed on him. The suspension can be associated with a complete or partial suspension of pay.
(4) The order of suspension must be written and the accused employee must be informed with it.

Inquiry:
According to section (14) an employee should not be introduced to a (D.A.C) or (H.A.C) before a preliminary written inquiry about the offence is made.
One or more employee chosen by the competent authority undertakes the inquiry. The inquisitor's job grade should not be lower than that of the accused employee. The employee should be shown the offences attributed to him and given a full chance to reply and defend himself.

Procedures of inquiry:
(1) The employee should be announced (informed) with the inquiry before 48 hours at least
(2) The inquisitor should summon and hear all the witnesses and see all the evidences and documents that can help adequate and equitable inquiry and accountability
(3) The inquisitor has the right to call technicians or experts when necessary or ask about any documents that can influence the course of investigation and should be given the access to read all the necessary documents and discuss them with those experts.
(4) The inquisitor should make a written record of the inquiry, which includes the employee's name, job title & grade, the offence or offences, date, time of beginning and finishing the inquiry, the place, the followed procedure, the questions about the offence, the replies of the accused employee and the answers and statements of the witnesses.
(5) The pages of the record should be put in a sequential (serial) order and the inquisitor should sign each page.
(6) The record should be read to the accused employee, who should - then – put his signature as an admission
(7) All the relevant documents should be attached with the record of inquiry.

The right of objection:
Section (19) of the (P.S.D.A.A 1994) gives the accused employee the right to object to the head of the (D.A.C) or (H.A.C) or any of its members and justify his objection with reasonable causes, and the committee should raise this objection to the competent authority to take the appropriate decision
The right of having a helpmate:
Section (20) of the (P.S.D.A.A 1994) allows the accused employee the right to be represented by a friend or colleague (as an advocate) during any formal proceedings.

The stages of grievance against summary penalties:

(a) Sections (29) and (30) of the (P.S.A.D.A 1994) allow the accused employee the right to raise his grievance against any summary disciplinary action to the competent authority (the Wali or the minister concerned) within seven days after the summary decision.
(b) The grievance should be referred to the person who took the summary disciplinary action (the head of the unit) for his comment, which must be introduced to the competent authority within one week.
(c) The competent authority is authorized to approve, reduce or abolish the summary sanction.
(d) The decision of the competent authority in this case is ultimate and obligatory.
(e) According to section (31) the competent authority must take a decision about the grievance within three weeks of its proposal, otherwise the grievance will be considered as rejected.

The stages of grievance against (D.A.C) penalties:

(A) Sections (29) and (30) of the (P.S.D.A.A 1994) allow the accused employee the right to raise his grievance against any (D.A.C) disciplinary action to the competent authority (the Wali or the minister concerned) within two weeks after the (D.A.C) decision.
(B) The grievance should be referred to the (D.A.C), which took the disciplinary action for comment, which must be introduced to the competent authority within one week.
(C) The competent authority is authorized either to approve the (D.A.C) decision without any adjustment or to disapprove it according to reasonable justifications and, hence, give an order to form another (D.A.C) whose decision will be a final one.
(D) According to section (31) the competent authority must take a decision about the grievance within three weeks of its proposal, otherwise the grievance will be considered as rejected.

The right of appeal:

Section (32) of the (P.S.D.A.A 1994) allows the accused employee the right to appeal to The Public Accountability and Grievance Bureau (P.A.G.B) against any (D.A.C) disciplinary action if he thinks that it is unfair, in the following cases:
(1) If he receives no reply to his grievance against a (D.A.C) disciplinary action after the lapse of the three weeks.
(2) If he is not satisfied with the decision of the (D.A.C), which is formed by the competent authority.
Redundancy:

Redundancy is defined as a situation in which management decides that an employee or employees are surplus to requirements in particular occupation and can not be offered suitable alternative work. (1)

This situation may be caused by:
(1) Changes in economic circumstances of the organization
(2) Changes in methods of working

An employee who is given notice because he or she is unsuitable or inefficient is not regarded as redundant and would be dealt with in accordance with the usual disciplinary procedure.

Redundancy is governed by the following principles:
(1) The trade unions concerned will be informed as soon as the possibility of redundancy occurs
(2) Every attempt will be made to: (a) absorb redundancy by the natural wastage of employees (b) find suitable employment within the company for employees who might be affected, and provide training if this is necessary (c) Give individuals reasonable warning of pending redundancy
(3) If alternative employment in the company is not available and more than one individual is affected, the factors to be taken into consideration in deciding who should be made redundant will include:
(a) Length of service with the organization
(b) Age (especially those who could be retired early)
(c) Effective value to the company
(d) Opportunities for alternative employment elsewhere.

The first three of these factors should normally be regarded as the most important; other thing being equal; however, length of service should be the determining factor. (2)

In any situation where unions are involved it may be difficult to move far from the “last in first out” formula for selecting the employees to be made redundant. Management will naturally want to retain the more effective employees, irrespective of service, but if the union is strong it may not be possible to go further than an understanding with the union that the length of service criteria may not be applied in special cases.

Whatever approach is used, it is essential for those developing the redundancy procedure to emphasize that action against unsatisfactory employees should be taken under the disciplinary procedure – Redundancy should not be used as an excuse by managers to unload people against whom they have been too lazy or cowardly to take disciplinary action when it is appropriate. (3)

(2) Ibid, pp.382-383
(3) Ibid, p.123
Redundancy procedure:
The essential points that should be covered in a redundancy procedure are:
(a) The basis upon which there will be a prior consultation with unions and staff associations
(b) The amount of prior warning that should be given to those affected
(c) The criteria for selecting those to be made redundant
(d) The period of notice and financial compensation that will be offered to redundant employees.
(e) The additional help that will be given by the company to find redundant employees new jobs.

Redundancy and Public Interest:
According to section (172) of the Public Service Regulation 1995 the worker’s service can be terminated for WORK INTEREST in the date of information provided that it should not exceed two weeks after the decision of termination.
This section paved the way for many purges that are based on political and non-merit reasons in the name of public interest or job interest.

Furthermore, this section did not mention explicitly who is authorized to take such a decision, but the historical and practical experience showed that the most important factors behind termination of service for job interest are:
(1) To get rid of political opponents of the ruling regimes on the one hand and to establish or reinforce the power of the regimes through their exponents on the other hand (monopoly of power)
(2) To monopolize wealth and economic resources by PRIVATIZATION, this focuses on cost-minimization / profit-maximization and hence implies the adoption of redundancy procedures.

Transfer and termination of service:
According to section (180) of the Public Service Regulation 1995 the service of worker who is transferred can be terminated if he disobeys or refuses to implement the decision of transfer after ninety days without showing legal and acceptable reasons.
Under the umbrella of this section the competent authority may arbitrarily transfer any employee with deliberate mischievous intentions to compel him to choose between two alternatives:
(a) Either to depart to his new position and relieve those who consider him as undesirable.
(b) Or to oppose and, hence, be subject to dismissal which means a better result for those aggressive power abusers.

Attendance:
Employees’ attendance depends on two variables: (a) Ability to attend, which is determined by health, place of residence, family conditions and transportation. (b) Motivation to attend, which is determined by attendance incentives and satisfaction.
According to Heneman and others “pay is not assumed to influence ability, thus, it is influential to the extent that it influences motivation to attend.” (1) This statement shows explicitly that pay can motivate attendance, which implies that the absence or inadequacy of pay and fiscal incentives can reduce the motivation to attend and, consequently, lead to tardiness and absenteeism.

Tardiness:
Tardiness is the absence of less than a day. This implies arriving at offices later than the formal time of arrival, leaving before the formal time of leaving or both of the cases. Absence from work is one of the most serious problems confronting the public service.

Absenteeism:
Absenteeism according to J.D.hackett is: "a temporary cessation of work for not less than a whole working day on the initiative of the worker when his presence is expected. (2) Tardiness and absenteeism form a major problem; they are indicators of low efficiency reflect an attitude of dissatisfaction, unrest, lack of interest, and grievance. They provide an index of employee's morale.

Grievance:
According to M.J.Jucius grievance is defined as: “Any discontent or dissatisfaction, whether expressed or not and whether valid or not, arising out of any thing connected with the institution that an employee thinks, believes or even feels is unjust, unfair or inequitable.” (3) This definition implies that there is almost a perfect association between grievances, dissatisfaction and low morale, which, in turn, jeopardizes the employees’ retention and leads eventually to voluntary turnover. Grievance is likely – at least – to result in tardiness, absenteeism and disciplinary problems.

Voluntary turnover:
Voluntary turnover is defined as “the termination of service on the initiative of the employee when he leaves permanently”. (4) It includes voluntary retirement, resignation and transfer.

Evasion:
Many public servants – led by low morale, frustration and dissatisfaction – tend to evade their jobs and escape the responsibilities and duties entrusted to them, the most salient aspects of evasion are malinger and the abuse of sick leaves.

Involuntary turnover:
Involuntary turnover is the termination of the employee's service by the employer. This includes involuntary retirement and dismissal with its different forms.

(2) R.S.Dwivedi, op.cit, p. 261
(3) Ibid, pp. 269 – 270
(4) Ibid p. 262
The DOs and DON'Ts of public post:

The duties of workers are determined in section (43) of the Public Service Regulation 1995 as follows:

(a) To do by themselves all the duties entrusted to them accurately, honestly, devotedly and effectively, within the boundaries of their responsibility, through the formal time of work in addition of time whenever the work interest necessitates.

(b) Punctuality and commitment to the formal time of work

(c) To achieve their tasks anywhere in the Sudan or abroad, including attending training courses, forums, seminars and conferences.

(d) To deal politely and respectfully with their superiors, peers, subordinates and the public.

(e) To obey – within the framework of law and regulations – all the orders of their superiors.

(f) To prevent the occurrence of violations, negligence or misapplication of rules, i.e. excluding criminal offences, the worker is not to blame when he implements a written order that is inconsistent with rules and regulations. The superior who made that order will be responsible for all the consequences of the subordinate’s decision.

(g) To avoid behaving or appearing in a way that is incompatible with their job status and ethics in office and outside the office.

(h) To keep putting on the formal uniform that must be suitable, moderate and modest.

On the other hand, according to section (44), the following actions are prohibited for all public servants:

(a) Misuse of power and influence

(b) Abuse of job authority

(c) Accepting gifts, gratification or grants from any person whose interests are directly related with the activity of the institution

(d) Divulgence or betrayal of secrets or any confidential information with which he is acquainted by virtue of his job

(e) Misappropriating any document or a copy of it without a written permission from the head of unit.

(f) Holding two posts - simultaneously - in public service

(g) Mixing between a public job and a private work or profession without a written permission from the head of unit.

The concept of corruption:

The term corruption is always used to show that there is something wrong or defective. In the Glorious Koran (Quran), the word CORRUPT and its derivatives are used as synonymous to mischief, evil, sin, wrong-doing, theft, deviance, perversion, egoism, injustice, arrogance, aggression, persecution and destruction, and is always connected with the severest punishment in the present life, and the most painful and disgraceful torment in the Hereafter (Doomsday).

Corruption began on earth since Cain – motivated by envy and selfishness - murdered his brother Abel. The term corruption, hence, includes all the criminal, unpleasant, unlawful and immoral deeds that violate the others’ life, safety, honour, or property:
(Verses 11-12 – Surat Al-Baqarah) mentions hypocrisy, double-dealing, rudeness and injustice:
“And when it is said to them make no mischief on the earth, they say: we are only peacemakers (reformers). Verily they are the ones who make mischief but they perceive not”

In (Verse 27 – Surat Al-Baqarah) it is used to mean treachery, roguery, betrayal and breach of compact:
“They who break Allah’s covenant after ratifying it and sever what Allah has ordered to be joined, and do mischief on earth, it is they who are the losers”

In (Verse 30 – Surat Al-Baqarah) it is used to mean tyranny and murder:
“And remember when your Lord said to the angels: Verily I am going to place mankind generation after generation, they said: will you place therein those who will make mischief and shed blood while we glorify you with praise and thanks and sanctify you. He (Allah) said I know that which you do not know”

In (Verse 188 – Surat Al-Baqarah) it is used to mean theft, cheating, robbery, breach of faith and bribery:
“And do not eat up not one another’s property unjustly, nor give bribery to the rulers (judges before presenting your cases) that you may knowingly eat a part of the property of others sinfully”

In (Verse 103 – Surat Al-A’raf) it is used to indicate arrogance, haughtiness and conceit:
“Then after them we sent Musa (Moses) with our signs to Fir’aun) Pharaoh) and his chiefs, but they wrongly rejected them. So see how was the end of the mischief-makers (corrupts)”

In (Verse 85 – Surat Hud) it is used to indicate greediness, unfairness and dishonesty:
“And O my people give full measure and weight in justice reduce not the things that are due to the people and do not commit mischief in the land causing corruption”

In (Verse 183 – Surat Al-Shu’araa) it is used to indicate cheating, deceiving and seeking illegitimate profit or benefits at the expense of others:
“And defraud not people reducing their things, nor do evil making corruption and mischief in the land”

In (Verse 152 – Surat Al-Shu’araa) it is used to indicate causing injury and destruction:
“Who make mischief in the land and reform not”

In (Verse 14 – Surat An-Naml) it is used to indicate Impiousness and infidelity:
“And they belied those Ayat wrongfully and arrogantly though their own selves were convinced thereof, so see what was the end of the disobedient, evil doers and liars”

In (Verse 4 – Surat Al-Israa) it is used to indicate aggression, abuse of power, Arrogance and subduement:
“And we decreed for the descendants of Israel in the scripture, that indeed you would do mischief on the earth twice and you will become tyrants and extremely arrogant”

In (Verse 94 – Surat AL-KAHF) it is used to indicate tyranny, violation and terrorism:
“They said O Dhul-Qarnain! Verily Yajuj and Majuj (Gog and Magog) are doing great mischief in the land. Shall we pay you a tribute in order that you might erect a barrier between them and us?”

In (Verse 30 – Surat Al-'ANABOOT) it is used to indicate homosexuality (sodomy):
“He (Prophet Lout) said: My Lord! Give me victory over mischief makers and corrupts” (1)
The penalty of corruption is mentioned in (Verse 32 – Surat Al - MAAIDA):
“The recompense of those who wage war against Allah and his Messenger and do mischief in the land is only that they shall be killed or crucified or their hands and their feet be cut off on the opposite direction or be exiled from the land. That is their disgrace in this world and great torment is there in the Hereafter”

**Corrupt practices:**
In the Encyclopedia Britannica the term corrupt practices is defined as:
a general term including bribery, undue influence, etc but has specific reference to electoral systems; in England as defined by the Corrupt and Illegal Practices Prevention Act, 1883 and the representation of the Public Act, 1918, the objective of it is to prevent improper interference with the freedom of elections and in certain cases to avoid the election in question, while all of the American States and territories have, from the time of their creation, had laws against bribery in elections, corrupt practices legislation was not enacted until after England set the example. These laws define numerous election offences, including bribery, coercion, intimidation and treating, and generally set forth in detail purposes for which money may be legally expended in campaigns by candidates and their agents and political committees. Such expenditure permitted in the State, district, county and municipal campaigns ordinarily include those for traveling, telegraph, telephone, postage, messenger service, halls and rooms, payment of speakers and musicians, list of candidates and sample ballots, pamphlets, newspapers, cars, polling lists, canvassing and challenging, stationery, clerical hire, literature and advertising “(2)

**Bribery:**
The term bribery may be defined as: “The offering, giving or accepting of consideration in some shape or form that it may be a motive in the performance of functions for which the proper motive ought to be conscientious sense of duty. The offence may be divided into two great classes; the one where a person invested with power is induced by payment to use it unjustly, the other where power is obtained by purchasing the suffrages of those who import it” (3)

(1) WWW. Islam spirit. Com
(3) Ibid, volume 4, p.110
Embezzlement:

The term embezzlement is defined in the Statute Law as:

"A form of theft, which is distinguished from the ordinary crime of larceny in two points: (a) It is committed by a person who is in the position of clerk or servant to the owner of the stolen property; and (b) the property when stolen was received from a third person and had not reached the possession of the owner. The definition of embezzlement as a special form of theft arose out of the difficulties caused by the legal doctrine that to constitute larceny the property must be taken out of the possession of the owner. Servants and others were thus able to steal with impunity goods entrusted to them for their employers. A statute of Henry VIII (1520) was passed to meet this case, which was not covered by the common law. Other statutes have been passed from time to time but the law now in force is the Larceny Act, 1916, which by sections (16 to 19) deals with this offence. By that act it is stated that: "Every person who being a clerk or servant or person employed in the capacity of a clerk or servant fraudulently embezzles the whole or any part of any chattel, money or valuable security delivered to or received or taken into possession by him or in the name or on the account of his master or employer or being appointed to any office or service for any purpose whatsoever except for the public service or sovereign or in the police of any place, whatsoever embezzles or in any manner fraudulently applies or disposes of for any purpose whatsoever except for the public service any chattel, money or valuable security entrusted to or received or taken into possession by him by virtue of his employment, or being appointed to any office or service by or under a local marine board fraudulently applies or disposes of any chattel, money or valuable security received by him for or on the account of any local marine board or for or on the account of any other public board or department for his own use or any use or purpose other than that for which the same was received by him or any part thereof contrary to any lawful direction is guilty of felony and in conviction thereof liable to penal servitude for 14 years. In the case of a clerk or servant, if a male under the age of 16 years to be once privately whipped in addition to any other punishment. An officer or servant of the Bank of England or of the Bank of Ireland, who secretes, embezzles or runs away with any bond, deed, note, bill, delivered warrant, warrant for the other effects of or belonging to the Bank of England or of the Bank of Ireland and entrusted to him or lodged or deposited with the Bank of England or of the Bank of Ireland or with him as such officer or servant is guilty of felony and on conviction thereof liable to penal servitude for life "(1)

The person charged must be one who is acting under and bound to obey the orders of the owner of the property, although his employment need not be permanent. A general deficiency in accounts is not sufficient, but it must be proved that a specific sum of money has been embezzled; just as in a larceny proof of the theft of a specific article is necessary. Difficulties sometimes arose where the embezzler had in interest in the property taken and this was first dealt with by the Larceny Act, 1868, now by section 40/(4) of the act of 1916 if any person who is a member of any co-partnership or is one of two or more beneficial owners of any property, embezzles any such property of or belonging to such co-partnership or to such beneficial owners, he is liable to be punished as if he had not been or was not a member of such co-partnership or one of such beneficial owners.

(1) Ibid, volume 8, pp.385 – 386
Again if on the trial of any indictment for embezzlement it is proved that the defendant had stolen the property in question, the jury may find him guilty of stealing, i.e. larceny. Under some circumstances justices may deal summarily with cases of embezzlement e.g. by a clerk, a servant or a postal official. "Embezzlement differs from larceny in that the original taking was lawful or with the consent of the owner, misappropriation following such taking. In some states the offence is designated as larceny with punishment as such." (1)

Extortion:
"In English law the term extortion is applied to the exaction by public officers of money or money's worth not due at all or in excess of what is due or before it is due. Such exaction unless made in good faith, i.e. in honest mistake (as to the sum properly payable) is a misdemeanor by the common law and is punishable by fine and (or) imprisonment. Besides the punishment above stated, an action for twice the value of the thing extorted lies against the officers of the King. The term extortion is also applied to the exaction of money or money's worth by menaces of personal violence or by threats to accuse of crimes or to publish defamatory matter about another person. These offences fall partly under the head of robbery and partly under blackmail." (2)

Blackmail:
Blackmail or extortion as it is sometimes labeled, is one of the most serious crimes in the Anglo-American law. In ordinary language it may be described as: "the demanding of money or other advantage (1) on the threat of exposure of information, true or false, about the victim; or (2) on the threat of violence to the person or property of the victim or of a third person on whom the victim has an interest. In some jurisdictions, the term extortion is used to describe only intimidation by one acting under colour of official right. Blackmail is a crime at common law, though its exact scope was uncertain, at least as early as 1601 it became the subject of legislation and both in British Empire and the United States became generally proscribed by statute. Insofar as it is possible to generalize from the myriad of governing statutes and decisions, it the threat which constitutes the evidence of the crime of blackmail; it is not necessary that the victim succumb. Some threats are illegal as blackmail although the advantage sought was delivered by the threatening party to be due him and indeed was due him. This threat to use physical violence or to accuse of wrongful acts other than the failure to satisfy the demand rightfully made, could constitute the crime although in fact was required by law to perform the very acts which the threatening party demanded of him. Some threats on the other hand are improper only because the advantage sought could not be delivered to be due from the victim. Thus a threat to sue or to accuse of not satisfactory a liability could constitute blackmail if the threatening party made the threat with knowledge that his demands could not be made in good faith. Most prosecutions for blackmail involve those cases in which the threat is made without any pretension to a right to the money, property or other advantages demanded.

(1) Ibid, volume 8, p. 386
(2) Ibid, volume 8, p.998
It is not blackmail however to demand in good faith indemnity for a wrong actually suffered even though legal prosecutions to enforce the demand might in fact bring shame and disgrace upon the person addressed. Some jurisdictions follow the English example of permitting the victim of blackmailing to prosecute in anonymity. Most jurisdictions however, do not grant this protection to the extortion victims. In this the victim is put to the very difficult question of whether he should initiate prosecution, which may bring about the very publicity with which he may be threatened by the blackmailer.

Punishment for conviction for blackmail is usually severe. The law in England draws a distinction between the demanding with menaces, demanding with intent to steal or threatening to publish in intent to steal. In England where the crime has been appropriately called (moral murder) punishment may be as heavy as life imprisonment. In spite of the weight of punishment usually accorded, the incidence of this crime is high (1)

Black market:
Term designating the illicit sale of commodities in violation of government rationing and price-fixing. The term originated in Europe during the World War I, when the introduction of rationing in belligerent countries tempted some persons with access to supplies to enrich themselves by selling unrestricted quantities of rationed items at inflated prices. Black markets are phenomena of times of crisis. They flourish only when abnormal scarcity of essential goods may cause a government to impose rationing and price control as means of ensuring a more equitable distribution of supplies. At such time certain consumers will pay abnormally high prices to obtain the scarce items, and some profiteers are prepared to take legal and other risks to obtain and sell these items at high prices. Black market flourished throughout the World War II but disappeared after the war as soon as the production of civilian goods returned to normal and government controls were lifted. Illicit currency exchanges are also sometimes defined as black market operations, these black markets develop when the official exchange value of currency is fixed at a rate that does not reflect its real exchange value. Such situation is an incentive for holders of foreign currencies to engage in extralegal currency exchange rather than to use the less profitable exchange at official rates. (2)

When the Salvation regime came to power through its military coup d'etat it raised false political slogans about citizens' welfare, eradication of poverty, alleviating the miseries of the overburdened people …etc. It imposed oppressive irrational market controls that yielded adverse results and aggravated the problem of high costs of living and gave rise to monopoly and black market.

(1) Ibid, volume 3, pp.745 – 746
Ironically, many merchants and businessmen – in the name of these assumed controls – were severely punished; a disgraceful example is the execution of a young man, who was hanged to death for dealing in foreign currency. But after the establishment of the regime, which enabled its exponents and disciples to monopolize the market and the influential posts that help manipulating it through licenses of manufacturing, exports and imports the horrible greedy face of it was unmasked. The open explicit currency exchange in streets and shops’ verandas can show this shameful paradoxical contradiction. After the so-called Economic liberalization, the impoverished people particularly those who have limited poor incomes i.e. workers and employees has been put at the mercy of the merciless market machine. Many persons, protected by their political power misused their authorities and found access to the market on partisan and ideological background. This situation, which is still dominant increased the suffering of citizens and enriched those parasitic gangs at the expense of the poor majority. It is needless to say that the dilemma of poor income on the one hand and high costs of living on the other hand can play a significantly destructive role at the ethical level and expose many vulnerable public servants to corruptibility.

For the purposes of this research corruption can be defined as:
“Any illegitimate action or behavior that aims at gaining unlawful benefits for its offender or others, or causing unlawful loss to others”

It can be concluded that corruption has the following characteristics:

(1) It is illegal and illegitimate. This does not necessarily imply that all the corrupt practices break the law; many corrupt persons use their criminal intelligence to legalize their unlawful actions, yet they remain unethical in spite of the fact that they are apparently legal. Moreover, corruption may be protected by the law.

(2) It is unethical

(3) It is harmful to others

(4) It is unfair

(5) It results in unlawful gains

(6) Its harm may extend to include physical, moral, social and economic injury.

(7) Its offender should be severely punished

Corruption in civil service can be defined as:

“All illegal action or behavior committed by a civil servant in order to provide undeserved benefits or gains to any other person or to himself or to deprive any person of a deserved benefit or to delay or hinder the occurrence of that benefit, or to misappropriate public property or to affect public interest, including all the negative aspects of organizational behavior that are apt to affect the performance or output of the organization by reducing its efficiency or effectiveness or wasting its resources, in addition to all the actions or attempts made by any citizen to influence a civil servant’s behavior or performance so as to arrive at the above-mentioned results”
Corruption in public service can include the following:
(1) Requesting or accepting bribery
(2) Seduction or instigation (offering bribery)
(3) Threatening (extortion or blackmail)
(4) Embezzlement
(5) Breach of faith
(6) Forgery of documents or seals
(7) Favoritism and nepotism
(8) Abuse of power and authority
(9) Prejudice
(10) Cheating and personating a public servant
(11) All the offences mentioned in section (26) of the Public Servants’ Accountability and Discipline Act 1994, which can be summarized as follows:
(a) Negligence, omittance or disobedience to any law, regulation, valid instruction or legitimate order made by his supervisor or superior
(b) Negligence, omittance, disobedience, impedance or falling short of his job duties.
(c) Misconduct or behaving in a way that discords with his job duties and official status.
(d) Conviction in a criminal court.

Petty corruption:
The term petty corruption refers to all kinds of corrupt transactions that take place between customers or clients of the organization and public servants that often receive poor pay. Poor pay, which is inequitable and insufficient to meet the basic needs of public servants, is a significant factor behind petty corruption. Petty corruption is a concealed disguised bribery that hides behind many masks such as tip, baksheesh, gifts, grants, bounties, facilities…etc, which are paid to public officials for services that are – by definition – a part of their job duties. Underestimating, neglecting or leniency in dealing with this kind of corruption constitutes an open invitation and encouragement to corruption, which is apt to generate more serious kinds of corruption that have their noxious and destructive consequences at the cultural and social level and on the state as well.
The correlation between totalitarianism and corruption:

Corruption is the greatest challenge in this era, where it constitutes a direct jeopardy for human rights. Many dictators in the Third World countries justify their existence in power by the corruption of the former governments, and contend that their regimes are the most - if not the only - effective, honest and patriot ones.

Corruption can not be revealed and conquered in the absence of democracy, liberalism, transparency and freedom of expression. In democratic countries the performance of government is always subject to close supervision and accountability to the Parliament (the legislative power), the executive power and the Judiciary, in addition to mass media and public view (the fourth authority), but – on the contrary – under totalitarian regimes oppression, misleading falsification and obscurcation predominate, and corruption is protected by the political umbrella of government.

This does not necessarily imply that there is no corruption in the democratic countries particularly in the Third World, because corruption exists everywhere, but democracy provides supervisory institutions that assure effective supervision, control and accountability of governmental performance. Thus, it is needless to say that the absence of these institutions opens the door widely for all the kinds of corruption.

Africa is the most affected continent because of the spoiled environment and the misuse of resources where the bulk of the budgets are spent in wasteful and unproductive fields of defense and security to suppress any rebellion or opposition and to protect the interests of the ruling oligarchies against any potential revolutionary attempt.

Dr Ibrahim Al-Amin pointed out that: “According to the estimations of the World Bank the public money embezzled and smuggled to European banks by the corrupt African leaders exceeded billions of dollars” (1)

This robbery of public wealth and resources impeded the process of economic development and enabled the corrupt minorities to manipulate the economy and monopolize all the available and potential resources of their countries at the expense of the impoverished masses.

The African societies – due to these corrupt policies – are divided into two categories:

(1) A very rich minority that enjoys an extraordinary ability to influence the decision-making process
(2) A very poor and deprived bulk majority that strives to gain opportunities in education, health care, employment, income and wealth. The members of the latter category are deliberately impoverished and deprived of their legal, political and civil rights. This situation is due to suppression, lack of transparency, mismanagement of resources, abuse of influence and authority and corruption of governors.

(1) Dr Ibrahim Al-Amin - Confronting corruption; the components of building a national honesty system, New Ideas, The Intellectual Works Foundation, Khartoum, vol.10, p.85 (In Arabic)
The Equity theory holds that: "an individual's motivation, performance and satisfaction depend on his subjective evaluation of the relationship between his effort / reward ratio and the effort / reward ratio of others in similar situations." (1) Most discussions and research on Equity theory center on money as the reward considered more significant in the work place. It is argued that: "People compare what they are being paid for their efforts with what others in similar situations receive for theirs. When they feel that inequity exists a state of tension develops within them. People try to resolve this tension by appropriately adjusting their behavior. A worker who perceives that he is being underpaid, for example, may try to reduce this inequity by exerting less effort." (2) The employee's perceptions of equity – according to Mony and others – are affected by two factors:

1. Comparison of the compensation received to such factors as one's education, training and performance.
2. Comparison of the perceived equity of pay and rewards received compared to other people. (3)

The serious implication of this theory is that negative perceptions of equity decreases the motivational force of pay, and hence, reflects negatively on performance.

This statement is similarly consistent with Skimmer's Reinforcement, which assumes that: "people's behavior can be controlled and shaped by rewarding (reinforcing) desirable behavior while ignoring undesirable actions. Overtime the reinforced behavior will tend to be repeated whereas the unrewarded behavior will tend to be extinguished and will disappear". (4)

Accordingly, Organizational Behavior Modification (O.B.M) results in two fundamental concepts:

a. People behave in ways they find most personally rewarding.
b. People's behavior can be shaped and determined by controlling the rewards (reinforcers) so as to stimulate the continuation of the rewarded behavior. (5)

This implies that unrewarded achievement discourages and demoralizes productive and excellent performers and push them adopt negative or indifferent attitudes towards their organizations.

Similarly, it is also concordant with the Expectancy Theory, which tries to explain behavior in terms of individual's goals, choice and expectations of achieving these goals. According to this theory the concepts that motivation depends on are:

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(1) James A. F. Stoner, op.cit, p.463
(2) Ibid, p.463
(4) Ibid, pp.322-323
(a) Expectancy:
The individual perception of the chance or probability that a particular outcome will occur as a result of certain behavior.

(b) Valence:
It is known as how much an individual places a specific outcome i.e. his behavior will depend to some extent on the type of outcome expected. (1)

It can be concluded that:
(1) Unrewarded good performance or behavior disappoints (expectancy) and hence discourages good performance.
(2) Inequitably and inadequately rewarded performance can weaken (valence) and discourage achievement.

Employees' dissatisfaction also consists with Maslow's Hierarchy of Needs, which is based on the following assumptions:
(1) Individuals are motivated to satisfy certain unsatisfied needs.
(2) Needs that are not satisfied motivate or influenced behavior, and satisfied needs do not.
(3) Needs are arranged according to a hierarchy of importance as follows:
   (a) Basic physiological needs or survival needs like air, water, food, clothing, shelter, and sex.
   (b) Safety needs such as protection against danger, freedom from fear, and security to ensure that the – now satisfied – basic needs can be met in the future as well. (2)
   (c) Social needs such as love, belonging, affiliation and acceptance.
   (d) Esteem needs or ego needs, which include recognition and status.
   (e) Self-actualization and fulfillment, which can be defined as: "the desire to become every thing that one is capable of becoming", (3) or as realizing one's potential growth using creative talents.
(4) An individual's needs at any level of the hierarchy emerge only when the lower-level ones are reasonably well satisfied.
(5) Psychological needs are the highest priority because until they are reasonably satisfied other higher-level needs will not emerge to motivate behavior. This point implies that moral incentive is meaningless when fiscal reward is needed.

It is obviously seen that money can constitute an important means to satisfy human needs at various levels in Maslow's pyramid of needs, this can be shown as follows:
Firstly: Basic needs such as food, beverage, clothing and marriage – the legal and socially acceptable framework for sex in conservative societies like our country – and security needs such as housing and health care can never be met without a satisfactory amount of money.

Secondly: Regarding the significance of money and its influence in our society and taking into full consideration the predominant psych-social and economic structure and the significant association between wealth, power and status, it can be stated that money as a status symbol can greatly influence the third and forth categories of needs, i.e. social needs and esteem needs.

The implications of this theory are:

1. The basic needs of employees must be satisfied by a wage sufficient to feed, shelter, and protect them and their families satisfactorily.
2. A safe work environment must be provided before managers offer incentives designed to provide employees with esteem, feelings of belonging and opportunity to grow.
3. Security needs require job security, freedom from coercion or arbitrary treatment, and clearly defined regulations.

It can be concluded that – under the umbrella of this theory – money can constitute the most important reward that can play a significant motivational role.

The shocking fact – in the light of this discussion – is that the bulk majority of the Sudanese civil servants fall at the bottom of Maslow's hierarchy of needs and fail even to satisfy their basic needs. This situation is likely to result in one or more of the following:

1. Poor performance, including slackness, absenteeism, tardiness, negligence, apathy, evasion …etc.
2. Corruption, which includes bribery, embezzlement, forgery …etc.
3. Voluntary turnover, which includes resignation, voluntary retirement and dismissal for prolonged absence (for forty five days or more).

Needless to say that all the above-mentioned results badly affect the civil service at both structural and functional levels.

Authoritarianism:
Many public servants particularly at the top level- led by egoism and egocentricity - tend to be in power, to give orders and instructions, to prohibit, to coerce, to impose their viewpoints and may even to harm others. This abnormal authoritarian tendency or paranoia reaches its worst peak when it is met by coward submissive attitudes of some subordinates, who – led by inferiority complex – used to cajole and stoop to their superiors, particularly haughty defiant ones who deal insolently with subordinates and perhaps their weak pears.

This psychologically deviant relation of (superiority-inferiority) consecrates a (aggression – submission) relation that destroys self-esteem and converts public service into slavery. In fact those weak cajolers are worse and more serious than the dictators they glorify.

Aggressive authoritarian managers tend to adopt the (large stick approach) justify their attitudes by Mc Gregor's Theory X, which assumes that:
"The average human being has an inherited dislike of work and will avoid it if possible. Because of this human characteristic of dislike of work, most people must be coerced, controlled, directed or threatened with punishment to get them to put forth adequate effort toward the achievement of organizational objectives. The average human being prefers to be directed, wishes to avoid responsibility, has relatively little ambition, and wants security above all." (1)

Possessiveness and greediness:

Possessiveness is an instinctive tendency in human beings; they endeavor by instinct to own money, farms, gardens, factories, buildings, cars, precious metals, beauty, sex, reproduction, weapons, authority and security i.e. all the forms of (wealth and power).

This allegation refers to Douglas Mc Gregor's Theory X, which assumes that human beings are by their very nature evil, selfish, possessive, and lazy, and hence, cannot achieve any job without closer supervision and control. Possessiveness is an important factor behind embezzlement and thefts in the Sudanese civil service, particularly when it is committed by senior and politically supported officials.

The following factors encourage corruption:
(1) The weakness of supervisory systems
(2) The erosion of ethical values and codes of behavior by the emergence and evolution of new codes that glorify wealth and enrichment at the expense of the starving majority of people.
(3) The absoluteness of power holders which gives them the free-hand over the resources of their countries and enabled them to abuse and misappropriate public property
(4) The highly concentrated corruption that goes through official channels and adopts semi- formal mechanisms that provide a political-legal framework so as to protect and legitimize all its activities and ensure an authorized finance that is never subject to legislative or executive supervision. These funds are usually used to reward exponents of the ruling regime, to oppress political opponents, and to pay for pressure groups, media and bounty writers. (2)

Corruption is a serious disease that weakens the society; the spread of this disease jeopardizes the moralities and the ethical values that respect honesty, trueness, trustiness, and altruism.

In the recent years the social concepts and values have significantly been changed and distorted in many countries including the Sudan, where social status and respect are significantly correlated with wealth and high income irrespective of the source of that income. Embezzlement or stealing public property is no longer that shameful or disgraceful crime, some people almost consider it as a sort of heroism. Moreover, corruption weakens state and affects its ability to hold its duties and responsibilities towards citizens.

(2) Ibid, p.96
The pillars of honesty:
This term was innovated and used for the first time by Ibrahim Sushi of the National Transparency Organization in Tanzania. (1)

In spite of the fact that there is no full consensus upon the pillars of honesty, the following elements are common in democratically ruled societies:

(A) Elected assembly (Parliament):
The elected parliament, which expresses the will of the people, constitutes the backbone for any patriot honesty system that is built on the principles of transparency, equity, equality, domination of law, and accountability. The parliaments of democratic governments are characterized by the following:

1. The democratically elected assemblymen are the legitimate representatives of their people; they should be elected for their honesty, altruism, patriotism, knowledge, merit … etc.

2. The determined period of parliaments, which is usually four years, and the peaceful circulation of power imply that the assemblymen and ministers are but guests that never come to stay. This situation provides strong guarantees against autocracy, totalitarianism and oligarchy.

3. The assemblymen and ministers are expected to behave as the SERVANTS of people to whom they are accountable.

4. The parliament is the real legislative authority, moreover, it is authorized to summon and question ministers and senior officials and discuss their decision.

The parliaments of military totalitarian regimes on the other hand have the following characteristics:

1. The assumed assemblymen are explicitly nominated, co opted or selected through falsified election; they are usually chosen for their loyalty to the ruling regime regardless of any merit criteria.

2. The very nature of the regimes, which usually comes to power through military coup d’état implies that these regimes come to stay as long as they can, not because they are the best but simply because they are the strongest, i.e., there is no room for peaceful circulation of power. This situation paves the for dictatorship and monopoly of power. The best examples are the May regime, which stayed in power for sixteen years and the present Salvation regime, which exceeded this period and is still in power.

3. The assemblymen and ministers tend to behave as the LORDS of people who think that they shall stay in power perpetually and there is no room for accountability.

The natural outcome of all the above mentioned factors is the dominance of dishonest and selfish individuals who come to serve THEMSELVES and get rich as sooner as possible and by all means.

(1) Ibid., pp. 98 -119
(4) The parliament is but a make-up for the unpleasant face of dictatorships, it plays the role of the chorus for autocratic decisions of the regime.

(B) Executive authority
The executive authority is responsible for implementing all the public policies and programs and supervising the performance of the public utilities.
The executive authority in democratic systems is characterized by the following:
(1) It acts neutrally and impartially in accordance with law, rules and regulations
(2) All the actions and activities are highly transparent, reasonable, justifiable and defensible.
(3) It is subject to popular supervision through democratically elected parliament, public opinion, journalism...etc
(4) Public interest is always given the priority in any decision.
(5) The relation between politicians and public servants is very clearly and accurately defined to protect both public service and public servants against political intervention
(6) The channels of communication are clearly decided.
(7) All the orders, instructions, reports, transactions, minutes, proceedings...etc are written and documented

In totalitarian regimes, on the contrary, the executive authority has the following characteristics:
(1) It lacks neutrality and impartiality, where rules and legislation are often violated
(2) All the actions and activities are often vague, obscured, falsified and unreasonable, and there is no room for comments or criticism.
(3) All the aspects of citizens’ life are determined by autocratic decisions, the role of parliament and newspapers is plaudit, glorification and drum beating and public opinion is confiscated.
(4) The priority is usually given to the personal benefits and interests of the oligarchies even if the whole country is affected.
(5) Public servants, particularly at the top level are often exposed to intrusion of politicians, hence, they have either to comply or to quit their jobs if they are not discharged.
(6) It is very difficult – if not impossible – to have access to and communicate with officials at the top level.
(7) Many transactions – particularly conspiracies – are verbal, i.e., face to face conversations or telephone calls, which leaves no evidence.

(C) Judiciary
Any citizen has the right to sue any body, to be sued fairly and honestly, and to appeal against unsatisfactory court decisions. This principal human right can not be attained and retained without an independent, autonomous, neutral and honest judicial system.
Autonomy does not mean that judges (magistrates) are above the law, they are bound with Oath and transparency, proceedings are made openly and publicly, Moreover, their decisions are subject to appeal and judicial auditing.
Totalitarian regimes usually endeavor to have an influential presence at the legislative, the executive and the judicial levels; it intervenes in all the institutions including the judiciary by employing its exponents according to allegiance and loyalty and regardless of their abilities, skills, experience, character, and merit.
This practice is apt to weaken the judiciary, which is one of the most important defense lines against corruption.

(D) Public administration:
The constitutional role of civil service is to administer the public utilities and the institutions of the state effectively and efficiently so as to meet the expectations and aspirations of people, where the government is a guest that stays for a short and determined period and acts within the framework of law and under popular supervision.

Democracy is the substantial matter; it assures the dominance of law, ethical values, human rights, transparency, merit system, and popular participation in decision-making, moreover, the government is subject to supervision and accountability.

In the absence of democracy all these values collapse and hence, all the resources and institutions of the country will be monopolized by the exponents of the totalitarian regime who behave like (feudal lords).

Central personnel agency:
The necessity of the existence of a central personnel agency is an agreed upon matter in the developed countries as well as the developing or less developed countries (L.D.Cs), there is a consensus upon the importance of such an agency to assure the development of civil service. This agency may have different names not only in different countries but in the same country as well; the change of names from time to time does not significantly affect the role of such an agency.

The UN Personnel Administration Conference held in 1951 recommended that: "it is desirable to have a central personnel agency to direct an orderly and equitable system of personnel administration for public employees. Central personnel agencies should be responsible for the preparation of personnel regulations, rules and related guides applying to civil servants as a whole. They should also have opportunity to participate in the drafting, or to comment upon proposed legislations relating to personnel management. More specifically the central personnel agency of a government should be responsible for effective functioning of a system of public personnel administration based on principals as applied to recruitment, promotion, position, training, evaluation, post classification, and pay plans" (1)

The UN Personnel Administration Conference held in 1963 in Addis Ababa recommended that: "the first step to develop the civil service is to establish an autonomous personnel agency that undertakes all the personnel activities.

The 2nd Arab World Administrative Sciences' Conference held in Al-Ribat from January 25th to February 4th 1965 to discuss the improvement of governmental performance and efficiency recommended that:

" Central specialized agencies must be established in all the Arab countries to undertake all the personnel aspects and supervise the civil service and the civil servants' affairs as well, the responsibilities and authorities of these agencies should be included in the establishment order." (2)

(1) The report of the Reorganization of the Ministry of Manpower, Khartoum, July 1997, p. 13
(2) Ibid, p. 4
In spite of the economic, social and ideological differentiations and variations, the practical experiences prove that such an agency must exist as a fundamental component in the organizational structure of the state, where the system of the state can never operate without an organ that undertakes the human resources' management.

(E) Supervisory bureaus:
In all the contemporary democratic systems, particularly under the new international system, the performance of government including public service is directly or indirectly supervised and controlled by the three constitutional authorities, i.e., the legislative (the parliament), the executive, and the judiciary, in addition to public opinion (fourth authority), which is represented by mass media. The supervisory bureaus are responsible for the following:
(1) Correction of deviations.
(2) Achieving justice.
(3) Protecting public property.

(F) Civil society
The collapse of the U.S.S.R and the Communist block and the emergence of the New International System brought about many changes in international relations, the concept of sovereignty, the legitimacy of intervention in the interior affairs of countries in the name of humanitarian reasons, the growing role of international agencies and N.G.Os, the importance of civil society, the dominance of private sector (privatization), globalization, multi-national companies …etc. Totalitarian regimes usually try to weaken the civil society to evade and avoid any opposition or accountability, civil society in the Sudan has recently been weakened by politicization of public service, discharging competent civil servants in the name of purging and public interest, privatization, the deliberate structural and functional distortions in trade unions and associations, taming or neutralizing the important politicians…. etc. It has been proven that corruption can not be defeated without a popular support through independent N.G.Os that can criticize and question the government. Democracy is the necessary condition without which all the values of law, human rights, liberties, transparency, participation in decision-making, popular supervision and accountability will be meaningless.
The International Transparency Organization has introduced the following pivots of combating corruption in the state institutions:
(1) Building wide anti-corruption alliances from the active groups in the society.
(2) Avoiding any bias to political parties, where partisan activity affects trueness of the organization.
(3) Assuring the gradual participation of civil society by making reasonable, well defined and practicable plans

Civics:
"Civics, in its broadest signification, may be taken to include the activities of the citizen in his relationship with the state and society in general. Formerly it meant the study of civil government." (1)

(1) Encyclopedia Britannica, op.cit, volume 5, p.733
The relation between culture and corruption:

The concepts of extended family, relatives, neighbors, natives, clan and tribe are sentimental ones that are deeply socialized through generations in the Sudanese culture. The educated individuals who occupy influential posts in public service are often heavily burdened with the psychological, social, and cultural legacy of belonging, indebtedness, gratitude, redemption of debts…etc. Hence, honest and straightforward public servants that strive against favoritism and nepotism may be considered as unhelpful and ungrateful sons. These sentiments – of course – are not the unique cause of nepotism; some public servants may be biased to some people for different reasons such as:

(a) The desire to monopolize the benefits of some privileged jobs.
(b) To guarantee loyalty and compliance and avoid any potential opposition.
(c) To protect themselves against outsiders and perpetuate their existence in their posts.
(d) To enhance their power and weaken their opponents.
(e) To boast of having a high social status and influence.

(G) Mass media:
The term mass media includes all the methods of information like journalism (news papers and magazines), radio, television, theatre …etc
In democratic systems, the mass media – which is actually the fourth authority – constitutes the spearhead in combating corruption. It reveals and encompasses all the suspicious and corrupt actions of officials; a respectful, impartial and honest mass media can push the government to resign.
But in autocratic totalitarian regimes mass media is but a bugler of the regime. It tries by all means of misleading, obscuration and falsification to improve the appearance of government and to show loyalty and compliance to it. Public opinion is suppressed and misled; this dark atmosphere encourages the bats of corruption to suck the blood of crushed impoverished citizens.

(H) International agencies:
The role of international agencies - particularly after the collapse of the U.S.S.R and the Communist block and the emergence of the New International System – has been a crucial one, the recent downfall of many regimes in the Third World in the name of democracy and human rights, terrified many totalitarian regimes and, hence, pushed them to condescend and give up their militant attitudes. The National Salvation regime in the Sudan is a good example for that.
“It should be admitted that transition through negotiation is different in both methods and outcomes from what has happened in the October 1964 uprising and the April 1985 (Intifadhah), the totalitarian regime in the Sudan has, really, failed to implement its (civilizational project), the political opposition on the other hand failed to remove the regime by force or by popular revolution. But for many local, regional and international reasons, a gradual transition and a relative obtuseness – with no constitutional guarantees – have taken place.” (1)

(1) Dr Ibrahim Al-Amin, op.cit. p 114
Chapter Two  
Factors behind corruption in civil service

Corruption is created and aggravated by the interaction of many complicated factors at the political, economic, legal, psychological, social, and administrative levels. These factors are not disjoint; they are complicated, overlapping and mutually interacting. The Political factors, for instance, can influence the legislative, the economic and the administrative ones and the administrative factors are similarly affected by the social and the legal ones. The political factors, whose roots can be traced back to the pre independence period, are the oldest and strongest ones. The Sudanese public service was exposed to political conflict, which began to grow since the beginning of Sudanization in the last 1940s and before the appearance of political parties.

Political Factors behind corruption
The political factors since independence have played a crucial role in spoiling and distorting the Sudanese public service, which is still undergoing a painful experience of heavy destructive politicization. The mad conflict over power and wealth – associated with political instability – constituted a significant factor behind weakness, incapacity and corruption of public service.

(1) Conflict over wealth and power:
Conflict over wealth and power is an instinctive tendency that kept formulating human behavior since mankind existed on earth; it is argued that Man is – by his very nature – possessive, greedy and aggressive. Tyranny and greediness existed since Cain murdered his brother Abel. The fears of such conflict were arouse after the political changes that took place in 1953 when the Sudan gained self-rule and its political parties were afforded the opportunity to compete for power, it was argued that: “these changes required that every thing possible should be done to safeguard the integrity and interests of the civil service and to ensure its rights. The idea was then to create a stable atmosphere for the service and to guard against evil forces, which are sometimes the offspring of party policies. This is still the case today” (1)

The correlation between power and wealth:
It can intuitively be seen that the possession of power – particularly in the Third World – enables its holder to manipulate all the available and potential resources of the country, i.e., it generates wealth. Wealth – on the other hand – is the password to influence and authority. Power generates further powers and – through wealth – It can be concluded that vice versa, wealth can yield and accumulate more wealth through the gate of power and influence. Money – particularly in the Third World countries – has a magic power that opens all the shut doors of opportunities and removes all the obstacles and difficulties.

(1) Beshir Mohammed Said, op.cit, p. 18
In the Sudan nothing is impossible with money; money in the hands of corrupt powerful individuals can interfere in every thing including the destiny and life of poor citizens. Conflict over power and wealth can obviously be seen in the following aspects of governments’ behavior:
(a) Political intervention and politicization of public service
(b) Purges in the name of service or public interest
(c) Monopoly of influential posts to enhance the ruling regime (Al-tamkeen)
(d) Ideological and partisan orientation
(e) Biased recruitment and selection
(f) Inequitable placement, transfer and promotion
(g) Unfair disciplinary actions

Politicians – particularly in the underdeveloped countries – tend to intrude overtly or covertly in decision-making and policy implementation in order to serve partisan or even personal interests. This governmental behavior has severely affected the public service and public interest. This remark was raised by Ambrose Wol, who pointed out that “Political pressure does in fact often impede the good intentions and abilities of the individual civil servants, thus, many civil servants have to contend in their daily life with nepotism and personal interference of politicians.” (1)

Internationalized civil war that exhausted both human and fiscal resources of the country for half a century excluding the short cease-fire of Addis Ababa Agreement (1972-1983). The prolonged conflict over power and wealth which began to appear since 1953 and is still going on, caused a serious lack of mutual confidence between the Sudanese parties in general and aggravated the crisis of the South, which began to grow since the beginning of Sudanization, which – due to the deep and bitter feelings of grievance – was called by some Southerners as “Northernization” to emphasize the fact that the South had been neglected, underdeveloped and hardly lagging behind the North. The few number of educated Southerners at that time minimized their share in the Sudanized posts and gave rise to bitter and complicated sentiments of ethnic discrimination, persecution, injustice, social inequality…etc. Resentment and frustration among the Southerners was a major factor behind the outbreak of the 1955 mutiny which gradually developed into a very long civil war.

Civil war:

The Sudan has faced a North-South problem of an intranational regional nature, focusing on the predominantly Arab-speaking northern Sudanese majority and the medley of ethno linguistic groups of the southern Sudanese minority, led by a western-educated Christian elite. The inequality in the colonial educational policies aggravated the problem between the north and the south. As a result, Sudanization posed special problems in the south, which had been lagging behind the north, especially in its educational system.

The scarce educational facilities and their late development meant that few southerners qualified for rapid promotion according to the criteria applied by the Sudanization committee. Thus, as time went on, Sudanization developed into a major southern political grievance and led to an atmosphere uncongenial to effective action in that region. (1) This grievance was one of the important factors behind the prolonged civil war of the South, which exhausted invaluable human and fiscal resources and hampered the socioeconomic development of the country. The prolonged war, which broke out in the South in 1955 and continued till the year 2005 excluding the short cease-fire period from 1972 to 1983 in addition to the fierce war, which is still going on had very noxious consequences at different levels, the following are the most serious:

(1) It exploited both the fiscal and human resources and hampered the social and economic development in the North as well as in the South.
(2) It affected the priorities of governments' expenditure – particularly the military ones – where defense and security are given the bulk of the budget at the expense of civil service including health and education, which resulted in poor morale of civil servants.
(3) It established the culture of militarization which distorted the psycho social orientation of citizens – particularly the poorly educated – to the extent that a mere semi-illiterate soldier can be more influential and important than a senior civil servant or university staff member, where the term (malaki) i.e. civilian is usually used by regular forces members as an insult for poor inferior creatures.
(4) It opened the door for military coups in the name of reform and rescue of the collapsing country, the recurrent and prolonged totalitarian governments have badly weakened the already fragile civil society and hampered the growth and development of democracy.

It is needless to mention that the conflict over wealth and power kept to be a major cause behind wars, invasions, colonial campaigns, conspiracies and military coups through the long history of mankind on earth. The division of power and wealth kept to be the pivot of war between the government army and the allied militias of (popular defense) on one hand and the rebellious Sudan People Liberation Army (S.P.L.A) on the other hand, as well as the substance of all the negotiations between the respective governments and the Sudan People Liberation Movement (S.P.L.M) till the recent Protocols of power and wealth, which paved the way for the agreement of peace, which was signed on 9.7.2005.

But the bitter obvious fact that should not be ignored is that it will be only too optimistic to expect any reform in the public service as a result of this agreement, simply because the unique monopolizer of power and wealth has come to recognize that to stay in power the (S.P.L.M) must be – willingly or reluctantly – accepted as a new partner. So the two parties (i.e. the National Congress and the S.P.L.M) will share and keep monopolizing the most important sites leaving only the trivial and marginal ones for the others, who are put as a national unity make up.

(1) Op.cit, p.40
The recent division and allocation of the cabinet and the National Assembly chairs and the selection of ministers and state's governors can substantiate this argument. Every minister, undersecretary or general director is usually surrounded by a group of opportunist cajolers, who change their opinions and attitudes in accordance with the political fluctuations and changes, ironically, these chameleons managed to stay in the shadow of power under all the successive governments. These groups play a crucial role in the decision-making process. This situation can be seen in all the ministries, departments and public corporations with no exception.

(2) Political instability:

The Sudanese public service system has been badly affected by the frequent changes and fluctuations in the political leadership. The respective governments – particularly the totalitarian ones – tend to monopolize all the influential posts so as to manipulate the resources of the country and to perpetuate their existence in power. Political opponents where arbitrarily discharged – in the name of public interest or job interest – and replaced by political allegiants, who lack all the necessary qualifications, skills, talents and experience to hold the posts of their precedents. Furthermore, the prolonged civil war in the South – and recently in Darfur has added to this by reducing funds available for development and civil administration, and by severely reducing the importance of the permanent bureaucracy relative to that of the political leadership and the military. As a result, morale is low with adverse effects on efficiency and productivity.

The Sudanese public service passed through the following stages since its emergence and evolution during the colonial period till the present government:

(1) The Condominium Rule (Pre-independence Period) (1899-1956)
(3) The First Totalitarianism (Abbood Regime) (17/11/1958 – 21/10/1964)
(7) The Third Totalitarianism (National Salvation Regime) (30/6/1989)

The Condominium Rule (Pre-independence Period) (1899-1956):

“Civil service enjoyed a good reputation for efficiency and an absence of political intrigue, a rare thing among new states. The new independent government made efforts to preserve the freedom of the service from political control by vesting control on independent boards. By 1953 the Civil Service Commission started to take responsibility for regulations, recruitment, promotion and appeals in the civil service” (1).

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(1) Beshir Mohammed Said, the Civil Service and Political Change; Neutrality and the Civil Service
The neutrality of the civil service in the Sudan was a heritage of the British rule, which earnestly endeavored to ensure the neutrality and impartiality of public service (1).

It created the Establishment Office in 1920 as a part of the Financial Secretary’s Department to be the central personnel agency. Its overall objective was – and still is – to man the machinery of government in the most effective and productive way. This office – which is now called the Civil Service Department – was – and is – responsible for:

1. Controlling expenditure of Chapter one in the Budgets of federal and state units (wages and salaries)
2. Controlling appointment, promotions and other personnel activities
3. Keeping central personnel records of all employees and workers in different ministries, departments and public corporations.
4. Recommending the basic policies and legislation to govern the management of personnel in the public service.

The Public Service Commission was established in 1953 to ensure fair and equal treatment for public servants and, hence, to provide stability of public service. Unfortunately, this sound civil service system was disturbed by the accelerated and underdone Sudanization of public service, and has later been steadily weakened and deteriorated since independence in 1956 through attrition, mismanagement and politicization which includes illegitimate appointment and promotion, unfair discharge in the name of purge or public interest, arbitrary transfer, aggressive disciplinary actions and overt or covert intervention in the decision-making process.

In the year 1953 the Sudan was given the self-rule and its political parties were afforded the opportunity to compete for power. This year witnessed the growth of conflict over power, which began to appear since the beginning of Sudanization in the 1940s.

(1) Rafia Hassan Ahmed, Opicit., 1987, p.40
Sudanization:

In 1946 a Sudanization Committee was set up under the chairmanship of the Director of Establishments to examine departments’ proposals for Sudanization. The 1946/1951 Development Program stated that “It is the avowed intention of the government to make the country’s advance along the road leading to self-government as rapid as possible, and for this purpose to train Sudanese as quickly to fill the more responsible posts in the local and central services. In 1948 the Sudanization committee laid down the rule that the standard of efficiency governing promotion to higher posts should be the likely to be required by the Sudanese administration. (1) This meant that limiting Sudanization to the small number of academically qualified Sudanese.

The Sudan attained self-rule in 1954. The immediate outcome of this was the acceleration of Sudanization. The Anglo-Egyptian Agreement of 12 February 1953 concerning self-government and self-determination for the Sudan provided for a Sudanization Committee to complete the Sudanization of the Administration, the Police, the Sudan Defense Force and any other government post that may effect the freedom of the Sudanese at the time of self-determination, within a period not exceeding three years. The Committee consisted of three Sudanese, an Egyptian and a British. It was to operate by majority vote. (2)

The Committee recommended the immediate Sudanization of eight posts in the Police held by British officers and all posts held by British officers in the Sudan Defense Force. A month later this was followed by the Sudanization or suppression of all the posts held by British and Egyptians in the provincial and district administration. The British member and a large number of the British officials objected to the decisions of the Committee either on the ground that some of the posts to be Sudanized did not come within the jurisdiction of the Committee or that the posts which had been declared influential where technical posts requiring specialized training and experience and did not carry with them political influence but that their Sudanization would seriously impair the efficiency of the department concerned. Besides, public service training (if any) was sporadic and random. The only regular course was the one run by the School of Administration for the newly recruited local administrative officers. Consequently, there was a few qualified Sudanese to assume posts of greater responsibilities. The situation was further aggravated by the adherence of the colonial administration to the principle of efficiency with its emphasis on training and experience before appointment to a higher post. Dr Rafia Hassan Ahmed argued that:

“The political development in the country during the era of self-government and self-determination 1953-1956 had upset the British timetable of Sudanization due to continue rapid ending in 1966” (3)

(2) Ibid., pp.51-52
(3) Rafia Hassan Ahmed, Opic, p.42
She stated that: “committee recommended that 62.2 % of the posts held by non-Sudanese should be Sudanized by the end of 1962; ironically enough, the Sudan became independent in 1956” (1).

However, the accelerated Sudanization program of 1954 had far reaching effects on the development of the public service. The sudden exodus of the British and the Egyptian personnel caused an acute shortage in trained manpower. By the end of 1955 only some 150 British officials remained in the service of the Sudan Government. Most of them were either technicians or teachers. Accordingly, in October 1958, the Sudanese Government announced that employment was once more open for British officials. By the end of 1958 there were about 487 British officials; all of them were in the technical departments. (2) under these conditions, it is natural to find middle-rank civil servants up-graded to fill senior administrative posts. Their appointment to these positions was mainly based on age and seniority, rather than on merit and achievement. Up till the early sixties most of the heads of departments were non-graduates. Besides, many officials trained primarily for technical positions had suddenly to find themselves heads of technical departments requiring administrative skills for which they had neither the experience nor the adequate training. However, as many of the new top civil servants were relatively young, they blocked channels of promotion for their better-qualified successors, which had later given rise to a sense of frustration and resentment.

The First Democracy (Al-Azhari Government) (1/1/1956 - 17/11/1958)

During this period – in spite of its shortness – the inherited public service system continued to be strong and organized, this period witnessed the accomplishment of Sudanization and the employment of all the university graduates. Public servants were the elite of the society; they enjoyed both respectable social status and high standards of living.

This can be attributed to the following causes:

(1) The politicians and the intellectuals, who constituted the intelligentsia of the society, were graduates of the Gordon Memorial College or the English and Egyptian educational institutions. They acquired a cultural background that glorifies civilization, democracy, liberty, justice, righteousness, impartiality, trueness, and respect of others. This culture prevented them from intruding in the public service.

(2) The ruling system was still a virgin one, which was not yet spoiled and distorted by military coups.

(3) The civil servants were adequately and equitably paid and highly respected, they enjoyed an excellent economic and social status, which made them the elite of their society.

(1) Ibid., p.42
(2) Al-Agab A. Al-Teraifi, Opcit, p.61
The First Military Totalitarianism (Abbood Regime)(17/11/1958 – 21/10/1964)

Though it was a totalitarian regime, which aborted the first democracy, the interventions of this regime in the public service were not serious ones. As the first military totalitarian government it had to deal cautiously with many matters so as to conform to the custom, ethical codes and sentiments of the Sudanese people. Politicization - as a governmental behavior - was not clearly known in that era. This was emphasized by Beshir Mohammed Said, who stated that: “One can in a general way claim that politicians in this country have never allowed themselves to exploit the civil service to serve partisan ends. Nor have they allowed themselves to rob the service of the safeguards necessary for its stability. It can also be said that the civil service on the whole has not been influenced in its activities by political motives.” (1)

The Sudanese civil service – in spite of the shortcomings of Sudanization – was known as one of the best bureaucracies in the Third World till the end of the 1960s. In spite of the fact that conflict over power began to appear since the beginning of Sudanization and before emergence of political parties, but the intervention of politicians in public service till the end of the 1960s was not a significant one.


"Purging is a patriotic duty" was a famous political slogan raised by the excited demonstrators after the October 1964 Uprising. Pushed by enthusiasm or led by the desire to win the support of people, the Council of Ministers responded to this popular request. Nevertheless, the following two trends emerged in the Council of Ministers:

(a) A political trend that insisted to purge all officials and public servants that had cooperated with the totalitarian regime of Abbood and accused them of treason. This trend relied upon the claims and memoranda raised by trade unions and associations that accuse many senior officials of corruption and favoritism.

(b) A legal trend that adopted the viewpoint that: officials should not be purged without sufficient evidence against them. (2)

The majority of ministers adopted the first trend, and new officials that were selected for partisan and ideological reasons replaced the discharged ones.

Those – in turn – were discharged by the May regime, which explicitly raised the slogan of "Loyalty and compliance rather than merit and competence"

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(1) Ibid, pp.21 - 22
Many public servants were victimized and discharged by the May regime which accused them of reactionism, conservatism, retardation…etc. This regime - which can be considered the pioneer of politicization – affected the public service very badly by the long series of purges, political employment, unfair promotions, plunder of public property and improper economic and compensation policies that negatively reflected on the employee’s standards of living and morale and constituted an important factor behind embezzlement, bribery and other aspects of corruption. The regime itself had undergone a series of serious fluctuations, when it came to power in 1969 it was declared to be a socialist progressive movement that embraced the communists and oppressed the rightist and traditional parties, but after three years it came to be the bitter enemy of the communist and all the leftist parties.

The Sudanese Socialist Union (SSU) became the unique permissible party; the other parties were strictly prohibited, confiscated and chased by the oppressive security organs of the regime. The deposed president announced on 9.9.1971 that: "The Sudanese Socialist Union will be the only political party in the Sudan – in the North and the South. It will lead all the forces, coordinate their energies and define their path. I shall endeavor to make the Sudanese Socialist Union an organization that enrolls in its ranks all the honest and efficient patriotic elements. Membership will be subject to vigilant commitment and to the Revolution objectives and comprehension of its essence. There will be no place for any sneaking opportunist who might drive us backward from our socialist path" (1)

By the end of 1983 the same regime was known as a radical right wing one, which was led by the so called "the Islamic Movement". All these phases had witnessed frequent changes in the superior leadership posts, in accordance with the whimsical changes and fluctuations of the regime.

The Sudanese public service under this regime had undergone a very painful experience; highly qualified, experienced, and competent employees were fired for political reasons and replaced by followers and exponents of the regime who lack all the qualifications, experience and skills of their victimized precedents. Moreover, the disciples of the regime were promoted to senior posts in a too short period in spite of the fact that they were ineligible, that period witnessed the birth of the Machiavellian term of (pole jump) created and engineered by the late Dr.Jaafar Bakheet. Furthermore, the prolonged period and the badly deep effects, Which were not eliminated by the third democracy government, paved the way for the next totalitarianism and constituted a solid foundation for more corrupt and destructive practices.

The weakness of the Third democratic government towards the dirty legacy of the May totalitarian regime has encouraged the Salvation regime to invoke a precedent and continue shamelessly in the same monopolistic aggressive approach.

(1) Program of action; President's Platform Announced on September 9th 1971, Ministry of Culture & Information Press, Omdurman, 1971, p.7

This period witnessed two phases;
(a) the transitional government, which was led by the Transitional Military Council, which was presided by the retired General Siwar Al-dahab and the Council of Ministers, which was headed by the Prime minister Dr. Al-Juzooli Dafa’Allah from 6.4.1985 to 26.4.1986
(b) The elected civilian government led by Al-Sadig Al-Mahdi the Prime minister and the chief of Al-Omma party, which made sequent failure alliances with almost all the parties including the Democratic Unitary Party, the National Islamic Front, the Communist Party, the Sudanese National Party and the Southern parties. Unfortunately, the former had been a very conservative one that disappointed all the people and utterly failed to meet their aspirations and expectations. The poor masses hoped to see significant, radical and revolutionary changes, and waited to see the symbols and the guards of the rejected defeated regime pay the costly price of their treason. The term of (Al-Sadan), which was innovated during that period to indicate all those who cooperated with the overthrown regime, was very prevalent in all the streets and common places, but no one had been purged or punished except some leaders of the overthrown regime who were – ironically – set free immediately after the collapse of the third liberal democratic system and the shameful assassination of democracy itself. In spite of the revolutionary legitimacy no revolutionary actions were made and no reforms were undertaken. Even the urgent matters were suspended and passively dealt with. Excluding the prevalent feelings of liberty and tranquility that period was but a dull extension of the May regime; this is why many disappointed people criticized that frustrating period and called it (the May 2nd regime) or (the government of generals).

The latter was not better than the former, it dealt indifferently and untruly with the most serious matters, all the promises given to electorate were found to be false and cheating ones, all the hollow pretending theorizing was realized to be a noise of empty barrels. Moreover, the partisan measures adopted by the weak greedy government gave rise to many frustrations. The horrible unforgivable mistakes and sins of this government opened the door widely for the third military coup d’etat which aborted the third democracy in the name of salvation and reform.

The Third Military Totalitarianism (National Salvation Regime) (30/6/1989)

This regime is absolutely the worst one ever witnessed by the country in general and the public service in particular. The experience of the May regime provided many benefits for this one;
(1) It established the strong foundation of politicization of civil service.
(2) Most of the symbols of the May regime, who were rejected by both of the people and the democratic government, has joined this regime either led by their opportunist ambitions or by the desire to have revenge on democracy.
(3) The so-called Islamic Movement, which formed a strategic alliance with the May regime after the reconciliation of 1977, became – within the framework of the Sudanese Socialist Union – the only permissible political party. The natural result was an increasing influence at the expense of their partner (S.S.U) through the period from 1977 to 1985; this period witnessed the establishment of the Islamic Insurance Company and Faisal Islamic Bank, which played a significant role in
establishing and enhancing the economic power of the ascending (National Islamic Front) at the expense of the suffering and starving people. Moreover, during this period the new partners managed to control the mass media and to penetrate the Armed Forces. Thus the ideological orientation of the regime began to change gradually from left to right; this ideological shift was crowned by the declaration of (Sharee’ah) laws in September 1983. But the more serious outcome of this unpleasant alliance was the preparation of the military and intellectual leaders of the third totalitarian regime.

(4) The unresolved problems created by that regime and their unpunished committers did encourage this one to continue in the same line of violations with no fears or hesitation. The frequent overt violations of rules and regulations resulted in severe structural distortions in the public service, and hence, they badly affected its performance. The most outstanding violations include the following:

(a) Biased recruitment and selection
(b) Improper and unfair placement
(c) Unfair promotions
(d) Jobbery and abuse of power
(e) Wasting public money
(f) Unfair discharge in the name of public interest.
(g) Encouraging corruption by erroneous practices that reward rather than punish corrupt officials, e.g. senior officials who embezzle and steal public property, are usually transferred to other units and given more responsibilities and powers, this procedure on the one hand encourages the offenders of such crimes to commit more ones in their new posts and on the other hand encourage their successors in their former posts to do more than what they had done. It is needless to mention that unpunished contravention as well as unrewarded achievements have their noxious consequences on morale and, hence, on performance and organizational behavior.

The salvation regime has not only violated the rules and regulations of the public service, it was not satisfied with all the frequent outstanding violations and perversions. The more serious is the overt attempts to distort the existing legislations or fabricate new ones so as to comply with the policies and orientations of the regime. In fact legislating and enforcing a law is very easy for totalitarian regimes where the parliaments are a mere chorus for the dictatorships.


The amendments of the Public Service Act 1995 included the following:

(a) The sub-section (14/c) was added, it states that "All the posts excluding the higher leadership ones (i.e. grade three and above) and those specified for promotions will be in the hands of the Federal Public Service Recruitment Board in addition to service entries (i.e. grade nine for the university graduates and grade fourteen for the secondary school graduates)."

(b) The sub-section (16/1) was amended to give the same authority to the state P.S.R.Bs in the states concerned.
The amendments of the Public Service Regulation 1995 included the following:

(a) Section (4) was amended by adding the word (mujahid) after the word (worker). The striver (mujahid) is defined as any worker who voluntarily goes to strife in the battlefield or the war zone.

(b) The sub-section (65/2) was added, it states that: "In competition for promotion the (mujahid) will be given an additional mark for every month that he spends in the war zone with a maximum score that does not exceed ten marks in addition to the marks given to him in the performance appraisal reports. The serious implication of this sub-section is that the civil war is assumed to be a holey one (jihad), which is considered as more important than the known criteria of competition i.e. performance, qualifications and seniority. This situation can result in the following:

(1) A hypocrite poor performer – in the name of (jihad) and allegiance – can be promoted at the expense of his more competent and eligible peers.
(2) Long periods of absenteeism can be not only justified but also blessed and rewarded.

(c) The sub-sections (88/e) and (88/f) were added to section (88) as follows:

(1) Though the total period of secondment – according to sub-section (88/a) should not exceed five years throughout the worker's life, this period is exceptionally and exclusively extended to seven years for any (mujahid) according to the newly inserted sub-section (88/e).
(2) The sub-section (88/f) stated that: "If the employees competing for secondment are equal in the requisites of the post concerned, the (mujahid) will be given the priority in selection."

(d) The sub-section (125/b) was added, it stated that: "The (mujahid) that comes back from the war zone will be given – in addition to his annual ordinary leaves – a leave of operations that does not exceed one month, beside a fiscal pay that equals a one-month salary during that leave."

(e) The sub-section (154/4) was added, it stated that: "The (mujahid) will be given a strife allowance that equals 7000 Sudanese dinars per month through his existence in the war zone."

(f) These amendments of the (mujahideen) subsidy and welfare were enforced and due since 1/12/1997 (the date of the Cabinet decision No. (71)) i.e. the accruals of these amendments will cost the summation of all the above-mentioned privileges for four months. This can clarify to what extent the civil service and the public money as well have been abused and exploited by the Salvation regime.

The former Prime Minister Al-Sadig Al-Mahdi pointed out that: "our country is jeopardized by five risks that include:

(1) The existence of foreign forces within the Sudanese boarders.
(2) The foreign interventions in the political decisions.
(3) The extension of rebellious movements that threaten the national unity and sovereignty.
(4) The increasing corruption, which resulted in the excessive enrichment of some persons and impoverished 95% of the Sudanese and put 53% of them under the line of starvation making the Sudan the most corrupt country in the Arab World."
The fears of forgery and cheating in the forthcoming elections." (1)

The corrupt erroneous practices of the present totalitarian regime are not only revealed and criticized by opposing politicians and the angry victimized people who witness and suffer all its injustices, but by some members of the regime itself as well. The lieutenant general Abd al-Rahman Sirr al-Khatim, the governor (wali) of Al-Jazeera state abolished all the recent interviews of the state (P.S.R.B) - that are made for the new graduates in Medani - and decided to re-interview the candidates. Himself he admitted that all the previous decisions of selection were biased ones that lacked neutrality and fairness. (2)

Dr Hassan Abdullah Al-Turabi, the engineer of the June 30th.1989 coup and its theorizer, eventually confessed to (Al-jazeera) T.V. channel that they have been selfish and aggressive, he continued: "We failed to build the Islamic state, we ignored the real content of the mission, we didn't understand its priorities and the way that we should take, we rabidly and greedily rushed upon power and wealth, we fought against everybody and provoked every one to fight us till the Sudan is near to lose its unity, stability, sovereign and independence." (3)

From this presentation it can be seen that the country had enjoyed democracy for about only nine years out of five decades of independence. Having already shown the correlation between totalitarianism and corruption it can be very clear to what extent the Sudanese civil service has been affected by the absence of democracy and transparency.

In an open letter to Sid Ahmed Khaleefa, the editor of Al-Watan Newspaper, about the disgraceful indiscipline and disorder in the Federal Ministry of Health, Abu Bakr Osman Al-Zooma, an employee in the ministry wrote: "the Ministry of Health, particularly under the Salvation regime kept to be a ministry of political balances and reconciliations, consequently, the minister chosen for this ministry is often very weak, who hesitates in decision taking and fears confrontation. A minister, who came to the ministry during the scandalous events of the contaminated solutions of the Indian Core Company, declared that he will destroy all the Core intravenous infusion bottles, but – as expected – he spent his dull period and went without destroying a single bottle. The health sector, particularly in the recent years, has witnessed and undergone very odd and serious practices to the extent that pushed Ali Osman M. Taha, the Vice president to say that: "this embarrassing ministry has confused and perplexed all the successive governments even the salvation government. " all the workers and employees of this ministry faced a very queer situation, where the position of the financial affairs manager, which is peak of the financial authority in the organizational pyramid has been occupied by a young junior employee in grade eight, an unskilled agriculture graduate, who is absolutely ineligible to hold this position, has suddenly become the foremost monitor responsible for all the funds that come from the Ministry of Finance to the Ministry of Health. He is responsible and accountable but to the Undersecretary himself, this is an unprecedented case in the history of civil service in the Sudan. He became very conceited and ridiculously haughty.

(1) Al -Sadig Al-Mahdi, Alwan newspaper, issue No. (3321), 27/10/2005, p.1
(2) Abd al-Rahman Sirr al-Khatim, Al -Watan newspaper, issue No. (794), 19/7/2005, p.1
(3) Hassan Abdullah Al-Turabi, Al-watan Newspaper, issue No. (912), 19/7/2005, p.7
Corruption, oppression and injustice predominated; personal accounts and animosities became the most salient features, immoral (hitting under the belt) cruelly and savagely without mercy for the young or respect for the old characterized the organizational behavior. This spoilt pet junior employee can humiliate and destroy the highest and the (biggest head) in the ministry and no body can question him except the undersecretary, who is inaccessible, he perplexed all the workers and employees by his semi daily quarrels that reached the extent of fighting and tearing clothes, when he mocked and laughed at the Prophetical Speech (Hadeeth) of Prophet Mohammed, may God prayers and peace be on him, who said: "pay the wage earner before his sweat dries."

The ministry has been divided into two categories; the privileged luxurious individuals that gain all their needs and claims in no time, and the victimized, crushed and frustrated ones who are the silent majority. The abjectly poor workers who come to clean the offices in the early morning find incredible amounts of the remains of expensive foods brought from the highest and most luxurious restaurants and cafeterias, and some times they find large amounts of untouched food, this frequently repeated scene shows the profligate wasteful expenditure of public money at the expense of the other important and urgent priorities." (1)

An important political factor behind the continuous increase of corruption and crimes against public money is the weakness of the assumed parliament, i.e. the National Assembly, which has not been elected by the people, it was rather selected by the executive authority of the state in accordance with the condominium peace agreement between the (NCP) and the (SMLM). This National Assembly failed at both supervisory and legislative levels. This weakness has been admitted by chairman of the National Assembly himself; he stated that the National Assembly fallen short and failed to play its supervisory role to combat corruption. Al-Tahir attributed this weakness to the crisis between the two partners i.e. the (NCP) and the (SMLM) and the absence of the (SPLM) ministers. This weakness dissatisfied even the parliamentary members, Salwa Adam, the secretary general of the (SPLM) block in the National Assembly, declared that the supervisory role has been extremely weak, she refute the excuse of the Al-Tahir by the following arguments:

(1) The absence of the (SPLM) ministers did not exceed two months, which is not long enough to attribute this failure to it.
(2) The (SPLM) state ministers, who were present throughout the crisis, could reply all the questions and the job of the absent ministers.

As for the legislative role she stated that it: "the legislative role has been very poor, the laws of Police, National Security, Press & Publication that should be passed before the approaching election have not been discussed." (2)

(1) Sid Ahmed Khaleefa, Case, Good Morning Undersecretary of Health, Al-Watan Newspaper, Tuesday, January 8th 2008, issue No.(1657),p.11
(2) Ayman Sinjarab, the Parliament...Weakness from the MPs Viewpoints, Al-Ahdath Newspaper, Saturday, January 19th 2008, issue (105), p.3
The lack of transparency, which characterizes all the less developed countries (L.D.Cs) governed by totalitarian regimes, is not only a major factor behind corruption; it is also an output of it. Corruption and obscurantism are always coexistent. Clarity and transparency are fearful for corrupt persons and organizations but honest ones have nothing to fear. The foremost priority of totalitarian governments is to perpetuate their existence in power; this implies that the expenses of regular forces for example are expected to be inflated at the expense of developmental services like health and education. Sheikh Al-Mek, the Undersecretary of the Ministry of Finance mentioned in his speech to the workshop of Government Finance Statistics (G.F.S) held by the General Directorate for National Accounts, that: "this international system, which will be applied in the 2008 budget, should have been applied since 2006 but many complicated factors are behind this delay. Globalization compels us to adopt it in spite of the fact that it implies a great deal of transparency, this – frankly – transparency will cost us a lot of trouble." (1)

The World Bank report about corporate governance in May 2005, which studied the (22) Arabian countries categorized them into three groups:

(a) Group one, which includes the countries from the first to the seventh.
(b) Group two, which includes the countries from the 8th to the 14th.
(c) Group three, which includes the countries from the 15th to the last.

Good governance measured by the following criteria:

(1) Liberty of expression and accountability.
(2) Political stability.
(3) Effectiveness of government.
(4) Quality of policies.
(5) Domination of law.
(6) Corruption control.

According to this report the Sudan occupied the 22nd rank, i.e. the last one in the first element (liberty of expression and accountability), the 20th rank in the second element (political stability), the 19th rank in the third element (effectiveness of government), the 16th rank in the fourth element (Quality of policies) and the 20th rank in the fifth and sixth elements (dominance of law and corruption control), thus the Sudan falls in group three and almost occupies the last rank. (2)

Political corruption constitutes a major obstacle that impedes and jeopardizes democracy and the rule of law; public positions that are often illegitimately occupied by incompetent persons are usually abused to gain personal and partisan benefits at the expense of public interests.

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(1) Sheikh Al-Mek, the (G.F.S) workshop,
(2) Awad Al-Haj Ali, Internal Audit in the Sudan; Practice and Future Perspective, the 1st Sudanese Internal Audit Conference (20 – 21. 1.2008), Friendship Hall, p.7 (in Arabic)
The serious accusations raised by Karam Allah Abbas, the ex chairman of the Gadarif State's Legislative Council against the ex governor (wali) of Gadarif State reveals that the senior officials of the Salvation regime tend to keep silence when they are in power but they betray and reveal their secrets when they lose their positions, Karam Allah revealed in a dialogue with Tilal Muddathir, the journalist in Al-Ahdath Newspaper that a lucky investment company receives the lion's share of the great projects in the state, the wali gave that favored investor five milliard pounds for the delivery of building materials in spite of the opposition of the legislative council and the businessmen of the state for the considerable gap between the agreed-upon prices and the real prices in the market and because the contracts were made with individuals without any competition or bids, which contradicts the Financial and Accounting Procedure Regulation 1995. Six months later, the same person was given another five-milliard pounds transaction for the maintenance of hospitals, schools and governmental houses not only without competition or bids, but also without legalized contracts. This privileged favored person monopolized and enjoyed a series of contracts including the buildings of the Emergency Hospital and roads for dozens of milliards outside the approved budgets.

The undeniable politicization of civil service has been recently admitted by many politicians and officials including the Vice president of the Republic, ministers, states' governors (Wulah) and undersecretaries, a state minister in the Council of Ministers admitted in a meeting in the (SMSB) that: "had it not been to the (NCP), the Secretary General of the Board should not have occupied the position he is now holding."

(1) Ahmed Taha Siddeeg, Karam Allah Abbas; a mere chat, Al-Intibaha Newspaper, Monday, May 19th 2008, p. 6
Economic factors behind corruption:

Inadequate and inequitable wages and salaries on the one hand and the continuously rising costs of living on the other hand have their destructive impact on morale and job satisfaction. Poor morale and dissatisfaction – in turn – have their noxious effects on performance and organizational behavior. These effects extend to include apathy, slackness, tardiness, evasion, absenteeism, malingery (abuse of sick leaves), bribery, embezzlement, voluntary turnover and emigration. Having already seen that wealth constitutes an important source of power and the fact that social status is significantly determined by economic status – particularly in the underdeveloped countries – it will be clear that wealthy corrupt individuals can use the power of wealth to influence the decision-making process in the way that serves their narrow goals and ends. This fact was noticed by Ambrose Wol, who pointed out that: “Businessmen may often be tempted to induce civil servants to take accounts of their needs and desires by the use of money, this is not general in the civil service, but its existence as a pressure on civil servants could not be denied.” (1)

Considering that petty corruption refers to all kinds of corrupt transactions that take place between customers or clients of the organization and public servants that often receive poor pay, it can be seen that poor pay is a significant factor behind petty corruption.

To show the deteriorating real income of civil servants, the minimum level of wages and salaries in 1970 is taken as a standard measure for the period (1971 - 2005) associated with the standard of living index numbers. This can be shown in Table (2.1.1):

(1) Ambrose Wol, Opcit, p, 22
## Table (2.1.1) the cost of living index numbers (1970 – 2005)

<table>
<thead>
<tr>
<th>Year</th>
<th>Index No. 1970 = 100 %</th>
<th>Theoretical pay</th>
<th>Actual pay</th>
<th>Real income</th>
</tr>
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<td>13.9</td>
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<td>1490735</td>
<td>207212.1</td>
<td>8720</td>
<td>4.21</td>
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<td>1998</td>
<td>1769307</td>
<td>245934.1</td>
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<td>1999</td>
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<td>291546.3</td>
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<td>315116.1</td>
<td>26240</td>
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<tr>
<td>2001</td>
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<td>328986.3</td>
<td>32520</td>
<td>9.88</td>
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<td>2002</td>
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<td>6977600.19</td>
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<td>106920</td>
<td>11.02</td>
</tr>
</tbody>
</table>

Remarks:

(3) The Economic survey neglected the cost of living index numbers since the year 2005 but it presented the rates of inflation, where the rates the rate of inflation is (5.8) in each of the years 2004 and 2005 and (7.2) in the year 2006 it is – accordingly – supposed that the cost of living index number of the year 2005 equals that of 2004. The index number of 2006 is calculated by the following equation: 

\[
\text{index 2006} = \frac{\text{index 2005} \times 7.2}{5.8}
\]

(4) The theoretical pay is the pay that the junior clerk in grade fourteen should have received if the changes in the cost of living index numbers had been put into full consideration.

(5) The actual pay is the wage determined for the same public servant according to the successive pay structures.

(6) The real income is calculated by the following equation:

\[
\text{Real income} = \frac{\text{the actual pay}}{\text{the theoretical pay}} \times 100
\]

From table (2.1.1) the following facts can be noticed:

(a) Civil servants are usually underpaid, where the respective adjustments of allowances and pay structures are too poor and insignificant to cope with the economic changes and the continuously rising prices and costs of living.

(b) The real incomes of civil servants are not only poor but also continuously deteriorating.

(c) The gap of underpayment is increasingly widening. In order to bridge this gap, the alternatives available for civil servants are very limited. The following are the most probable ones:

(1) To retire voluntarily according to sub-section (50/J).
(2) To resign according to sub-section (50/K).
(3) To quit entirely and, hence, be dismissed according to sub-section (50/L) of the Public Service Act 1995 after 45 days of unjustified absence.
(4) To pursue additional sources of income by seeking another job or activity elsewhere, this implies tardiness, evasion, absenteeism, lower productivity and poorer performance.
(5) To surrender and give up himself to frustration and apathy.
(6) To fall in the trap of illegitimate practices that include embezzlement, bribery, forgery…etc. The first three choices lead to voluntary turnover, which results in further structural and functional distortions that affect the institution's competence and effectiveness, because those leaving employees are sooner replaced by incompetent new comers at the expense of merit, the fourth and the fifth affect performance, efficiency, effectiveness and productivity at both the individual and institutional levels, and may lead eventually to either voluntary or involuntary turnover, while the sixth is the most serious and destructive one, which affects the reputation and credibility of the institution in particular and the civil service in general.
(d) it may be argued that the year 1970 is too old to be taken as a base year for the recent years, but the obvious fact is that the deterioration of employees' real incomes in the recent years is a significant one even when they are compared with the years (1985) and (1989) respectively as shown in table (2.1.1):

Table (2.1.2) the cost of living index numbers (1970 – 2005)

<table>
<thead>
<tr>
<th>Year</th>
<th>Index No. 1970 = 100 %</th>
<th>Index No. 1985 = 100 %</th>
<th>Index No. 1989 = 100 %</th>
</tr>
</thead>
<tbody>
<tr>
<td>1985</td>
<td>34.91</td>
<td>100%</td>
<td></td>
</tr>
<tr>
<td>1986</td>
<td>26.91</td>
<td>77.08393</td>
<td></td>
</tr>
<tr>
<td>1987</td>
<td>21.37</td>
<td>61.21455</td>
<td></td>
</tr>
<tr>
<td>1988</td>
<td>14.39</td>
<td>41.22028</td>
<td></td>
</tr>
<tr>
<td>1989</td>
<td>27.71</td>
<td>79.37554</td>
<td>100%</td>
</tr>
<tr>
<td>1990</td>
<td>16.18</td>
<td>46.34775</td>
<td>58.39047</td>
</tr>
<tr>
<td>1991</td>
<td>7.29</td>
<td>20.88227</td>
<td>26.30819</td>
</tr>
<tr>
<td>1992</td>
<td>14.95</td>
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<td>53.95164</td>
</tr>
<tr>
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<td>11.14</td>
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<td>8.66</td>
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<tr>
<td>2004</td>
<td>13.68</td>
<td>39.18648</td>
<td>49.36846</td>
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<tr>
<td>2006</td>
<td>11.02</td>
<td>31.56689</td>
<td>39.76904</td>
</tr>
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</table>

Source: derived from table (2.1.1)

From table (2.1.2) it can obviously be seen that:
(2) The employees' real incomes have badly been affected by the economic policies on the one hand and the compensation policy on the other. This can be seen even when the year 1989 is taken as a base year.
(3) A slight improvement can be seen in the years 2004 and 2005, this can be attributed to the significant increase of salaries in the April 2004 pay structure (see the column of actual pay)
(4) Real incomes relapsed again in 2006 and showed a considerable decline, this is a logical outcome when it is considered that the 2004 pay structure is the last one, i.e. the actual pay ceased to cope with the economic changes and particularly the rates of inflation and the cost of living index numbers.
(5) Real incomes are expected to undergo more deterioration particularly after the disastrous recent increase of the value added tax (VAT) from (12%) to (15%).

Legal factors behind corruption:

(a) The limitations of legislations:
Many shortcomings in the legislations that govern the Sudanese public service can be seen when these legislations are scrutinized. These shortcomings can be seen in the Public Service Act 1995, the Public Service Regulation 1995, the Public Servants' Accountability and Discipline Act 1994, the Public Servants' Pensions Act 1993, the Public Servants' grievances Board Act 1994 and the Public Control and Administrative Reform (the Ombudsman) Act 1995. The following limitations can be discussed:

Limitations in the Public Service Act 1995:
(1) Section (5), which is specified for exemption stated that the following groups are excluded and should not be subject to this law:
   (a) The personnel of regular forces (the army and the police)
   (b) The legislative assembly (the parliament).
   (c) Any other group that the President of the Republic or the Council of Ministers decides to exclude for its statutory position, its special laws or any other causes. It can obviously appear that according to the sub-section (5/c) a political decision can put this legislation entirely in the waste paper basket.

(1) The sub-section (50/m) states that: "the service of any employee, who fails in the probationary period, will be terminated. In spite of the fact that this sub-section is very scarcely applied in practice, but the door of arbitrary dismissal in its name remains widely open.

(2) The sub-section (50/n) states that: "any employee, who – without an acceptable reason – does not execute the transfer decision within three months, will be dismissed. It can be agreed upon that any employee that refuses to obey the decision of transfer – though it may be unfair – should be subject to accountability and punishment if convicted, but the termination of service in such a case is indisputably a too severe penalty. Regarding that the conspiracies of arbitrary and aggressive decisions of transfer are very common in the Sudanese public service to the extent that transfer is usually abused as a way of punishment, subjugation, threatening or getting rid of the person concerned.

(3) Section (52) states that:
   (1) "The Council of Ministers – in accordance with the recommendation of the competent authority (the minister or the wali concerned) – can terminate the service of any employee at any time in the name of service interest.

   (2) "The discharged employee may propose a request to the Council of Ministers within three months after being informed so as to review the decision of service termination.

According to sub-section (52/1) any employee can be discharged for any reason in the name of job interest. Regarding that the Council of Ministers, the ministers and the state governors (Wulah) are politicians rather than administrative officials, it can appear that this sub-section is tailor-made to get rid of political opponents.
But the worse is sub-section (52/2), instead of giving the victimized employee the right of appeal or grievance, it – very generously and kindly – granted him the chance to beg mercy. Regarding that the Council of Ministers is the highest authority in the country, the discharged employee can but appeal to the President of the Republic, but even this right has been confiscated by the law. This assures the predetermined bad blood and aggressive intentions and attitudes of the regime towards its political foes.

Limitations in the Public Service Regulation 1995:

The following limitations can be seen in the Public Service Regulation 1995:

(1) Section (172) stated that: "The service of an employee can be terminated for job interest on the day of informing him by the decision, provided that the period between the decision and information will not exceed two weeks.

(2) Section (179) stated that: "The service of an employee will be terminated if the head of the unit decided that he failed to complete the probation period successfully.

This clarifies that any employee can be disposed of in the name of public interest, job interest or failure in passing the probation period.

(3) Section (26) stated that: "The Minister of Labor and Administrative Reform – in accordance with the recommendation of the competent authority – can approve the temporary appointment of the compulsorily retired employees to work by the month for extra five years as a maximum in order to meet the urgent need or to cover the shortage or scarcity of some specializations.

Many public servants are employed by the month in the name of this section for non-objective reasons, this section in practice applies only to those by hook or crook have an access to the centers of power and influence in spite of the fact that they occupy very common posts that can never be considered as scarce. Those employees block the course of promotion and constitute an obstacle in the way of younger and more competent colleagues.

Limitations in the Public Servants' Accountability and Discipline Act 1994:

(1) Section (4), which is specified for exemption stated that the following groups are excluded and should not subject to this law:

(a) The personnel of regular forces (the army, the police and the public security)
(b) Any other group that the President of the Republic or the Council of Ministers decides to exclude for its statutory position, its special laws or any other causes.

It can obviously appear that according to the sub-section (4/b) a political decision can dispense with this legislation entirely.

Limitations in the Public Servants' Pensions Act 1993

The sub-section (18/2) stated that: "The Council of Ministers – in accordance with the recommendation of the competent authority can extend the service of the employee after the age of compulsory retirement (i.e. sixty years) to stay in the permanent pensionable service for extra five years i.e. till he is sixty five years old" Like section (26) of the (P.S.R.A) this sub-section perpetuates the undesirable monopoly and domination of so many senior public servants at the expense of their peers and subordinates.
The sub-section (18/3) stated that: "The employee whose service is terminated for public interest, job interest or redundancy is given a compensation that equals a three-month salary.

This trivial compensation, which is the cheap cost paid by the government to get rid of its opponents, is apt to encourage any regime – particularly the totalitarian ones - to fire political opponents in the name of public interest and pay this cheap price. The victimized employee on the other hand is deprived of his rights including the right of appeal.

The shameful discrepancy can appear when the exaggeration on the other side of the matter is seen, i.e. the side of loyal exponents. Section (21) stated that: "The employee who is appointed as a minister, a vice minister or in an equivalent job grade, will be retired from the day of appointment and given the following:

(a) A reward that equals a six-month salary for every year of service if his pensionable service is less than twelve years.
(b) The maximum full pension if he completed twelve years or more in service.

These privileged employees gain considerable rewards and pensions in return of their short service on the one hand and enjoy all the in-service and post-service privileges of ministers on the other hand. This can appear when they are compared with their corresponding peers who resign or retire; section (22) determined the post-service rewards or pensions of those who resign as follows:

(1) The employee who completed fifteen years in service is given a reward that equals a one and half-month salary for each year of the first seven years and a two-month salary for each of the next years according to sub-section (22/b).
(2) The employee who completed twenty years and less than twenty five in service is given a pension that equals 90% of the full pension according to sub-section (22/d).

When the sub-section (21/a) is compared with sub-section (22/b) it can clearly appear that the post-service reward paid to the privileged employee who spent seven years in service before being a minister, is quadruple (fourfold) the sum paid for his equivalents, in addition to the forthcoming privileges of ministers. Similarly, when the sub-section (21/b) is compared with sub-section (22/d) it can obviously be seen that – in addition to the potential privileges of ministers – the privileged employee's twelve years of service according to the former are better than twenty-five years or even thirty-five of his equivalents according to the latter.

Limitations in the Chamber of General Audit Act 1999

Section (9) of the above-mentioned Act decided the duties and authorities of the General Auditing Chamber as follows:

(a) Auditing the Accounts of federal units
(b) Auditing the Accounts of states' units in accordance with a Presidential order.

The serious implication of the sub-section (9/b) is that General Auditing Chamber can not detect or audit the states' units unless it is ordered by the President; this increases the powers of politicians – the President and the states' governors – at the expense of General Auditing Chamber, and hence gives rise to more fiscal corruption.
Limitations in the Federal Chamber of Justice Act 1999:

Section (11) of the Chamber of Justice Act 1999 stated that the fundamental sources of the Chamber's finance are:
   (a) The funds specified and allocated by the state
   (b) Gifts, grants and endowments
   (c) Any other resources approved by the President of the Republic.
It is very clear that the sub-section (11/b) contradicts the sub-section (44/c) of the Public service regulation that prohibits accepting gifts, gratification or grants from any person whose interests are directly related with the activity of the institution. Moreover, it contravenes the sub-section (88 / 1) of the Criminal Act 1991, and hence puts the Chamber in an embarrassing dilemma and gives rise to many suspicions of bribery.

Limitations in the Public Corrections and Grievances Board Act 1998:

Ironically, section (11) of the Public Corrections and Grievances Board Act 1998 is but a literal duplicate of the above mentioned Section (11) of the Federal Chamber of Justice Act 1999. i.e. the officials in both of the two organs are highly exposed to bribery.

(b) The arbitrary amendments of legislations:

The salvation regime undertook many politically based amendments in the Public Service Act 1995 and the Public Service Regulation 1995 to insert its own terms of (jihad) in the public service, in order to establish itself by enhancing its exponents at the expense of merit and competence, this trend, which has emerged since the beginning of the regime is known as (Al-tamkeen). Although these amendments have the legal shape but they spring from a political source, this is why they have been discussed in the political factors.

Section (37) of the Public Service Regulation 1995, which stated that: "For the purpose of employment and reemployment, the previous experiences are count and evaluated as follows:
   (a) The identical experience in the public sector in the Sudan is fully considered i.e. each year of pensionable service equals one year of experience.
   (b) The similar experience in the public sector in the Sudan is half considered i.e. each year of pensionable service equals six months of experience provided that the experience certificate is approved and authenticated by the head of the unit concerned.", has recently been repealed and replaced with section (35) of the National Service Regulation 2007, which stated that :
   (a) Each year of the identical experience in both public and private sectors equals one year of experience
   (b) Each year of the similar experience in both public and private sectors equals half a year i.e. service in the private sector is added and evaluated with the same evaluation criteria adopted in the public sector. The serious implication of this amendment can appear in section (36) of the National Service Regulation 2007, which stated that : "the previous experience before employment or reemployment are calculated for the following purposes:
(1) Determining the suitable job grade and wage.
(2) Promotion to grade eight for the university graduates.

It is needless to mention that one of the easiest things in the Sudan is to issue an experience certificate from private companies, this section opens the door widely for personal bias and jeopardizes the hierarchical order of civil service by giving undeserved job grades and privileges to many employees who pretend that they have worked in the private sector for many years and introduce their fake certificates.
Administrative factors behind corruption:

Corruption – according to some writers – is attributable to many objective factors, the most important are the gross negligence and errors of the state that include:
(1) Managerial weakness
(2) Improper selection, which is built on loyalty and allegiance criteria at the expense of merit.
(3) Lack of training.
(4) Improper placement and transfer policies.
(5) Discharging competent public service in the name of purging and public interest, and replacing them by less qualified and skilled ones.
(6) Lack of sound division of work and closer supervision and weakness of internal control. (1)

The Health Utilities Salvation Seminar – which was held under the umbrella of the so-called National Program for Public Service Reform and Revolutionization – recommended the following in the field of organizational management and training:
(1) Decentralization of budgeting by separating the budgets of federal hospitals from that of the Ministry of Health as autonomous independent financial units in all the chapters of budget.
(2) Creating the post of general secretary of hospital to be held by persons who highly specialized in administration and have a long experience in hospitals management.
(3) Providing accurate comprehensive statistics of work force in hospitals and reallocating this work force on scientific basis.
(4) Focusing on training and human resources development in the different sectors of medical and health professions. (2)

In the field of decentralizing the personnel files, the seminar recommended the following:
(1) Organizing the personnel files by adopting the scientific methods and computerization.
(2) Decentralization of personnel files and transporting the decentralized files out of the Ministry of Health in accordance with the plan of budgeting.
(3) Adopting the method of (mobile files).
(4) The accomplishment of incomplete personnel files.
(5) Using the proper methods of filing to ensure keeping the papers in files.
(6) Making complete records of service for all the personnel.
(7) Training the employees in the field of filing to assure proper and safekeeping of files.
(8) Centralizing the confidential files in the head quarters of the Ministry of Health
(9) Emphasizing close supervision and control over files and important documents and prohibiting any employee from taking his or her file (3).

(1) Dr. Osman Khairi, Mahasin Al-Mahdi, *Op cit.*, Co., p. 133
(3) Ibid, pp. 6 – 7
Nevertheless, these pretended recommendations were revealed by time and proved to be mere hollow untruthful political slogans, because in reality what is going on in the Ministry of Health in particular and in public service in general is exactly the opposite. Where the following outstanding limitations can be noticed in the field of organizational management and training:

1. In spite of the pretended decentralization, the ministry of Health is increasingly insisting to intervene and intrude in the fiscal and administrative affairs of all the hospitals. This situation is created and aggravated by the so called General Directorate of Curative Medicine.

2. The General Directorate of Curative Medicine abused the post of general secretary, which has been occupied by inexperienced, incompetent, unqualified, and unskilled persons, who come through political channels.

3. The reallocation of manpower by means of transfer – in the absence of sound and accurate statistics – is based on subjective and arbitrary standards.

4. The training opportunities are almost limited to doctors and allocated on non merit criteria.

Regarding the pretended decentralization of the personnel files the following shortcomings can be noticed:

1. No scientific methods till now are adopted.

2. The ministry of Health has redeemed its central control over the personnel files of all the graduates of university and high technical institutes. i.e. the employees in grade (9) and above.

3. Many files are completely missed or lost.

4. Many of the personnel files are incomplete, torn, and heaped under dust in a very shameful, deplorable and miserable condition.

5. Most of the employees’ records of service – if existed – are either empty or out of date.

6. The personnel files are subject to gross negligence to the extent that many employees – particularly doctors – keep their own files in their hands lest they will be lost.

At the organizational level, the following aspects are prevalent in the Federal Ministry of Health:

1. Inconvenient work environment, which includes deplorable offices, shortage in stationary, equipments and furniture, problems of transportation...etc

2. Poor and declining performance characterized with low morale, negligence, apathy, tardiness and absenteeism.

3. Mutual lack of confidence and undue conflicts.

4. Overlapping of authorities and frequent intrusion of many employees in the field of others' responsibilities duplication of work.

5. Indiscipline and disorder and disgraceful ignorance of rules and regulations particularly the hierarchical ranking of job grades. It is very common to see doctors in grade eight or even grade nine make the important decisions and deal haughtily and conceitedly with other employees in higher job grades.

6. Irrational expenditure in luxurious furniture, air conditioning, saloon cars, internet and mobile phones in addition to large fiscal rewards for the favored employees at the expense of the urgent necessities of other offices that lack the simplest requisites of work such as chairs, paper and typewriters tapes.

7. Unfair distribution of rewards.
Moreover, the supervisory bodies such as the Civil Service Department, the Chamber of Accounts, the Chamber of Justice and the Public Grievances and Corrections Board that are supposed to achieve and guard equity and justice, are themselves victimized by many injustices. The Civil Service Department has been ignorantly underestimated and diminished from an undersecretary that is responsible to the President or the Council of Ministers to be a general directorate subordinate to the Ministry of Labor instead of ruling and guiding the whole civil service units including the Ministry of Labor. The Chamber of Accounts has also been reduced to a general directorate subordinate to the Ministry of Finance. The Chamber of Justice also had its long experience of frequent resolution, abolishment and reduction, i.e. the bureaus that should provide justice and protection for the victimized public servants against aggression and arbitrary actions are themselves wretched helpless victims of arbitrary political decisions. Ambassador Siraj Al-Din Ishag stated that: "one of the most prevalent forms of corruption is embezzlement; milliards of pounds are frequently being robbed and the amounts of embezzled public money are annually increasing, yet no corrective measures are taken to punish the embezzlers and get back these sums of stolen money. Another form of corruption is the ideological and political discrimination among civil servants, which prevailed in all the governmental institutions as well as the private sector, ethnic and geographic discrimination, which recently began to grow in both public and private sector, is part and parcel of the ruling regime, the allegations of persecution and marginalization raised by many opposing movements such as the Justice and Equality Movement (JEM), confirm this argument. An important factor behind this is the phenomenon of escaping punishment in spite of the Criminal Act and the Prohibited and Suspicious Enrichment Combat Act, the prolonged stay in of senior officials in their positions is a major factor behind corruptibility "

Al-Sheikh Ahmed Al-Mek, the ex Undersecretary of the Ministry of Finance and National Economy attributed corruption in the Sudan to the prevalence of poverty, the absence of the principle of dichotomy between the three authorities i.e. the legislative, the executive and the judicial authorities, the weakness of the supervisory organs, the absence of rules in the public sector, the poor services, the humble wages and salaries of employees, the lack of transparency and freedom of expression and the absent role of the civil society institutions. According to Al-Mek, the causes behind administrative corruption are:

(1) The high rates of inflation
(2) The high rates of unemployment
(3) The lack of transparency
(4) The wasteful profligate use of the state's resources
(5) The immunities given to many officials and the prolonged complicated procedure needed to lift them
(6) The overlapping of responsibilities and authorities due to the lack of accurate scientific job description and specification
(7) The weakness of reward / punishment procedures, which indicates a defective motivation system.

(1) Kamal Mohammed Osman, Rasha Saeed, Corruption in the Sudan, Al-watan Newspaper, Tuesday, May 7th, 2008, issue (1779), p. 7
(2) Ibid, p. 7
Social factors behind corruption:

The social structure of the Sudanese society is characterized by the following features:

1. Individuals are tightly related and surrounded by obliging, coherent and strong social relations, at the level of extended family, clan, tribe, school colleagues, quarter, village and state.

2. The norms, customs and traditions are deeply rooted in the conservative society and extended through generations.

3. The concepts of extended family, relatives, neighbors, natives, clan and tribe are sentimental ones that are deeply socialized through generations in the Sudanese culture.

4. Lack of patriotism, where the narrow belonging sentiments such as tribalism and regionalism are stronger than the wider belonging to the Sudan, even in sports it can be seen that loyalty and enthusiasm to clubs is deeper and stronger than that to the National Team.

This complicated social structure has played a crucial role in spoiling the Sudanese civil service at. It aggravated favoritism and nepotism in recruitment, selection, employment, transfer, training, promotion, accountability and discipline. This is why senior officials in the important and privileged units insert their relatives by means of appointment, re-employment, secondment and transfer. These relatives include sons, daughters, uncles, aunts, brothers, cousins, brothers and sisters in law, nephews etc.

The educated individuals who occupy influential posts in public service are often heavily burdened with the psychological, social, and cultural legacy of belonging, indebtedness, gratitude, redemption of debts etc. Hence, the honest, impartial and straightforward public servants that strive against favoritism and nepotism may be considered as unhelpful and ungrateful sons.

The more serious is the re-emergence of racialism, tribalism, and ethnic relations. In spite of globalization and the vast open horizons of the third millennium, these concepts of the previous centuries are effectively revived by the Salvation regime in the name of enhancing federalism and native administration. Tribal unions and associations have been founded, registered and activated. The recent Darfur crisis is a good example of this problem.

In a dialogue with Al-Rai Al-aam Newspaper Al-shafee’ Ahmed Mohammed, the ex-secretary general of the National Congress Party (N.C.P), the ex- vice governor of greater Darfur and the ex- ambassador of the Sudanese government in Tehran, who works now as the ambassador of the Sudanese government in Amman, attributed that apostasy to tribalism even among the civilized and highly educated persons is to the lack of trust in the government, he stated that: "The status quo disorder excluded all the alternative options and pushed many people at tribalism. Many educated persons, who had never before been concerned with or cared for tribes are compelled to seek their tribes and clans. One of the main factors behind this behavior is the erosion of the citizens’ trust in the state due to its failure to understand and solve their problems, this situation pushed many people to return to the pre-state phase, i.e. the clan and the tribe so as to satisfy their security and protection needs. This behavior is apt to cause further endless problems, tragedies and conflicts. Another cause is the politicization of tribalism, which includes the
covenant (recognition), pressure, brokerage and extortion in the name of tribes, political and partisan polarization of tribes, the attempts of some officials, who are fond of mobilizing tribes to satisfy the decision makers…etc. Consequently, tribalism prevailed not only in Darfur but in most of Sudan even the civilized urban areas that deserted this backward behavior were compelled to return to it." (1)

(1) Ismail Adam, Neglecting the Legitimate Claims in Darfur only Postpones War, Al-Rai Al-aam Newspaper, Thursday, 6.12.2007, p. 9
Psychological factors behind corruption:

Performance and organizational behavior can be affected by many factors such as personality traits, education, environment, sentiments, morale and satisfaction.

Frustration and job dissatisfaction:

The prevalent sentiments of dissatisfaction, indignation and resentment have the most serious and destructive impact on the Sudanese civil service because they affect the human factor (i.e. manpower) which is absolutely the most important factor of production. All the negative feelings of public servants are apt to create and aggravate the following problems:

1. Disloyalty and lack of belonging to job, which affect both performance and organizational behavior.
2. Apathy, which is a sort of corruption and simultaneously a negative attitude towards corruption. It is argued that: "The incentives offered to public servants working in the Sudan are too inadequate to enable them to cater for their living necessities... It is inevitable and perhaps only natural to find a great majority of public servants working in the Sudan inadequately and poorly motivated towards their work, such a poor motivation has frequently resulted in the prevalence of attitudes of indifference, apathy and unwillingness on the part of public servants to increase their production." (1)

   This apathy is not limited to the individuals' own personal behavior or performance; it characterizes even their attitudes towards serious matters that take place in the organization such as indiscipline, high turnover, brain drain, redundancy, privatization ...etc.

3. Distortion of ethics, which is caused an aggravated by the employees' experience and feedback, unrewarded excellence and achievement on the one hand and unpunished deviance and corruption accumulate the already existed feelings of injustice and absence of law. Such feelings of injustice may distort many concepts of honesty, straightforwardness, collective conscience, public property and so forth. This clarifies how injustice can jeopardize the ethical codes of behavior in our conservative society.

This statement is confirmed by the Equity theory, which defines equity as: "a ratio of the individual's job inputs (such as effort and skill) and the job rewards (such as pay or promotion), compared to the rewards others are receiving for similar job inputs" (2)

Psychological disorders:

Some civil servants – particularly those who occupy higher positions – tend to be aggressive, they do not only like to practice their power and authorities to subjugate their subordinates, but to rob and practice illegitimate power over others including their peaceful peers. This self-centric paranoid behavior reflects a superiority complex and causes many inconveniences within the work environment.

(1) Amna Mohamed Osman El-Haj, op.cit, pp.74 – 75
Other employees, on the other hand, tend to be submissive and miserably obedient; those ones always cajole and glorify their supervisors and all the superior officials to arrive at their goals. This opportunist Micaville style, which reveals a minority complex, is termed and known among civil servants as "ice breaking". Hence, "ice breakers" in the Sudanese civil service constitute a serious influential factor that can illegitimately affect the decision-making process and hence the taken decisions.

**Misconception of psychology:**

The bulk majority of the Sudanese people confuse between madness and psychological disorders, they look at psychological or neurological disorders as shameful things, they usually resort to denial when they suffer any of them. Furthermore, when they are advised to meet a psychiatrist or a counselor they consider it an unforgivable insult. Civil service as a part and parcel of the Sudanese society is full of discrepancies and contradictions, some civil servants – particularly at the higher levels – tend to be proud, haughty, egoist, self-centric, sadist and aggressive and try to subjugate and some times to humiliate others, while other civil servants on the other hand – by their very nature – tend to lack dignity and self esteem, those are usually submissive, inferior, obedient and compliant. Members of the first category tend to be selfish, possessive and greedy while the second category includes weak, coward defeatist persons who are addict to beg and complain to everybody and evade confrontation. The irrefutable truth is that under the complicated status quo conditions of the contemporary life, which is characterized with conflicts and tensions there is a very thin thread that can separate between normality and abnormality; thus almost every individual is exposed to anxiety, depression, introversion, compulsory obsession, minority complex, superiority complex, paranoia, sadism and many other neurological or psychological disorders that may cause many harms to others, particularly when that divert abnormal person is placed in an influential post. It can be concluded that the coexistence of abnormal individuals within any organization implies an abnormal organization.
The Sudanese civil service system:

The Sudanese civil service, which adopts the British closed system, has the following job entries:
(a) Grade 9 entry, which is specified for university and high technical institutes’ graduates. But to attract and encourage graduates, recent establishment legislation stated that they should be appointed in grade 8 as primary schools teachers.
(b) Grade 14 for the holders of secondary school certificates
(c) Grade 15 for the holders of Vocational Training Center (V.T.C) certificates
(d) Grade 16 for skilled workers like car drivers
(e) Grade 17 for unskilled workers

The types of corruption in the Sudanese civil service:

The Sudanese civil service has been exhausted by many forms of unpleasant behavior that badly affected its structure, performance and reputation. The most outstanding examples of these forms are the following:

Bribery:
Bribery is paying money or the like to obtain a personal gain or benefit irrespective of the fact that the briber deserves that benefit or not, if the briber deserves that benefit then he pays to speed-up or to accelerate the service because he is in a hurry and can not wait, if he does not deserve it then he pays to gain an illegitimate benefit. Part (10) of the Criminal Act 1991, which includes the sections from (88) to (103), is specified for the offences relating to Public Servants and Employees
The sub-section (88 / 1) of the Criminal Act 1991 stated that: "Bribery is deemed to be committed by:

(a) Who ever gives or offers to a public servant, an official, an employee or an agent of another any gratification whatever, to render any service in which he has interest, or to disservice, which contravenes the duties of his post, or any gift, or privilege, in circumstances in which such influence on the public servant or the employee or the agent is a probable consequence;
(b) The public servant, the employee or agent, who accepts or asks for himself, or for another, gratification in the manner specified in paragraph (a)
(c) Whoever tries, or assists in giving or accepting any gratification, in the manner specified in paragraph (a) and (b)
(d) Whoever benefits, from any gratification, service or advantages, knowing that it has been obtained by any of the means specified in this section?
The sub-section (88 / 2) of the same Act stated that:
Whoever commits the offence of bribery shall be punished with the following:
(1) Imprisonment for a term not exceeding two years
(2) A fine decided by the judge
(3) Confiscation (forfeiture) of any property obtained by reason of the offence in all cases.
Disobeying law with intent to cause injury or protection:

Section (89) of the Criminal Act 1991 stated that:
"Any public servant disobeying any direction of law, as to the way in which he is to conduct himself, as a public servant, or omits to perform any of the duties of his post, as such public servant, intending thereby:

(a) To cause injury to any person or to the public or to cause any unlawful benefit to any other person; or
(b) To save any person from any legal punishment or mitigate the penalty or delay the infliction thereof; or
(c) To save any property from forfeiture or from any attachment charge to which it is prescribed by law or to delay any of these proceedings, shall be punished with imprisonment for a term not exceeding two years, with fine or with both.

Misusing power:

According to section (90) of the same Act:
“Every person who being a public servant authorized by law to commit persons for trial or to confinement, commits any of such things, knowing that he is acting contrary to law, shall be punished with imprisonment for a term not exceeding three years and may also be punished with fine."

Unlawful buying or bidding for property:
Section (92) states that:
“ Every person who being a public servant purchases by himself, or through another, property under his control, or sells the same to a relative or a partner, or participates in a tender to perform a duty relating to his offence, shall be punished with imprisonment for a term not exceeding two years, with fine or with both”

Personating a public servant:

Whoever dishonestly personates a public servant or claims or pretends that he is the same, or wears the dress of a public servant shall be punished according to section (93) with imprisonment for a term not exceeding two years, with fine or with both.

Omission to produce documents or deliver statement:

Whoever is bound by law to produce a document or any thing else or to deliver any statement or information to a public servant, intentionally omits to produce or deliver the same in the prescribed manner, shall be punished according to section (96) with imprisonment for a term not exceeding six months, with fine or with both.

Furnishing false information:

Whoever furnishes a public servant with false information, knowing that the same is false, intending thereby to mislead such public servant or to compel him to do a
certain act shall be punished according to section (97) with imprisonment for a term not exceeding one year, with fine or with both.

**Obstructing a public servant from performing his duties:**

Whoever obstructs, assaults or uses criminal force with a public servant to prevent him to perform the duties of his office or by reason of performing such duties, shall be punished according to section (99) with imprisonment for not more than six months, with fine or with both

**Threatening a public servant:**

Whoever directs to any public servant any threat of injury, thereby inducing such public servant to do any act connected with his office, to forbear there from or to adjourn the same, shall be punished according to section (103) with imprisonment for a term not exceeding one year, with fine or with both.

**Embezzlement:**

The Criminal Act 1991 in general and Part (10) – which is devoted to the offences relating to public servants and employees – in particular did not explicitly mention the term embezzlement, but it may be implicitly included in the offences of counterfeiting and forgery in Part (13) or the offences against property in Part (17)

Part (13) of the Criminal Act 1991, which includes the sections from (117) to (124) is specified for the offences of counterfeiting and forgery

**Counterfeiting or possessing seals or official marks:**

Section (120) states that: "Whoever makes, counterfeits or possesses any token or official mark or any of the seals of the State or persons, intending to use any of them in the commission of forgery, shall be punished with imprisonment for a term not exceeding five years, and may be fined.

**Forgery of documents:**

Section (122) states that: "There shall be deemed to commit the offence of forgery of documents whoever fraudulently makes, fabricates, conceals partially damages a document or makes a substantial change therein, in order to use the same in bringing legal consequences.

Section (123) states that: "Whoever commits the offence of forgery of documents, or knowing a document to be forged uses or delivers the same to another with the intent of using it, shall be punished with imprisonment for a term not exceeding five years, and may also be punished with fine"
The penalty of altering a document by a public servant:

For the crucial role of public service in implementing public policy and representing the State and its orientation, the offence of forgery is more serious when it is committed by a public servant; hence, its penalty is more severe.

Section (124) stated that:

“Whoever, being a public servant or a person charged with public service, and while writing a document knowingly registers false information or neglects to prove facts, shall be punished with imprisonment for a term not exceeding seven years, and may also be punished with fine”

Part (17) of the Criminal Act 1991, which includes the sections from (167) to (185), is specified for the offences against property.

Capital theft:

The sub-section (170/1) stated that:

“There shall be deemed to commit the offence of capital theft whoever covertly takes with the intention of appropriation any movable property belonging to another; provided that the property shall be taken out of its safe place (Hirz) and be of a value not less than the (Nisab)

The sub-sections from (170/2) to (170/6) respectively stated that:

* Covertness includes covertly violating the Hirz and the seizure of property openly or forcibly.
*

Property belonging to another includes public property, property of mortmain (Awgaf) and places of worship.

* Hirz means the place where property is kept, or the manner in which the particular property or the similar type thereof are normally kept, or that of the custom of the people of the country or the particular profession; and property shall be deemed to be in Hirz whenever it is guarded.

* The Nisab shall be a Dinar of gold weighing 4.25 grams, or its value in money, according to what the Chief Justice may determine from time to time, in consultation with the competent bodies.

*Where a group of people participates in the taking, regard as to the Nisab, shall be had to the total of property taken and not to what each of them has individually taken.

The penalty of capital theft according to section (171) is:

(1) Amputation of the right hand from the wrist joint (Hud)

(2) Where the offender is convicted for a second time, he shall be punished with imprisonment for a term not less than seven years.

Remittance of the penalty of Hud in capital theft:

According to section (172) the penalty of Hud in capital theft shall be remitted in any of the following cases:

(1) Where theft has taken place between ascendants and descendants or between spouses or relatives of the prohibited degree (Arham).
(2) Where the offence is in a case of necessity and does not take from that property more than what is sufficient to satisfy his need or the need of his dependants for the sake of food and treatment and not exceeding the Nisab.

(3) Where the offender has or believes in good faith to have a share in the stolen property, and such stolen property does not exceed that share with what amounts to the Nisab.

(4) Where the offender has a debt unsatisfied by the victim of the theft and the victim is unwilling to pay, or dilatory and the debt is due before the theft, and the amount of money stolen by the offender is equal to or more than his debt by not more than the Nisab.

(5) Where, before being brought for trial, the offender restitutes to the victim his alleged stolen property and declared his repentance, or becomes the owner of the alleged property in question, and in addition to that he is not previously accused or convicted of offences against property.

(6) Where the offender retracts his confession, before the execution of the penalty and the capital theft has been proved by confession only.

(7) Where the offender is permitted to enter the Hirz.

(8) Where amputation exposes the life of the offender to danger, or if his left hand is amputated or paralyzed.

According to section (173):

“Where the penalty of Hud is remitted in the offence of capital theft by any of the cases mentioned in section (172), the offender may be punished with imprisonment for a term not exceeding seven years, or with fine, or with both, he may also be punished with whipping, not exceeding one hundred lashes”.

Theft:

Section (174) stated that:

(1) “There shall be deemed to commit the offence of theft whoever dishonestly takes any movable property belonging to another from his possession without his consent”.

(2) “Whoever commits theft shall be punished with imprisonment for a term not exceeding seven years, and may also be punished with fine or whipping, not exceeding one hundred lashes”.

Blackmail (Extortion):

Section (176) stated that:

(1) “There shall be deemed to commit extortion, whoever intentionally puts any person in fear of any injury to that person or to any other, and thereby dishonestly induces the person put in fear to deliver to him or to another any property or document of title”

(2) “Whoever commits extortion shall be punished with imprisonment for a term not exceeding two years, or with fine or with both.”

(3) “Where the offence of extortion is committed by threat of death, grievous hurt, kidnapping or accusation of an offence punishable with death, the offender shall be punished with imprisonment for not more than seven years, and may also be fined.”
Criminal breach of trust:
According to sub-section (177 / 1): “There shall be deemed to commit criminal breach of trust, whoever being entrusted with property or with any domination over property, denies, misappropriates or converts it to his own use or the use of another, or wastes or disposes of that property with gross negligence in violation of the term of trust, and shall be punished with imprisonment for a term not exceeding seven years, and may also be punished with fine.”

Where the misappropriation of public property is more serious, more harmful and has wider noxious effects, the breach of faith or trust in public service has a severer penalty.
Sub-section (177 / 2) stated that: “Where the offender is a public servant or an employee of another person, and entrusted in such capacity with property, he shall be punished with imprisonment for a term not exceeding fourteen years together with fine, or with death”

Cheating:
Section (178) stated that:
(1) There shall be deemed to commit the offence of cheating, whoever by deceiving any person induces him dishonestly and thereby causes illegal profit to himself or another, or causes injury or wrongful loss to that person or another"
(2) “Whoever commits the offence of cheating shall be punished with imprisonment for a term not exceeding three years, or with fine, or with both”.  
(3) “Whoever for the third time commits the offence of cheating, shall be punished with imprisonment for a term not exceeding five years, and may also be punished with fine.”
The aspects of corruption in personnel procedure:

The Sudanese civil service has undergone and is still undergoing a prolonged experience of declination and deterioration, which began since the independence period. At the beginning it was almost insignificant but – due to the long conflict over power and wealth – it had been gradually aggravated by the successive governments particularly the present one, which came to power through a military coup d’état in 1989 and raised the slogan of establishment (al-tamkeen), which implies that the decisions of selection, appointment, placement, promotion, transfer…etc are built on political loyalty rather than competence and merit. Moreover, the service of many competent political opponents has been terminated in the name of public interest and purging.

The logical consequence of this ideological orientation is a horrible distortion in the structure of civil service, where the civil servants who have the high academic qualifications, the long experience and the distinct performance came to be the subordinates of new ones who lack all these properties.

Corruption in recruitment and selection:

This aspect of corruption is absolutely the most serious one as far as personnel management is concerned, simply because it decides the shape, size and structure of any institution, i.e. its influence extends to cover the quantitative as well as the qualitative level. The adopted method of recruitment and selection beside the dominant public policy and orientation decide which candidates are to be selected and employed and who are to be rejected or neglected.

The role of the Public Service Recruitment Board (P.S.R.B):

The Public Service Recruitment Board is the agency to which the recruitment and selection processes are entrusted. Excluding the vacancies of the legal consultants in the Ministry of Justice and Attorney General Chamber and judges in the Judiciary, the authority of recruitment and selection of all the higher education graduates (graduates of universities and high institutes) – and recently the secondary school graduates – is completely centralized in the hands of the Recruitment Board, i.e. any recruitment or selection process in the public service must pass through this board, otherwise it is an illegal action and will come to be void.

So the alternative policy of selecting employees to fill vacancies in the ministry or department from the internal sources, i.e. within the institution, has been abolished. Ministries and departments should just send their declaration to the board (Selection Committee) in a formal letter (request) that includes the description of vacancies (number of vacancies, job titles and grades) and the required academic qualifications to fill them, and later on send their representative on the agreed – upon date in order to follow up interviews. It is obvious that to perform effectively and efficiently this serious and crucial role entrusted to it, this board must satisfy the following conditions:
(a) Independence:
Independence is required to prevent politicization of the civil service and protect the board against governmental intervention to influence the process of selection, the situation that generates serious and unpleasant consequences. This assumes that our country – like all the underdeveloped countries – lacks political stability.

(b) Neutrality:
The importance of neutrality is to ensure that the selection decision is based on merit criteria and according to honest, fair, unbiased and open competition between candidates. This is to eliminate any ideas among the candidates that apply hopelessly because they are convinced that all their attempts to be employed are vain and useless, for the selected ones are pre-determined.

(c) Impersonality:
Impersonality is necessary to guarantee that the selection decision is based on objective, just, equitable and adequate standards and criteria, and to ensure that there is no room for impressionism, nepotism, favoritism, personal views or any other non-merit standards.

(d) Variety of specializations:
The variety of specializations guarantee that any set of candidates is interviewed or examined by a committee whose members have the relevant specialization for the concerned set of candidates.

The satisfaction of this condition achieves the following:
(a) Real examination and objective evaluation in the field of study (specialization).
(b) Scientific and convincing results of screening.
(c) Eliminating irrelevant measures that yield improper selections, such as asking a graduate of economics who is applying to the Ministry of Finance about the (funeral's prayer).

In fact, due to political instability, government intervention and politicization of civil service, all the above-mentioned conditions can not be fulfilled. Consequently, the bureaucrats, particularly at the senior levels, have two alternatives: either to be opportunists and follow submissively all the policies and orientations of the ruling regime that has the (absolute authority), or to submit their resignations (if they had not already been dismissed for the so-called PUBLIC INTEREST).

The third chapter of The Public Service Act 1995 which includes the sections from (13) to (17) is completely devoted to the Public Service Recruitment Board (P.S.R.B) as follows:
(1) The head and members of the Federal (P.S.R.B) are recommended by the Minister of Labor and Administrative Reform and appointed by the Council of Ministers.
(2) The Federal (P.S.R.B) is responsible for the following:
(a) Setting the principles of recruitment and selection for both federal and states units
(b) Selecting candidates to fill the vacancies of federal ministries, public corporations and public sector (state-owned) companies in the specified job entries (the graduates of universities and high institutes in Grade Nine and the graduates
of secondary schools in Grade Fourteen). But the Minister of Labor and Administrative Reform can exempt any unit to recruit and select its own employees.

(3) To undertake the above-mentioned duties and responsibilities, the Federal (P.S.R.B) is given the following authorities:

(a) Taking the lists of applicants for jobs from employment offices
(b) Obtaining full information about vacancies from any unit.
(c) Declaring and advertising vacancies through the possible mass media
(d) Making interviews, examinations or both.
(e) Listing the successful candidates according to their scores and allocating them to the units concerned.
(f) Verifying the commitment of all the parties concerned to its decisions

(4) The head and members of the Regional (state) (P.S.R.Bs) are recommended by the Wali of the state concerned and appointed by the Minister of Labor and Administrative Reform.

(5) The states (P.S.R.Bs) have the same authorities of the Federal (P.S.R.B) in their states provided that they commit to the rules and principles set by the Federal (P.S.R.B).

Noticing that the Wali of the state, The Minister of Labor and Administrative Reform and the Council of Ministers play political rather than official roles, it will be so clear that the process of recommendation / appointment will be based on political and ideological criteria rather than merit and competence standards. Furthermore, the Federal P.S.R.B and the states P.S.R.Bs - in turn – will tend to do their best to show loyalty and faith to their (employers), i.e., the decision-makers in order to stay in their privileged jobs as longer as possible.

The criteria adopted by the Federal Public Service Recruitment Board (F.P.S.R.B) for the selection of university graduates are weighted as follows:

Table (2.2.1) the criteria of selecting university graduates

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<thead>
<tr>
<th>Criterion</th>
<th>Marks</th>
<th>Percentage</th>
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<tr>
<td>Academic qualification</td>
<td>35</td>
<td>23.3</td>
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<tr>
<td>Seniority of graduation</td>
<td>10</td>
<td>6.7</td>
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<tr>
<td>General knowledge and information</td>
<td>20</td>
<td>13.3</td>
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<tr>
<td>Academic knowledge (in the field of specialization)</td>
<td>10</td>
<td>6.7</td>
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<td>Linguistic proficiency</td>
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<td>20</td>
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<tr>
<td>Religious and behavioral education</td>
<td>25</td>
<td>16.7</td>
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<tr>
<td>Personal traits</td>
<td>20</td>
<td>13.3</td>
</tr>
<tr>
<td>Total</td>
<td>150</td>
<td>100%</td>
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Source: Federal Public Service Recruitment Board
The criteria of selecting university graduates:

<table>
<thead>
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<th>Criteria</th>
<th>Percentage</th>
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<tr>
<td>Personal traits</td>
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<tr>
<td>Religious and behavioral education</td>
<td>16.7%</td>
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<tr>
<td>Linguistic proficiency</td>
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<tr>
<td>Academic knowledge (in the field of specialization)</td>
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</tr>
<tr>
<td>General knowledge and information</td>
<td>13.3%</td>
</tr>
<tr>
<td>Seniority of graduation</td>
<td>6.7%</td>
</tr>
<tr>
<td>Academic qualification</td>
<td>23.3%</td>
</tr>
</tbody>
</table>

Source: derived from table (2.2.1)

The marks given for academic qualification range between (35), which is assigned for Ph.D. holders, and (16), which is assigned for three-year diploma holders. The marks given for the seniority of graduation are two marks per year, e.g. the graduates of the year 2000 are given 10 marks while the score of the graduates of 2004 is only 2.

The (30) marks of languages include 10 marks for Arabic language, 10 for English language and 10 for other languages, this implies good writing, reading and speaking in addition to high ability to deal with computer.

Personal traits include the following aspects:

1. Dress and appearance
2. Sagacity and etiquette
3. Personality, eloquence and fluency
4. Intelligence, elegance, steadiness, intuition, self-confidence, and self control... etc

Regarding that all the above-mentioned criteria are very difficult to be accurately defined, and hence, to be measured, it can be concluded that the score given to any candidate would certainly depend on subjective views of the interviewers that are subject to personal bias and prejudice.

As for the secondary school graduates the marks given to candidates in the interview are allocated as follows:
Table (2.2.2) the criteria of selecting secondary school graduates

<table>
<thead>
<tr>
<th>Criterion</th>
<th>Marks</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Certificate grade</td>
<td>10</td>
<td>7.14</td>
</tr>
<tr>
<td>Seniority of graduation</td>
<td>10</td>
<td>7.14</td>
</tr>
<tr>
<td>General knowledge and information</td>
<td>10</td>
<td>7.14</td>
</tr>
<tr>
<td>Academic knowledge (in the field of specialization)</td>
<td>10</td>
<td>7.14</td>
</tr>
<tr>
<td>Vocational knowledge (about the job concerned)</td>
<td>10</td>
<td>7.14</td>
</tr>
<tr>
<td>Linguistic proficiency</td>
<td>30</td>
<td>21.4</td>
</tr>
<tr>
<td>Religious and behavioral education</td>
<td>20</td>
<td>14.3</td>
</tr>
<tr>
<td>Personal traits</td>
<td>20</td>
<td>14.3</td>
</tr>
<tr>
<td>Talents, experience and activities</td>
<td>20</td>
<td>14.3</td>
</tr>
<tr>
<td>Total</td>
<td>140</td>
<td>100 %</td>
</tr>
</tbody>
</table>

Source: Federal Public Service Recruitment Board

Figure No. (2.2.2) the criteria of selecting secondary school graduates:

Source : derived from table (2.2.2)

The Talents, experience and activities include the following:
(a) Fulfillment of or exemption from the Obligatory National (Patriotic) Service
(b) Contribution to public life and activities, which implicitly indicates belonging to cultural, social or religious associations and organizations that serve specific political goals and objectives such as students' unions, trade unions, and quarters' popular Committees.
(c) The skill and experience acquired in the field concerning the job.
Regarding all the above-mentioned remarks, it can be concluded that the room for personal bias, favoritism, prejudice and discrimination against political opponents or opposers is wide enough to perpetuate monopoly of all the employment opportunities. These cases will be substantiated later in the thesis. Having already seen that - according to sub-section (28 / 1 / a ) of the Public Service Regulation 1995 - senior leadership posts (grade Three and above) are filled by a decision from the council of ministers and their holders are nominated by the competent authority {the minister concerned or the state governor (Wali) } and recommended by the minister of Labor and Administrative Reform, and since the Council of ministers, the minister concerned, the Wali of the state concerned and the minister of Labor and Administrative Reform represent political rather than executive bodies, it can be clearly seen that the process of nomination, recommendation and employment decisions concerning these posts will be heavily politicized from A to Z, particularly under the single party totalitarian regimes like the present one. Similarly, - according to sub-section (28 / 1/ b) of the same Regulation -the higher posts (grade Five and grade Four) are filled by a decision from the Minister of Labor and Administrative Reform in federal units or by a decision from the state governor (Wali) in state (regional) units and their holders are nominated by the minister concerned, hence, the same conclusion applies to these posts. Moreover, other posts (from Grade (7) to grade (14), which are filled – according to sub-section (28 / 1 /c) - by a decision from the Undersecretary (General Manager) of the Civil Service Department (C.S.D) in federal units or from the general manager of Public Service in state (regional) units in accordance with the recommendation of the head of the unit concerned, are no exception since the head of the unit himself is appointed on the basis of political or other non-merit considerations. Furthermore, workers’ posts from Grade (17) up to Grade (15), which are filled by a decision from the head of the unit concerned in both federal and state (regional) units, can very easily be subject to subjective views, personal bias and prejudice. But the worst of all is the severe structural distortions caused by the abuse of power in employment and reemployment, which put the inappropriate, unqualified, incompetent and ineligible persons in senior leadership posts at the expense of merit and competence. This situation resulted in noxious destructive impact on performance and organizational behavior and gave rise to further structural and functional distortions. An outstanding example is the creation of senior leadership posts under the titles of administrator, manager of administrative and financial affairs, general secretary, vice general manager, assistant general manager and so forth, which are usually unduly filled by unskilled and ineligible persons - who are often fresh graduates - in order to assure the implementation of the ruling regime policies. In normal conditions a lucky university graduate who finds a job after graduation will have to spend not less than 14 years of continuous good service so as to attain promotion to Grade Four (like doctors and teachers), and this period may exceed 28 years in some cases, e.g. accountants, store keepers, clerical personnel …etc. Nevertheless, those new comers under the political umbrella of establishment (al-tamkeen) have been employed immediately in grade four after one or two years of their graduation, to be from the beginning the most influential persons in their units.
As a natural result, the (undesirable) competent public servants have to choose one of the following alternatives:
(1) To quit or resign or to retire voluntarily, which helps effectively the concealed program of replacement.

(2) To resist and undergo the experience of injustice, discrimination and defeat which leads eventually to termination of service either by being fired in the name of public interest or resorting – under frustration – to alternative (1) above.
(3) To submit, accept marginalization and deal indifferently and passively with all the corrupt practices
(4) To share in corruption in order to have his share in wealth and authority.

**Performance appraisal in the Sudanese public service:**

The Merit rating method has been adopted in the Sudanese civil service since its emergence and evolution till now. Regarding all the disadvantages of this method beside predominant non-merit criteria in the Sudanese civil service such as political bias (ideological and partisan attitudes), social bias (ethnic, tribal, regional allegiances and nepotism) and personal bias (like / dislike sentiments, favoritism and mere whims), it will be very obvious to what extent it can cause harm to both work and workers particularly when it is known that the confidential reports of performance appraisal constitute (70%) of the score in competitive classical promotions while the special cadre promotions are totally dependent on them.

Section (65) of the Public Service Regulation (P.S.R) 1995 specified the following ranges for estimating the levels of performance:
- 95% and above Excellent
- 94% - 85% Very good
- 85% - 70% Good
- 69% - 60% Satisfactory
- Below 60% Unsatisfactory

Sub-section (66 / 1) of the Public Service Regulation (P.S.R) 1995 states that a worker whose performance is reported as unsatisfactory should be informed and shown reasonable causes of that appraisal and he / she has the right to appeal (make a grievance) against this appraisal to the head of the unit within two weeks. The latter can send back the confidential report to the performance appraisal committee to review and raise it again to him for approval.

A worker who gains less than 70% (the minimum level of good) will not be promoted under the special cadre promotion systems. Moreover, a worker who is given 95% (i.e., excellent) may not be promoted under the ordinary competitive promotion system when his peers are given higher scores that may reach 99% or even 100%

Considering the limitations of the merit rating system beside the predominant non-merit factors such as subjective criteria and favoritism, it can easily be seen that even a simple personal problem can destroy the future of an unlucky competent worker, while favored poor performers can be promoted at the expense of others.
Corruption in performance appraisal:

Performance appraisal is the most crucial and decisive factor in both competitive and special cadre promotions. The confidential reports of performance appraisal constitute (70%) of the total score in competitive classical promotions, while the special cadre promotions are totally dependent on them, a follow-up certificate, which is signed by a triangular committee and approved by the head of the unit, is derived from the confidential report. Employees who are given less than 70% have no chance to be promoted. This can clarify to which extent these reports can cause harm to both work and workers.

According to the above mentioned ranges of estimating public servants’ performance in section (65) of the Public Service Regulation (P.S.R) 1995 the employee whose appraisal is unsatisfactory (less than 60%) must be informed with a written statement that justifies that unsatisfactory score, accordingly, he has the right to appeal to the head of the unit within two weeks after the date of being informed. The head of the unit, then, can refer the confidential report to the performance appraisal committee to review it. This may sound fair, but the following points should be regarded:

1. The grievance or appeal may be rejected.
2. The performance appraisal report may be written by the head of the unit himself, if he is the immediate supervisor of the employee.
3. In special cadre promotions such as the medical professions cadre (18/95) it is provided that: “To be promoted the employee’s appraisal should not be less than good, i.e. not less than 70%”

Contemplating this statement, it can be clearly seen that section (65) above does not apply to an employee who is evaluated by his immediate supervisor or superior as satisfactory (i.e. between 60% and 69%) in spite of the fact that he will not be promoted. i.e. Such public servant will be deprived of promotion on the one hand and of the right of appeal on the other.

Corruption in promotions of senior staff:

Regarding that promotion to the Higher leadership posts (grade Three and above) implies the following steps according to sub-section (78 / b) of the Public Service Regulation 1995:

1. Nomination by the competent authority {the minister concerned at the federal level or the (Wali) of the state concerned at the regional (state) level}
2. Recommendation by the Minister of Labor and Administrative Reform
3. Approval by the President of the Republic or the Council of Ministers

It will appear that – due to political intervention – promotions to the most influential posts, i.e., senior leadership ones can easily be monopolized by the proponents of the ruling regime or the party in power according to political loyalty and ideological orientation irrespective of qualifications or merit.

On the other hand, the undesirable ones can be destroyed by deprival of a deserved promotion by giving them fewer marks in the annual confidential performance appraisal reports.

It is needless to say that promotion policy can be a very serious device to enhance the command of the ruling regime over civil service and to weaken the
influence of the undesirable ones or get rid of them by increasing their job dissatisfaction.

Corruption in transfer:

Section (84) of the Public Service Regulation 1995, which gives the heads of units the right to transfer any employee to occupy any post within the framework of the same unit whenever it is necessary to achieve public or work interests, is often misused by the authorized persons to subjugate employees or get rid of them. Thus the transfer process becomes a device of punishment, revenge or oppression against employees rather than a means of assuring effective allocation of manpower and providing training and development opportunities. Arbitrary or rancorous transfer is a very well known and prevalent practice in the Sudanese civil service since its evolution.

On the other hand, section (85) provides that:
(1) The employee can be terminally transferred from one unit to another.
(2) The transfer can be associated with a promotion to achieve public interest, the promotion should be recommended by the competent authority (the minister concerned or the (Wali) of the state) and approved by the minister of Labor and Administrative Reform.

This section can easily be abused to give undeserved promotions to certain persons, particularly when it is noticed that all of the Wali, the minister concerned and the minister of Labor and Administrative Reform are politicians who are allegiance to the ruling regime.

Corruption in disciplinary actions:

The first legislation in this field was the Employees’ Discipline Act 1927, which was made by the colonial government in order to subjugate and humiliate junior employees particularly the opponents of their rule.

Section (6) of the Officials’ Discipline Act 1965, stated that: "An employee who refuses or neglects to obey any government order or regulation applicable to him or any lawful order of his superior officer or who refuses, neglects or fails to perform his duty, or who by any act or omission exhibits conduct incompatible with the proper performance of his duties, or unfitting his official position, or who is convicted on a criminal charge, or who is declared bankrupt by a competent tribunal shall be liable to be dealt with under this Act without prejudice to any civil or criminal proceedings to which he may have rendered himself liable."

According to sections (7) and (8), the employee may be subject to the following penalties:
(a) reprimand
(b) Fine not exceeding the amount of 15 days pay.
(c) Stoppage of pay for a period not exceeding thirty days, which period shall not be counted for service towards pension.
(d) Suspension from duty with loss of pay for a period not exceeding ninety days, which period shall not be counted for service towards pension.
(e) Reduction of pay or of grading or of both.
(f) Retardation of promotion or increase of pay.
(g) Dismissal.
(h) Partial or total forfeiture of pension or gratuity or substitution of a gratuity for a pension in cases where a pensionable official has served for a period or attained the age entitling him to retire on pension or gratuity. This sentence may only be passed in conjunction with a sentence of dismissal for misconduct, insubordination or neglect of duty.

Ironically, the very severe destructive penalty in sub-section (7 / h), which extends to include even the post-service benefits, was not attached with crimes against money or offences against honor or honesty, instead it was based on dismissal for misconduct, insubordination or neglect of duty, this reveals the aggressive tendency to subjugate and humiliate employees that may try to oppose the policies or practices of senior officials. This trend that may forgive theft and dishonesty but not (misconduct) towards senior officials, is still prevalent in the Sudanese civil service where the pride of superior officials is more important than public property.

The Employees’ Accountability Act 1976, which was made by the May regime, was but a bad translation of the colonial one. It was made for the same purpose, i.e., to oppress all the potential opponents of the regime. (1)

According to section (26) of the Public Servants’ Accountability and Discipline Act (P.S.A.D.A) 1994, the employee will be subject to accountability if he commits one or more of the following misdemeanors:

(a) Negligence or disobedience to any law, regulation, orders or instructions of his immediate supervisor or superior.
(b) Negligence, opposition, contravention, abstention or mismanagement of his job duties and obligations.
(c) Misconduct or behaving in a way that does not consist with his job duties or official status.
(d) Conviction of an offense that is punishable by criminal law.

It can be noticed that, excluding sub-section (26 / d), all the mentioned above offences are so lax and flabby, that they can easily be fabricated especially by aggressive superiors.

Similarly, the duties of employees in section (43) of the (P.S.R) 1995 – in spite of ampleness – are almost meaningless in the absence of a scientific job description that accurately defines the duties and responsibilities of each job. Accordingly, section (27) of the same Act decided the following penalties:

(a) Blame
(b) Fine or deduction of pay, which should not exceed one-month salary
(c) Deprival of the annual increment for not more than two years.
(d) Delay or postponement of promotion for not more than one year.
(e) Demotion for not more than one job grade.
(f) Dismissal, which should be a must if the employee or worker is convicted in a criminal court of an offense concerning honesty.

It can be noticed that, unlike the Criminal Act 1991, in the (P.S. A.D. A) 1994 the penalties are not specifically and accurately correlated with offences, where in the former each offence is specifically tied with a specific penalty. Consequently, offences can be overestimated or underestimated, and hence, punishment can be influenced by either bias (sympathy) or prejudice (antipathy). Furthermore, scrutinizing the actions prohibited to civil servants in section (44) of the (P.S.R) 1995, the following limitations can be seen:

(a) All the seven prohibited actions are not included in section (26) of the (P.S.A.D.A) 1994 i.e. they are not explicitly considered as offences, hence, they are not punishable by the (P.S.A.D.A) 1994.

(b) Sub-section (44 / c) indisputably indicates (bribery), which is condemnnable by the Criminal Act 1991, yet it is not mentioned in the (P.S.A.D.A) 1994

(c) Sub-sections (44 / a) and (44 / b) in particular are flabby terms that are not specifically and clearly defined, hence, power-abusers can not be questioned easily, in spite of the fact that the penalty of misusing power according to section (90) of the Criminal Act 1991 is imprisonment for not more than three years beside fine.

(d) Sub-sections (44 / f ) and (44 / g ) are very frequently violated, particularly the latter, which is practically nullified. The more serious is that the offenders of these prohibited actions are not subject to accountability under the (P.S.A.D.A) 1994. These legislative limitations encourage corrupt public servants, particularly at the top level to commit frequent and serious violations. The most outstanding ones are:

(1) Misusing powers and influence in recruitment and selection (favoritism)
(2) Misusing power to gain illegitimate gains from the public resources (embezzlement)
(3) Misusing power to gain benefits from customers (bribery)
(4) Misusing power to oppress undesirable subordinates to tame or get rid of them (extortion and discrimination).
The Supervisory Bureaus in the Sudanese civil service:

The supervisory bodies that are supposed to achieve and guard equity and justice, are themselves victimized by many injustices. The Civil Service Department, for instance, has been ignorantly underestimated and diminished from an undersecretary that is responsible to the President or the Council of Ministers to be a general directorate subordinate to the Ministry of Labor instead of ruling and guiding the whole civil service units including the Ministry of Labor. Moreover, the location of its general manager has recently been reduced again to be the subordinate of the Undersecretary of the Ministry of Labour, Public Service and Human Resources Development instead of the Minister of labour. The Chamber of Accounts has also been reduced to a general directorate subordinate to the Ministry of Finance. Statutory and senior officials who do not respond to its frequent requests of property declarations are constantly neglecting the General Directorate for Prohibited and Suspicious Enrichment Combat. The Auditor General's teams of audit have been rejected and driven out by the competent authorities in the Judiciary and the Ministry of Interior. The Chamber of Justice also had its long experience of frequent resolution, abolishment and reduction. i.e. the bureaus that should provide justice and protection for the victimized public servants against aggression and arbitrary actions are themselves wretched helpless victims of arbitrary political decisions.

The supervisory bureaus in the Sudanese civil service are:
(1) Civil Service Department (CSD)
(2) General Directorate for National Accounts (Chamber of Accounts)
(3) General Directorate for Internal Audit
(4) General Directorate for Prohibited and Suspicious Enrichment Combat.
(5) Auditor General's Chamber (National Audit Chamber
(6) Federal Chamber of Justice
(7) Public Corrections and Grievances Board

(1) Civil Service Department (CSD):
"Since 1920, the Establishment Office as the central personnel agency has been established as a part of the Financial Secretary's Department. After independence, its location was transferred to the Ministry of Finance." (1)
This office controls appointments, other personnel matters, keeps central personnel records off all classified officials, recommends the basic policies and legislation to govern the management of personnel in the public service, and controls the expenditure of Chapter 1 in the budget of the central government. "The overall objective of the (CSD) is to man the machinery of government in such a way as to make it more effective and productive." (2)

(3) Ibid, p. 11
This important supervisory organ, which is now called the Civil Service Department (CSD), has undergone a series of arbitrary political decisions that affected its name, status and location in the organizational structure of the state, the history of the (CSD) passed through the following phases:

(1) During the colonial period (the Condominium rule), it was located under the Financial Secretary's Department.

(2) Since independence, it was a "chamber" headed by an "undersecretary", who is responsible to the Minister of Finance and National Economy.

(3) During the period (1971 – 1981), it was located within the Ministry of Public Service and Administrative Reform.

(4) During the period (1982 – 1988), it was relocated within the Ministry of Finance and National Economy.

(5) During the period (1988 – 1989), it was relocated within the Ministry of Public Service and Administrative Reform.

(6) In 1990, it came back to be located under the Minister of Finance and National Economy.

(7) In 1991, it was located under the Council of Ministers.

(8) In 1992, it returned to the Ministry of Labour and Administrative Reform, which was renamed as the Ministry of Manpower.

(9) After the Constant Peace Agreement (CPA) in July 2005, the ministries were restructured, the (CSD) remained under the umbrella of the same ministry, which has been named the Ministry of Labour, Public Service and Human Resources Development, due to underestimation the Chamber has been subject to a painful demotion; instead of an autonomous chamber it has been reduced to a "general administration" headed by a "general manager" instead of an undersecretary, this general manager and the Undersecretary of the Ministry of Labour, Manpower and Human Resources Development, used to be equal peers responsible and accountable to the Minister of Labour, Manpower and Human Resources Development, but in 2006, the former came to be the latter's subordinate.

In the name of the assumed dichotomy of the financial functions on the one hand and the administrative technical functions, the (CSD) has been illogically and arbitrarily split into two divisions in 1991:

(a) The administration of Chapter 1 in the budget, which is located within the Ministry of Finance and National Economy in spite of the fact that all its employees belong to the (CSD) that can transfer any of them to another unit as a personnel official.

(b) The Headquarters of the (CSD), which is located within the Ministry of Labour, Public Service and Human Resources Development.

Section (4) of the Public Service Regulation 1995, which states that when the term "undersecretary" is mentioned it means the undersecretary of the Personnel Chamber (Civil Service Department), has recently been replaced and substituted.
with section (4) of the National Civil Service Regulation 2007, which defines the term "undersecretary" as the undersecretary responsible for the National Civil Service, i.e. the undersecretary of the Ministry of Labour, Public Service and Human Resources Development. This amendment deprived the Undersecretary — now the General Manager — of the (CSD) of all his powers and authorities as a head of unit, this disgraceful demotion reached the extent that the General Manager of the (CSD) can not appoint a grade seventeen worker without referring to the Undersecretary of Labour and Public Service to get the final approval, furthermore the (CSD) itself has been reduced to a marginal subunit of the Ministry of Labour.

(2) General Directorate for National Accounts (Chamber of Accounts):

According to the Financial and Accounting Procedure Act, public money is centralized in the hands of the minister of Finance and the financial managers in the ministries and departments who act within the framework of the approved budget of their units.

According to the recent formal reports it is noticed that the rate of economic crimes is rapidly and continuously increasing, and, the worse, the rates of redemption or restitution of embezzled public money are very poor.

Furthermore, the rates of crimes against public property are expected to keep rising at both the federal and levels, unless a radical reform is undertaken in civil service, accounting procedures, and supervisory devices.

Fiscal and administrative corruption is practiced by:
* The influential executive officials at the political level.
* The employees of the administrative, judicial, security, and economic units and corporations that work in industry, agriculture, mining, commerce and banking.

These two forms are very common in the Third World countries to the extent that the wasted money is estimated to be about 50 % of the national income in these countries.

(3) General Directorate for Internal Audit:

Internal auditing is one of the effective methods of internal control; it is a collection of independent activities adopted by the top management in order to:
(1) Assure the validity of the accounting system, and the proper application of internal control and balance sheets.
(2) Check transactions and entries continuously.
(3) Assure the accuracy of financial and accounting data and information.
(4) Assure the efficiency of provisions that are made to safeguard the assets and property of the institution.
(5) Assure the application of administrative and financial legislations, policies, leaflets and procedure.
(6) Suggest improvements and reforms that can achieve the maximum efficiency in financial and managerial performance.

The objectives of financial control:
(a) Achieving the best utilization of public property
(b) Assuring legitimacy, effectiveness and efficiency
(c) Setting the measures and standards of accountability
(d) Finding out deviations and taking corrective actions
(e) Preventing the occurrence of these deviations in the future.

The internal auditor reports all his comments, critiques and suggestions to the head of the unit, with a copy to each of:
(1) The general manager of National Accounts
(2) The general manager of Internal Auditing
(3) The State minister of Finance
(4) The Undersecretary of the Ministry of Finance
(5) The Financial Control Committee

(4) General Directorate for Prohibited & Suspicious Enrichment Combat:

This Directorate is established as a department of the Ministry of Justice & the Attorney General Chamber as a response to the continuously increasing number of crimes against public property.
The increase in these crimes is due to the following:
(a) The large amounts of money invested in infrastructures and projects such as dams, high roads, bridges …etc, which tempts cupid covetous individuals and provokes their illegitimate ambitions to get rich.
(b) The limitations in the process of circulating these amounts of money can encourage embezzlers.
Prohibited enrichment – according to section (6) of Prohibited and Suspicious Enrichment Combat Act 1989 – includes the following sources:
(1) Illegal excessive enrichment from public property.
(2) Illegitimate profits that does not conform to Islamic Shareeah such as illusory contracts and interest of loans (Riba).
(3) Misappropriation of others' property or gaining benefits at their expense by means of invalid contracts, robbery, theft, extortion, deceiving, embezzlement, bribery, smuggling, forgery, cheating in manufacturing or selling goods and services or committing any actions that does not conform to laws and common sense.
(4) Misuse of authority or influence of public position.
(5) Gifts that are unacceptable by custom or common sense, or loans from whoever has any interest in the concerned unit (Riba transactions).
(6) Usurious or illusive transactions.

Suspicious enrichment – according to section (7) of the same Act – is defined as all the gains that cannot be justified by legitimate reasons.

Property declaration:

Property declaration is defined in section (3) of the same Act as a written statement wherein the person concerned admits and manifests in details all the cash and other forms of property he owns including periodic and emergent income and clarifies its reasons and justified sources.

Property Declaration Scrutiny Board:

In accordance with section (10) this committee is set to investigate and check the property declarations, this committee consists of the Attorney General as a chairperson and other four members appointed by National Salvation Revolution
Command Council (N.S.R.C.C). To check the property declaration of the Attorney General himself the Committee is chaired by the head of Judiciary.

The committee checks the validity of declarations and explains in its report to the General Directorate whether or not the official concerned has illegally enriched during the period of holding his post.

According to sub-section (9 / 1), the following persons must introduce their property declarations to the General Directorate for Prohibited and Suspicious enrichment Combat (G.D.P.S.E.C):

(a) Head and members of the (R.C.C). i.e. the President, Vice presidents and Assistants, Prime minister, ministers, state ministers, states' governors (Wulah), vice governors, Provinces' Commissioners, and any person added by the (R.C.C).

(b) Chief judge (Head of the Judiciary), Attorney General, Auditor General, Head and members of the public Service Authority, judges, legal consultants of the Attorney General and Auditors of the General Auditing Chamber.

(c) All the holders of senior leadership posts (grade three and above).

(d) Officers of the Regular Forces (Armed Forces, Police and Security) in the ranks decided by the (R.C.C).

(e) Holders of any public posts that are added – for the purpose of these declarations – by the competent authority (wali or minister concerned) and the Attorney General.

The declaration – according to sub-section (9/ 2) – is not limited in the admitter, it extends to include his / her spouse and children.

Declarations – according to sub-section (9/ 3) – are introduced as follows:

1. Transitional declaration (admittance) that is introduced within one month after appointment.

2. Annual declaration that is introduced within one month after the elapse of its precedent

3. Final that is introduced by the end of three month after leaving the post.

Section (11) states that: "Whoever refuses to introduce a property declaration or gives an information knowing that it is false or incomplete will be punished with imprisonment for not more than six months or fine or both of them."

According to section (5) the General Directorate for Prohibited and Suspicious Enrichment Combat has the following authorities:

1. receiving property declarations

2. receiving complains and information about prohibited or suspicious enrichment introduced either by the Attorney General, the Judiciary, the Police or directly by any person

3. inquiring about any case received in (2) above and, hence, taking the appropriate procedure

4. inquiring whoever is accused of being involved in prohibited or suspicious enrichment

5. referring the property declarations submitted by the persons mentioned in sub-section (9/ 1) to the committee mentioned in section (10) in order to check them.

6. Practicing the authorities delegated by the Attorney General in accordance with the Criminal Procedure Act 1983 and the Attorney General Act 1983
(5) Auditor General's Chamber (National Audit Chamber):

A constitutional institution that is responsible to the president of the republic for the general supervision and control of the fiscal resources of the country. This chamber is responsible for:
(a) Auditing the accounts of all the federal units including the National Assembly, the judiciary, the executive authority, public corporations and companies according to sub-section (129 / 2) of the constitution.
(b) Auditing the accounts of the states after the delegation of the president of the republic according to sub-section (129 / 3) of the constitution.

This sub-section is – probably – formulated to assure the autonomy of states and to avoid any potential problems between federal and state authorities, but it constitutes a serious limitation, where the chamber – in spite of the fact that it is a national bureau – has no right to audit the accounts of any state without a presidential decision. This sub-section can open the door widely for crimes against public property in the states (highly intensive corruption).

(6) Federal Chamber of Justice:

The Chamber of Justice is one of the important supervisory and justice systems; it held the following names through different stages:
(1) Civil Service Committee
(2) Civil Servants’ Appeal Committee
(3) The Transitional Civil Servants’ Appeal Committee
(4) Public Servants’ Grievance Bureau
(5) Federal Chamber of Justice.

The function of this bureau according to the sub-section (127 / 1) of the Constitution is to look and decide in the grievances of public servants. The sub-section (127 / 2) states that the decisions of this bureau are final ones. The main objective of this bureau is to assure the right of public servants to appeal against any decision taken against them. But the wider sense is to ensure tranquility and stability among public servants, by achieving equity and equality. Thus, the duties of this bureau according to section (5) of the Public Servants’ Grievances Act 1994 are:
(1) To look and decide in the grievances of public servants, in addition to the appeals of public servants or the competent authority against the decisions of (H.A.Cs) and (D.A.Cs).
(2) To provide advice to the president of the republic and the public units in relevant matters upon request.
(3) To reveal and shed the light on the limitations of laws and regulations, so as to be treated with the competent authorities.
(4) To reveal the violations and errors in the application of laws, and draw the attention of the units concerned in order to take corrective actions and prevent their repetition in the future.

According to section (6), this bureau is authorized to reject the grievance, to approve the disciplinary decision, to abolish or to adjust the decision. But this important Chamber, which had undergone a long experience of arbitrary political decisions, was and is still badly affected with political changes and politicization of the Sudanese civil service since the post-independence period till the so called Salvation Regime.

During the colonial period, the Mills' Commission 1951 reported that the Public Service Commission must be set to ensure the ethics, discipline, competence and efficiency of public service. The Public Service Commission was set on 8.2.1954 under the supervision of the General Governor and included in the 1953 constitution. During the Abbood regime 17.11.1958, the P.S.C. was put under the so-called Revolution Command Council with reduced authorities and duties. During the third democracy the importance of the P.S.C was emphasized in both of the 1964 and the 1968 constitutions. The P.S.C. was resolved by the May regime in 1969 and replaced by a ministerial committee, which played no role. The Public Servants' Appeal Board was set in 1971 under the supervision of the Minister of Public Service and Administrative Reform. The Ministry of Public Service and Administrative Reform was abolished on 30.11.1981 and the Appeal board was consequently resolved.

On 5.12.1981, the Public Service Authority was set and the Appeals Board was formed on 30.1.1982 with the leadership of the head of the Public Service Authority and a number of members nominated by the President of the Republic. The Public Service Authority was resolved by the Salvation regime on 18.8.1990. The Transitional Appeal Board was set and activated on 2.11.1992 in accordance with the decision of the Council of Ministers on 8.2.1992. The Transitional Appeal Board was resolved on 31.12.1995 and replaced by the Chamber of Public Servants' Grievances according to the Chamber of Grievances' Act 1994. On 28.4.1999 the National Embassy passed the Federal Chamber of Justice Act 1999 and the Chamber of Justice Regulation 2000, hence the Chamber of Public Servants' Grievances was replaced with the Federal Chamber of Justice.

(7) Public Corrections and Grievances Board:

The Public Corrections and Grievances Board is one of the important supervisory and justice systems; this board held the following names through different stages:

(a) Department of Administrative Reform
(b) Public Grievances Authority
(c) Public Supervision and Administrative Reform Bureau (Ombudsman)
(d) Public Corrections and Grievances Board

This board is set up in Khartoum in accordance with section (4) of the Public Corrections and Grievances Board Act 1998 as an autonomous authority; it is
The Board consists of a head and two members that should be competent and straightforward.

The three officials are nominated by the President of the Republic and approved by the National Assembly.

The terms and conditions of service for the three officials are decided by the President of the Republic.

The three officials are appointed for renewable five years.

The service of the three officials—according to section (6)—can be terminated for each of the following reasons:

1. Losing eligibility
2. The acceptance of resignation by the President of the Republic
3. Deposition by the President of the Republic for medical unfitness or conviction in a criminal court of an offense concerning honor and honesty
4. Death

This board is divided into two sections:

(1) Public Corrections:

The Public Corrections section, which is supposed to have a preventive role by revealing the aspects of limitation or divergences in the application of rules and regulations of public service, is defined according to section (3) of the Public Grievances and Corrections Board Act 1998 as:

"The assurance of efficiency, competence, good management, honesty, integrity and probity in the organs, systems and final executive and administrative performance of the state."

According to sections (7) and (8) of the same Act the Board is authorized to inspect the organs of the state to assure that all the legislations are perfectly and impartially applied and to prevent and eliminate all the aspects of corruption, misapplication or misuse of power. The Board undertakes the following forms of inspection:

1. Programmed inspection, where in the units concerned are performed with the date and time of inspection.
2. Sudden inspection, where in the units are overtaken by the committees of the Board.
3. Inspection on the demand of the unit concerned, which can be as a response for the request of the head of the unit concerned or any complainant employee.
4. Inspection as a preamble for the visits of the Vice president, which can be considered as a sort of badly edited plays that reveal political hypocrisy.
5. Inspection in accordance of presidential orders.

(2) Grievances:

Grievance—According to section (3)—is defined as any complaint that includes an obvious injustice that is submitted to the Board against any of the state organs after having exhausted all the possible ways of administrative and judicial appeal.
According to section (7) the Public Corrections and Grievances Board is authorized to review and decide in the following matters:

(1) Public grievances that are related to the organs of the state
(2) The apparent harms resultant of the abuse of authority or corruption in the governmental organs, provided that all the possible legal steps of appeal to the competent authorities are exhausted
(3) The harms resultant of the decisions and actions of ministers, states' governors and senior officials
(4) Limitations in any legislation that can cause harms or injustice if applied, the Board should report the competent authorities to make the necessary amendments
(5) Any objective grievance against the organs of the state
(6) Assuring the efficiency, effectiveness and probity of state organs in the implementation of public policies.
(7) Inspection of the state organs to make a scientific assessment of performance, achievements and shortcomings.
(8) Assuring the optimal utilization of human and material resources
(9) Assuring the effective and fair application of rules and regulations that govern administrative performance and interrelations
(10) Making investigations about the aspects of deficiencies and weaknesses revealed by supervisory activities
(11) Any task entrusted to it by the President of the Republic or the National Assembly

To undertake the duties mentioned in section (7) above, the following powers are given to the Board according to section (8):

(1) Asking any of the state organs concerned to introduce any document relevant to the grievance under investigation
(2) Summoning any body for inquiry, whenever that is considered necessary by the Board
(3) Issuing directives to the units concerned to take corrective and reformatory actions to remedy the revealed aspects of deficiency
(4) Issuing directives to the state organs concerned to undertake and adopt preventive measures
(5) Making the internal regulations necessary to govern its performance
(6) Making the proposal of its annual budget and submitting it to the President of the Republic
(7) Raising the proposal of its personnel service conditions to President of the Republic
(8) Making and introducing its organizational chart and job structure to the President of the Republic for approval
(9) Raising its reports and recommendations to the President of the Republic or the National Assembly

Section (10) states that the decisions of the Board are final and binding ones that must be implemented.
Chapter Three
The impact of corruption of civil service

Introduction:
The dizzy Sudanese civil service is captured in a vicious cycle of corruption, where the complications of corruption breed further corruption. This can be seen at both the individual and institutional levels. For example, tardiness, absenteeism, apathy, evasion, bribery ... etc are caused by dissatisfaction, which – in turn – is caused by the chronic and aggravating problems bred by the continuously increasing political corruption that affects the integrity and impartiality of public service on the one hand and negatively reflects on public policy and priorities of the government on the other hand, hence the economic policies in general and the compensation policies in particular void by political corruption. i.e. unsatisfactory performance and unpleasant forms of organizational behavior are outcomes of job dissatisfaction and corruption at the highest levels of public service. But these outcomes themselves – simultaneously – manifest forms of corruption in the Sudanese civil service and generate further kinds of corruption at the institutional level and reflect negatively on the overall effectiveness and efficiency of ministries and departments. Furthermore, the continuously aggravating corruption at the political and the administrative levels generates and consecrates for further corruption. i.e. those who came to higher leadership and influential posts by means of corruption tend to enhance and strongly support corruptive practices on the one hand, and – effectively – hamper and resist all the reformatory attempts and do their best to abort them on the other hand. This creates an unbreakable vicious cycle of corruption.

It should be emphasized that poor pay, which is a serious impact of corruption in compensation policies is simultaneously an important factor behind many aspects of corruption such as embezzlement, bribery, absenteeism, ... etc. It is argued that: "People, deprived of opportunities to satisfy at work the needs which are now important to them, behave exactly as we might predict – with indolence, passivity, resistance to change, lack of responsibility, willingness to follow the demagogue, unreasonable demands for economic benefits, it would be seen that we are caught in a web of our own weaving" (1)

Poor pay - in addition to financial problems - breeds noxious psychological, behavioral and attitudinal consequences that negatively reflect on individuals, public service and the whole economy of the country. The following are the most serious and outstanding:

The impact of corruption at the individual level:
The prevalence of corruption has severely affected and demoralized public servants in different units and job grades. The natural outcome of dissatisfaction, resentment and poor morale is poor performance and unpleasant forms of organizational behavior, such as slackness, apathy, tardiness, and absenteeism. In some cases, when the situation is intolerable, the employee may be compelled to quit his job, resign or retire voluntarily and seek to earn his living elsewhere.

Poor compensation creates and aggravates the following problems:

(1) Poor morale:
The successive insignificant adjustments of pay structures, allowances and increments and the increasingly aggravated economic problems undergone by civil servants led them to believe that civil service is a hopeless case and that any talking about reform is but a meaningless hypocritical one and all their efforts in service are in vain. This situation undermined their morale and generated the prevalent aspects of dissatisfaction, resentment and deep frustrations, which – in turn – have their noxious reflections on performance and organizational behavior. Low morale and job dissatisfaction are major factors behind apathy, tardiness, slackness, absenteeism, poor performance and undesirable forms of behavior.

(2) Tardiness and evasion:
Employees’ attendance depends on two variables: (a) Ability to attend, which is determined by health, place of residence, family conditions and transportation. (b) Motivation to attend, which is determined by attendance incentives and satisfaction. According to Heneman and others “pay is not assumed to influence ability, thus, it is influential to the extent that it influences motivation to attend.” (1)
This statement shows explicitly that pay can motivate attendance, which implies that the absence or inadequacy of pay and fiscal incentives can reduce the motivation to attend and, consequently, lead to tardiness and absenteeism.

Tardiness is the absence of less than a day. This implies arriving at offices later than the formal time of arrival, leaving before the formal time of leaving or both of the cases. Absence from work is one of the most serious problems confronting the Sudanese public service. Tardiness, slackness, evasion and indiscipline are the most prominent, permanent and serious problems that cause a chronic head ache for the Sudanese civil service and its clients.
These problems are directly or indirectly attributable to poor remuneration. Many public servants – led by low morale, frustrations and dissatisfaction – tend to evade their jobs and escape the responsibilities and duties entrusted to them, the most salient aspect of evasion is malingery and the abuse of sick leaves.

(3) Absenteeism
Absenteeism according to J.D. Hackett is a temporary cessation of work for not less than a whole working day on the initiative of the worker when his presence is expected (2). Tardiness and absenteeism form a major problem; they are indicators of low efficiency and reflect an attitude of dissatisfaction, unrest, lack of interest and grievance. They provide an index of employees’ morale. Many civil servants – led by disappointment and dissatisfaction – tend to evade their jobs escape the duties entrusted to them, the most salient aspect of evasion is malingery and the abuse of sick leaves. In addition to dissatisfaction absenteeism can be attributed to the attempts of employees to pursue additional income or to avoid the transportation problems.

(2) R.S. Dwivedi, Op. cit, p. 261
(4) Grievance:

According to M.J. Jucius grievance is defined as: "Any discontent or dissatisfaction, whether expressed or not and whether valid or not, arising out of any thing connected with the institution that an employee thinks, believes, or even feels is unjust, unfair or inequitable" (1). The serious implication of this definition is that even the mere feelings of public servants about injustice are apt to give rise for job dissatisfaction, the deeper and the more significant these feelings the worse is their effect on morale and, hence, on performance and organizational behavior. Grievance is likely – at least – to result in apathy, slackness, tardiness, absenteeism and disciplinary problems that affect the effectiveness and efficiency of public service. Dissatisfied employees tend to be indifferent and unwilling to do their jobs. These results – in turn – gradually accumulate and aggravate serious problems that may eventually lead to voluntary or involuntary turnover. Having exhausted all the available series of appeal or grievance – i.e. the head of the unit and the competent authority – some desperate public servants may resort to the Chamber of Justice so as to find the missing justice.

The most outstanding and frequent complaints and grievances can be categorized as follows:

(1) Overlapping in competitive promotions
(2) Disciplinary actions and decisions that carry the penalty of dismissal in most of the cases of appeals or grievances.
(3) Redundancy
(4) Discharge in the name of public or job interest
(5) Accrued unpaid fiscal owings that often result from the considerable delays of promotions or the unpaid post-service benefits of those who are discharged for public or job interest, redundancy, cancellation of posts, privatization … etc

(1) Ibid, pp.269 - 270
The distribution of grievances according to their categories can be shown in table (3.1) below:

**Table (3.1) the distribution of grievances according to their classification:**

<table>
<thead>
<tr>
<th>Case</th>
<th>Promotion</th>
<th>Disciplinary actions</th>
<th>Redundancy</th>
<th>Unfair discharge</th>
<th>Accrued unpaid fiscal owings</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Years</td>
<td>Years</td>
<td>Years</td>
<td>Years</td>
<td>Years</td>
<td>Years</td>
<td>Years</td>
</tr>
<tr>
<td>1996</td>
<td>180</td>
<td>164</td>
<td>-</td>
<td>-</td>
<td>121</td>
<td>465</td>
</tr>
<tr>
<td>1997</td>
<td>173</td>
<td>93</td>
<td>-</td>
<td>-</td>
<td>127</td>
<td>393</td>
</tr>
<tr>
<td>1998</td>
<td>50</td>
<td>63</td>
<td>-</td>
<td>-</td>
<td>84</td>
<td>197</td>
</tr>
<tr>
<td>1999</td>
<td>223</td>
<td>131</td>
<td>1142</td>
<td>110</td>
<td>241</td>
<td>1847</td>
</tr>
<tr>
<td>2000</td>
<td>99</td>
<td>57</td>
<td>-</td>
<td>-</td>
<td>76</td>
<td>232</td>
</tr>
<tr>
<td>2001</td>
<td>48</td>
<td>28</td>
<td>-</td>
<td>-</td>
<td>109</td>
<td>185</td>
</tr>
<tr>
<td>2002</td>
<td>59</td>
<td>73</td>
<td>28</td>
<td>-</td>
<td>253</td>
<td>413</td>
</tr>
<tr>
<td>2003</td>
<td>176</td>
<td>19</td>
<td>-</td>
<td>-</td>
<td>33</td>
<td>228</td>
</tr>
<tr>
<td>2004</td>
<td>339</td>
<td>31</td>
<td>-</td>
<td>-</td>
<td>206</td>
<td>576</td>
</tr>
<tr>
<td>TOTAL</td>
<td>1347</td>
<td>659</td>
<td>1170</td>
<td>110</td>
<td>1250</td>
<td>4536</td>
</tr>
<tr>
<td>%</td>
<td>29.7%</td>
<td>14.5%</td>
<td>25.8%</td>
<td>2.4%</td>
<td>27.6%</td>
<td>100%</td>
</tr>
</tbody>
</table>

Source: the Federal Chamber of Justice

From table (3.1) the following facts can be seen:

(1) Unfair termination of service including redundancy and arbitrary discharge in the name of public or job interest constitute 28.2% of the cases
(2) This portion may reach 42.7% if it is regarded that the bulk majority of grievances against disciplinary actions – that constitute 14.5% of these cases – are made against the severest penalty in public service, i.e. dismissal decisions by (H.A.Cs) or (D.A.Cs)
(3) 29.7% of the cases indicate unfair and inequitable promotions that indicate favoritism and prejudice.
(4) It can be concluded that inequitable deprivation of promotion that jeopardizes the public servants' advancement and progress and, hence, their existence and continuity in their jobs, beside unfair discharge that directly jeopardizes their existence in job, constitute 72.4% of the cases.
(5) Accrued unpaid fiscal owings constitute 27.6% of the cases, these accruals are a natural outcome of unfair promotions or unfair termination of service by means of redundancy, discharge in the name of public or job interest, cancellation of posts, privatization …etc.

Moreover, these cases do not represent the real number of grievances for the following reasons:

(1) Public servants are not allowed to resort to the Chamber of Justice before passing through the sequent channels of the head of the unit and the competent authority.
(2) Many public servants are unaware of their legal rights and terrified of confrontation with those who hold the authority.
(3) Many public servants are pessimistic and hopeless, so they reluctantly accept the defeat and try to earn their bare existence elsewhere.
(4) The long discouraging experience of public servants with the disappointing decisions of the Chamber of Justice are apt to compel many public servants to give up and refrain from any appeal or grievance. This statement can be clarified by table (3.2):

Table (3.2) the distribution of grievances according to the final decision:

<table>
<thead>
<tr>
<th>Years</th>
<th>Decision</th>
<th>For the favor of the grievant</th>
<th>Not for the favor of the grievant</th>
<th>Not yet settled</th>
<th>Withdrawn for surrender</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1996</td>
<td></td>
<td>81</td>
<td>374</td>
<td>10</td>
<td></td>
<td>465</td>
</tr>
<tr>
<td>1997</td>
<td></td>
<td>48</td>
<td>338</td>
<td>7</td>
<td></td>
<td>393</td>
</tr>
<tr>
<td>1998</td>
<td></td>
<td>45</td>
<td>151</td>
<td>1</td>
<td></td>
<td>197</td>
</tr>
<tr>
<td>1999</td>
<td></td>
<td>257</td>
<td>1505</td>
<td>74</td>
<td>11</td>
<td>1847</td>
</tr>
<tr>
<td>2000</td>
<td></td>
<td>37</td>
<td>178</td>
<td>15</td>
<td>2</td>
<td>232</td>
</tr>
<tr>
<td>2001</td>
<td></td>
<td>54</td>
<td>126</td>
<td>5</td>
<td></td>
<td>185</td>
</tr>
<tr>
<td>2002</td>
<td></td>
<td>27</td>
<td>383</td>
<td>-</td>
<td>3</td>
<td>413</td>
</tr>
<tr>
<td>2003</td>
<td></td>
<td>38</td>
<td>186</td>
<td>-</td>
<td>4</td>
<td>228</td>
</tr>
<tr>
<td>2004</td>
<td></td>
<td>49</td>
<td>497</td>
<td>30</td>
<td></td>
<td>576</td>
</tr>
<tr>
<td>TOTAL</td>
<td></td>
<td>636</td>
<td>3738</td>
<td>142</td>
<td>20</td>
<td>4536</td>
</tr>
<tr>
<td>%</td>
<td></td>
<td>14%</td>
<td>82.5%</td>
<td>3.1%</td>
<td>0.4%</td>
<td>100%</td>
</tr>
</tbody>
</table>

Source: the Federal Chamber of Justice

From table (3.2) it can be seen that only 14 % of the grievances are settled for the favor of grievant, while 82.5 % of those grievances yield disappointment for complainants and 3.1 % of the victimized public servants undergo the frustrating experience of the prolonged waiting that may eventually lead to loss. This disappointing experience is apt to discourage and stop many potential grievances in the present as well as the future.

Furthermore, many public servants resort to the Public Grievances and Corrections Board to appeal against the unsatisfactory decisions of the Federal Chamber of Justice. This can be seen in table (3.3):
Table (3.3) the distribution of grievances against the decisions of the President, Senior officials and the Chamber of Justice (1999 - 2003):

<table>
<thead>
<tr>
<th>Year</th>
<th>Against the decisions of the Chamber of Justice</th>
<th>Against discharge by Presidential Orders</th>
<th>Against senior officials</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Discharge accruals Promotion others total</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1999</td>
<td>18 72 10 19 119 33 8 160</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2000</td>
<td>28 75 18 8 129 8 8 145</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2001</td>
<td>23 38 11 6 78 6 7 91</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2002</td>
<td>13 57 16 16 102 - - 102</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2003</td>
<td>21 57 28 12 118 - - 102</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>103 299 83 61 546 48 30 624</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>%</td>
<td>16.6% 47.9% 13.3% 9.8% 87.5% 7.7% 4.8% 100</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Source: the Public Grievances and Corrections Board – Grievances section

Table (3.3) reveals a fearful fact that the majority of complaints and grievances raised to the Public Corrections and Grievances Board, are made against the decisions of the Chamber of Justice, which was supposed to redress grievant public servants. The public servants’ grievances against the Chamber of Justice constitute 87.5 % of the cases introduced to the Public Grievances and Corrections Board during the period from 1999 to 2003, the grievances against Presidential orders are 7.7 % of the cases and grievances against the decisions of senior officials equal 4.8 % of the cases. This shows to what extent the experience of the Chamber of Justice is unsatisfactory for the present complainants and discouraging for the potential ones.

Moreover, the output of the Public Grievances and Corrections Board is continuously and obviously declining and diminishing since the year 1999. Furthermore, this unsatisfactory and discouraging output has clearly affected the input (i.e. the number of grievances and complaints) this remarkable decrease in the number of incoming grievances as well as the number of settled cases can be seen in table (3.4) below:

Table (3.4) the numbers of grievances (1999 - 2004)

<table>
<thead>
<tr>
<th>Year</th>
<th>Previous</th>
<th>Incoming</th>
<th>Total</th>
<th>Settled</th>
<th>Residual</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Sum</td>
<td>%</td>
</tr>
<tr>
<td>1999</td>
<td>-</td>
<td>516</td>
<td>516</td>
<td>289</td>
<td>56%</td>
</tr>
<tr>
<td>2000</td>
<td>227</td>
<td>353</td>
<td>580</td>
<td>447</td>
<td>77%</td>
</tr>
<tr>
<td>2001</td>
<td>133</td>
<td>221</td>
<td>354</td>
<td>277</td>
<td>78.2%</td>
</tr>
<tr>
<td>2002</td>
<td>77</td>
<td>236</td>
<td>313</td>
<td>238</td>
<td>76%</td>
</tr>
<tr>
<td>2003</td>
<td>75</td>
<td>241</td>
<td>316</td>
<td>217</td>
<td>68.7%</td>
</tr>
<tr>
<td>2004</td>
<td>99</td>
<td>54</td>
<td>153</td>
<td>74</td>
<td>48.4%</td>
</tr>
</tbody>
</table>

Source: The Public Grievances and Corrections Board – Grievances section
From table (3.4) above it can be noticed that the general trend of the rate of settlement has been a declining one particularly in the years 2003 and 2004. The rate of settlement, which was 78% in the year 2001 has fallen to 48.4% in the year 2004. This indicates a considerable and fearful delay of work in spite of the serious nature of those complaints and grievances that afford no waiting. The incoming cases similarly decreased from 516 cases in 1999 to only 74 cases in the year 2004. This indicates to what extent pessimism and despondence have led citizens in general and public servants in particular to refrain from the discouraging experience of grievance, this situation applies to Public Grievances and Corrections Board as well as the Chamber of Justice.

Moreover, the President of the Republic declared on 30.6.2004 that the Presidency disapproves dismissal and displacement of public servants and incited all the victimized ones – including the personnel of the regular forces and civil servants – to propose their grievances to the Public Grievances & Corrections Board, consequently, a committee was set from the representatives of the Armed Forces, the Police Forces and the Ministry of Labor as representative of the civil servants. As a response to this declaration so many discharged public servants introduced their grievances after a prolonged hopeless waiting. vis-à-vis this large size of grievances the Public Grievances and Corrections Board announced that all the grievances about discharge for public interest, for the cancellation of post, for restructuring or privatization that comes after 24.5.2005 shall not be seen in accordance with the Presidential declaration but according to the Public Grievances and Corrections Board Act 1998.

The numbers of grievances in the years 2004 – 2005 can show the fact that victimized people can rush to introduce their grievances only when they hope that these grievances can bring back their just and legitimate rights. The numbers of grievances can be seen in table (3.5) below:

Table (3.5) the distribution of grievances according to outcome 2004 – 2005

<table>
<thead>
<tr>
<th>The final result</th>
<th>2004</th>
<th>2005</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>%</td>
</tr>
<tr>
<td>Settled</td>
<td>612</td>
<td>12.32</td>
</tr>
<tr>
<td>Raised to the Presidency</td>
<td>1943</td>
<td>39.11</td>
</tr>
<tr>
<td>Rejected for the lack of documents</td>
<td>16</td>
<td>0.32</td>
</tr>
<tr>
<td>Not yet settled</td>
<td>2397</td>
<td>48.25</td>
</tr>
<tr>
<td>TOTAL</td>
<td>4968</td>
<td>100%</td>
</tr>
</tbody>
</table>

Source: The Public Grievances and Corrections Board – Grievances section

From table (3.5) it can be seen that 87.68% of the complainants in 2004 and 80.98% of them in 2005 were compelled either to give up or to undergo the experience of prolonged waiting and exploitative pursuing to and fro that may eventually lead to nothing.

The distribution of these desperate grievances according to their source can be shown in table (3.6):
Table (3.6) the distribution of grievances according to source (2004 - 2005)

<table>
<thead>
<tr>
<th>Source of grievance</th>
<th>Number 2004</th>
<th>% 2004</th>
<th>Number 2005</th>
<th>% 2005</th>
</tr>
</thead>
<tbody>
<tr>
<td>Armed Forces</td>
<td>254</td>
<td>5.11</td>
<td>1209</td>
<td>21.26</td>
</tr>
<tr>
<td>Police Forces</td>
<td>184</td>
<td>3.71</td>
<td>667</td>
<td>11.26</td>
</tr>
<tr>
<td>Civil Service</td>
<td>1772</td>
<td>35.67</td>
<td>1171</td>
<td>19.77</td>
</tr>
<tr>
<td>Other sources</td>
<td>2758</td>
<td>55.51</td>
<td>2825</td>
<td>47.71</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>4968</strong></td>
<td><strong>100%</strong></td>
<td><strong>5872</strong></td>
<td><strong>100%</strong></td>
</tr>
</tbody>
</table>

Source: The Public Grievances and Corrections Board – Grievances section

From table (3.6) the following can be observed:
(a) The grievances raised by civil servants constitute 35.67% and 19.77% of the total grievances in 2004 and 2005 respectively.
(b) The victimized public servants – including civil servants and regular forces personnel constitute 44.49% of the complainants in 2004 and 52.29% in 2005. The other sources include land conflicts, land exaction, wrest and confiscation of property, civil war effects and judicial decisions in civil and criminal cases. The Public Corrections section, which is supposed to have a preventive role by revealing the aspects of limitation or divergences in the application of rules and regulations of public service, is defined according to section (3) of the Public Grievances and Corrections Board Act 1998 as: "The assurance of competence, good management, honesty and probity in the organs, systems and final executive and administrative performance of the state."

According to sections (7) and (8) of the same Act the Board is authorized to inspect the organs of the state to assure that all the legislations are perfectly and impartially applied and to prevent and eliminate all the aspects of corruption, misapplication or misuse of power. The Board undertakes the following forms of inspection:
(1) Programmed inspection, where in the units concerned are performed with the date and time of inspection.
(2) Sudden inspection, where in the units are overtaken by the committees of the Board.
(3) Inspection on the demand of the unit concerned, which can be as a response for the request of the head of unit concerned or any complainant employee.
(4) Inspection as a preamble for the visits of the Vice president, which can be considered as a sort of badly edited plays that reveal political hypocrisy.
(5) Inspection in accordance of presidential orders.

Table (3.7) below shows the inspections during the period (1999 - 2005):
Table (3.7) the inspections undertaken by the Board (1999 - 2005)

<table>
<thead>
<tr>
<th>Kind of activity</th>
<th>1999</th>
<th>2000</th>
<th>2001</th>
<th>2002</th>
<th>2003</th>
<th>2004</th>
<th>2005</th>
<th>Total</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Programmed inspection</td>
<td>---</td>
<td>7</td>
<td>5</td>
<td>9</td>
<td>8</td>
<td>8</td>
<td>2</td>
<td>39</td>
<td>26.18</td>
</tr>
<tr>
<td>Sudden inspection</td>
<td>1</td>
<td>6</td>
<td>2</td>
<td>6</td>
<td>7</td>
<td>4</td>
<td>2</td>
<td>28</td>
<td>18.79</td>
</tr>
<tr>
<td>On the demand of units</td>
<td>---</td>
<td>2</td>
<td>1</td>
<td>---</td>
<td>---</td>
<td>---</td>
<td>---</td>
<td>3</td>
<td>2.01</td>
</tr>
<tr>
<td>Preliminary for the V.P. visits</td>
<td>---</td>
<td>24</td>
<td>8</td>
<td>---</td>
<td>5</td>
<td>---</td>
<td>---</td>
<td>37</td>
<td>24.83</td>
</tr>
<tr>
<td>By presidential orders</td>
<td>---</td>
<td>---</td>
<td>---</td>
<td>---</td>
<td>11</td>
<td>7</td>
<td>24</td>
<td>42</td>
<td>28.19</td>
</tr>
<tr>
<td>TOTAL</td>
<td>1</td>
<td>39</td>
<td>16</td>
<td>15</td>
<td>31</td>
<td>19</td>
<td>28</td>
<td>149</td>
<td>100</td>
</tr>
</tbody>
</table>

Source: the Public Grievances and Corrections Board - Public Corrections section

From table (3.7) the following facts can be extracted:
(1) The total number of inspections is very humble; where it was only 149 times for seven years with an average that equals (21.29) per annum.
(2) 53.02 % of the inspections are based on political backgrounds; hence, they tend to lack truthfulness and credibility.
(3) Sudden inspections, which are supposed to be the most effective ones, constitute only 18.79 % of the total number of operations.
(4) The units tend to avoid initiative in such activities; they may be compelled to invite the Board and request inspection only when it is inevitable or when they want to make a whitewash before the public opinion. These cases constitute only 2.01% of the cases.
(5) The programmed inspections, which constitute 26.18 % of the cases are often a pro forma, where the officials concerned are readily waiting and all the matters are predetermined. Regarding that, according to section (10) of the Public Grievances and Corrections Board Act1998, the decisions of the Board – as well as those of Chamber of Justice – are indisputably final, valid and binding for all the parties, the frustrating impact of its slow, humble and disappointing output on the morale of victimized individuals and groups will be very obvious. Those public servants who have undergone the painful experience of pursuing and waiting and eventually came to realize that all their efforts were but in vain are apt to be captured in the swirl of despondence and defeatism; if they recover they will probably change and tend to be careless and indifferent.

(5) Apathy:

Many public servants, who undergo the painful experience of injustice, try to restore their violated rights through appeals and grievances, unfortunately these grievances scarcely yield satisfactory results. The frequent bitter disappointments are apt to create and accumulate deep frustrations and establish the belief that the Sudanese public service is a hopeless case and all the reformatory attempts are in vain. This despondent attitude can eventually lead to the prevalent aspects of
apathy and indifference. Considering the status quo conditions of the deteriorated incomes of public servants on the one hand, and the madly rising costs of living on the other hand, it is inevitable and perhaps only natural to find a great majority of public servants inadequately and poorly motivated towards their work, such poor motivation frequently results in poor performance and unpleasant forms of organizational behavior, and hence, in negative attitudes of indifference, apathy, and unwillingness on the part of public servants to do their own jobs. The outstanding fact is that apathy itself is a sort of corruption; by neglecting their own duties, indifferent public servants impede the overall performance of their units on the one hand and encourage corruption by their passive defeatist attitudes on the other hand.

(6) Migration:

A considerable portion of Sudanese public servants – led by frustration – resort to expatriation as a radical solution to their problems after realizing that neither their standards of living can be improved – or even preserved – nor their aspirations can be fulfilled in civil service which, was proved to be the cemetery of ambitions and expectations particularly for the straightforward employees. “One of the strongest incentives given to Sudanese emigrants especially in the Arab oil-producing countries is the very high salaries, while the incentives offered to public servants in the Sudan are too inadequate to enable them to cater for their living necessities. It was stated that: “almost all the emigrants, especially university graduates and technicians are usually paid monthly salaries which are in most cases far higher than their annual salaries in the Sudan.” (1) Moreover, the competent civil servants, who had lost their jobs in the name of public interest or undergone an unpleasant experience that led them to resign or retire voluntarily, received better offers of employment abroad and found appreciation and respect as well as high incomes. Furthermore, many individuals were compelled to migrate not because they are inadequately and inequitably remunerated, but because they failed to have any access to employment opportunities.

(7) Bribery:

Bribery is usually paid or offered by corrupt persons to particular public servants in order to push them do or undo an action in a way that achieves their interests at the expense of justice and public interest. Poor pay is often a factor that compels some public servants to accept temptation or submit to extortion of the powerful corrupt persons. Moreover, it may lead them to request bribery frankly or implicitly. Bribery is easier and more common than embezzlement and forgery for the following reasons:

(a) Public servants who have access to public money by the nature of their jobs are the minority of employees, while the door of bribery is opened even for the junior employees, especially in the important units.
(b) Bribery has nothing to do with documents, and hence is not subject to auditing, scrutiny of accounts or evidence for conviction.
(c) Bribery is usually given and taken out of the circle of public money, and the deals are made off the job, and hence, they have their privacy and confidentiality.

(8) Extortion:
Many honest and straightforward public servants, who hold influential posts, are exposed to terrorist extortion by those corrupt persons - either in their own units or outside them - whose interests may conflict with legislations and ethics. This extortion eventually results in voluntary turnover, involuntary turnover or coercive complicity in corruption.

(9) Embezzlement:
Unlike bribery many employees can not steal or embezzle, not because they are honest and conscientious but simply because they have no access to do so. Poorly paid embezzlers like store keepers, cashiers and junior accountants may do so in order to solve their fiscal problems or to improve their economic status and standards of living, but the greedy holders of senior leadership or statutory posts including general directors, undersecretaries and ministers - particularly those who are politically supported - steal millions and perhaps milliards of pounds and accumulate incredible wealth at the expense of the exhausted poor citizens.
The worse is that those senior officials, who are condemned and convicted by public opinion, have never been sued or even subject to accountability. It should be noticed that bribery and embezzlement are themselves types of corruption, but they are reflections of larger corruption at both economic and political levels, i.e. like an infectious disease corruption breeds more corruption.
Regarding that many cases of embezzlement and other crimes against public money are not all discovered or revealed by supervisors, the Chamber of General Auditing or the General Directorate of Internal Auditing and the fact that many of the revealed cases - due to personal and social sentiments - are subjectively and reservedly dealt with to avoid scandals and bad reputation as well as social tragedies that result from accusation and conviction, and hence settled by redemption or reconciliation, many crimes against public property do not reach the Attorney of Public Money. Most of the cases that reach the Attorney of Public Money and the courts are raised against junior employees like accountants, cashiers and store keepers.
Al-Watan Daily mentioned that: "A junior accountant, who works as a revenue collector in the Ministry of Interior, was convicted of the criminal breach of trust in the Court of Public Property and sentenced as follows:
(1) Imprisonment for five years.
(2) A fine of 10 million Sudanese Pounds.
(3) Redemption of the embezzled sum (i.e. 176 million Sudanese Pounds) through the civil procedure according to section (198) of the Criminal Act 1991." (1)
Although these punishments were described in Al-Watan Newspaper as being sever, it can clearly be realized that they are not, particularly in the light of sub-sections (177 / 1) and (177 / 2). Where the offender of criminal breach of trust is punished according to sub-section (177 / 1) with:" imprisonment for a term not exceeding seven years, and may also be punished with fine."

(1) Editorial, Public Probity, Core of Good Governance, Sudan Vision Daily, vol. 4, issue No.814, Saturday, April 22nd 2006, p. 3
And regarding that the misappropriation of public property is more serious, more harmful and has wider noxious effects, the breach of faith or trust in public service has a severer penalty. Sub-section (177 / 2) stated that: “Where the offender is a public servant or an employee of another person, and entrusted in such capacity with property, he shall be punished with imprisonment for a term not exceeding fourteen years together with fine, or with death” Now if the above mentioned penalty is compared with sub-section (177 / 2), which applies to public servants, it can appear that the court has been very kind to that employee.

Last week the local dailies headlined the Auditor-General report to the parliament (the National Assembly) showing an increase in embezzled public funds. The editorial of the Sudan Vision Daily pointed out that: “It seems that what has been considered as a phenomenon has developed into an unchecked practice. Or else, how can this increase be justified? Such practice, if not nipped in the bud, would not only have serious effects on governance, but would also obstruct educating the public on good citizenship. We realize that embezzlement and misappropriation of public funds are punishable by law. Yet the phenomenon is on the increase, a development that could be suggestive on the relaxation of laws as this was not the first time the Auditor- General pointed a finger to such malpractices. Embezzled public funds went to the pockets of unconscientious individuals instead of being spent on projects that lessen the bites of need suffered by the bulk of people.” (1)

The Attorney of Public Money in the Khartoum State received the following cases of embezzlement in the year 2005:

Table (3.8) the distribution of embezzlement cases according to the final decision:

<table>
<thead>
<tr>
<th>Number of cases</th>
<th>Embezzled sum of money</th>
<th>Decision</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>6</td>
<td>5098320 Dollars</td>
<td>Cancellation for paying</td>
<td>2.5%</td>
</tr>
<tr>
<td>5</td>
<td>461043080 S. Pounds</td>
<td>Cancellation for the lack of evidence</td>
<td>2%</td>
</tr>
<tr>
<td>18</td>
<td>533628180 S. Pounds</td>
<td>Settled by courts</td>
<td>7.4%</td>
</tr>
<tr>
<td>26</td>
<td>614087200 S. Pounds</td>
<td>Referred to courts</td>
<td>10.6%</td>
</tr>
<tr>
<td>31</td>
<td>6022067000 S. Pounds</td>
<td>Under inquiry</td>
<td>12.7%</td>
</tr>
<tr>
<td>158</td>
<td>3007672820 S. Pounds</td>
<td>Settled by reconciliation</td>
<td>64.7%</td>
</tr>
<tr>
<td>244</td>
<td>Total</td>
<td></td>
<td>100%</td>
</tr>
</tbody>
</table>

Source: the Attorney of Public Property

(1) Editorial, Public Probity, Core of Good Governance, Sudan Vision Daily, vol. 4, issue No.814, Saturday, April 22nd 2006, p. 3
Table (3.8) above it can be seen that 67.2 % i.e. more that two thirds of the embezzlement cases have been cancelled or settled by reconciliation which emphasizes the emotional and compromising nature of the Sudanese society. Moreover, these cases are but an insignificant portion of the total cases that include the unrevealed cases. It can also be seen that 5 cases that constitute 2% of the 2005 cases have been cancelled for the lack of evidence. Even if the accused were not supposed to be guilty the fact that public property is persistently being stolen remains indisputable and the real perpetrators of these thefts are unpunished. This situation encourages many corrupt persons to get benefit of the shortcomings of legislation to embezzle more and more amounts of money without being punished. Furthermore, embezzlers – particularly at the higher levels – may enjoy political or diplomatic immunity that prevents others to sue them. Al-Rai Al-aam daily mentioned that:

"Yan Bronic, the Representative of the U.N. Secretary General in the Sudan has addressed the Ministry of Foreign Affairs and the Ministry of Justice and dared to urge the release of the former general director of the Sudan National AIDS Program (S.N.A.P), who is accused of embezzling two hundred million Sudanese pounds, in spite of the fact that the embezzler has admitted before the Attorney of Public Property with his crime and shall be prosecuted tomorrow in the Court of Public Money. In his confession the embezzler admitted that he had received and misappropriated the sum to implement illusory programs of AIDS combat in 1993. The representative of the U.N. secretary argued that the accused – as a member of the U.N. Mission in the Sudan – has a diplomatic immunity. A conversant legal source stated that the request of the U.N. is an illegal an erroneous one that constitutes an overt intrusion in the job of the Sudanese judiciary. He source added that according to the Immunities and Privileges Act 1956 the immunity can be withdrawn from the accused, particularly when it is considered that the accused was appurtenant to a governmental unit (i.e. the ministry of Health) when he committed his crime." (1)

In his report for the fiscal year 2004, which was submitted and read before the National Embassy the Auditor General raised many serious points, the following are but examples:

(1) The details of the approved budget for the year 2004 were as follows:
   (a) General expenditure:  980.1 billion dinars, which was subsidized with 165.2 billion dinars to be 1145.3 billion dinars.
   (b) Total revenue: 1095.6 billion dinars
   (c) The approved deficit of the budget: 49.7 billion dinars that equals 4 %.

(2) The actual figures after implementation were:
   (a) General expenditure: 1085.3 billion dinars.
   (b) Total revenue: 982.6 billion dinars
   (c) The approved deficit of the budget: 102.7 billion dinars that equals 9 %.

(3) Expenditure in both of the First and Third chapters of the budget came within the approved sum, but the expenses of Chapter Two in the budget exceeded the approved sum with 17 %, this trespass contradicts the sub-section (5 / b) of the Financial Credit Act 2003 and article (91/3) of the Constitution 1998.

(1) Ismail Adam, Bronic urges stopping the trial of an embezzler, Al-Rai Al-aam daily, Issue (3065), Tuesday 14.3.2006, p.2
(4) Excluding 50.3 billion dinars that represent the foreign sources of revenue all the expenses were financed from the pockets of the Sudanese people.

(5) Due to the weakness of the internal control system the rules and regulations are usually violated by many units. Some units partially or totally interpolate their revenue in the deposits account, some units levy unauthorized fees, some units collect revenues by means of informal receipts …etc.

(6) The embezzled public money that includes foreign currencies beside the local currency - excluding the banks - is continuously increasing. In 2004 it was 542.5 billion dinars, while it was 396 billion dinars in 2003; this reveals an increase of 146.5 billion dinars. (1)

(7) The sectoral distribution of stolen public money is shown in table (3.9):

Table (3.9) the distribution of stolen public money according to units

<table>
<thead>
<tr>
<th>Units</th>
<th>Embezzled sum</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Public corporations</td>
<td>354.2 billions</td>
<td>65.3</td>
</tr>
<tr>
<td>Federal units</td>
<td>63.5 billions</td>
<td>11.7</td>
</tr>
<tr>
<td>States units</td>
<td>124.8 billions</td>
<td>23</td>
</tr>
<tr>
<td>TOTAL</td>
<td>542.5 billions</td>
<td>100 %</td>
</tr>
</tbody>
</table>

Source: The Auditor General Report 2004

Figure No. (3.9) the distribution of stolen public money according to units

Source: derived from table (3.9)

(1) Ameer A/ Majid, Ismail Hassabou, The Auditor General in his report before the National Assembly: Violations Against the People's Money are Increasing, Al-Sahafa Daily, Issue No.(4621), Thursday 20.4.2006, p.3
From table (3.9) above the following facts can be remarked:

1. Public corporations have the lion's share in the stolen public money, where the misappropriated money constitutes about two thirds of the total sum. This may be attributed to the following characteristics of public corporations:
   
   (a) The high revenues and large budgets
   (b) Relative autonomy that makes public corporations like the units of private sector rather than public sector, this situation minimizes the control of supervisory organs – such as the Civil Service Department – over these corporations. The lack or absence of supervision is apt to encourage administrative and fiscal corruption.

2. Fiscal corruption in the states units is almost one quarter of the total. This may be attributed to the following causes:
   
   (a) The spoils system, which has almost given the states' governments a free hand in the wealth of their states.
   (b) The limitations in the Chamber of General Auditing Act 1999, which does not enable the Chamber to audit the accounts of states' units without a presidential order.
   (c) The social structure of the states is often built on tribal and ethnic lobbies that affect appointments, promotions, privileges and rewards …etc

3. Although the federal units show the lowest portion of embezzled public money (63.5) billion Dinars, which equals 11.7 % of the stolen money but the tragedy is that the resumed sum of embezzled money is only (104) million Dinars that equals only 0.13 % of the money stolen from these federal units and 0.02 % of the total embezzled money. It is needless to say that this effort is an insignificant one.

According to the way of misappropriation the stolen public money is classified as shown in table (3.10) below:

Table (3.10) the distribution of stolen public money according to the ways of misappropriation:

<table>
<thead>
<tr>
<th>Way of misappropriation</th>
<th>Embezzled sum</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Breach of trust</td>
<td>455 billions</td>
<td>83.87</td>
</tr>
<tr>
<td>Profligate expenses</td>
<td>54.9 billions</td>
<td>10.12</td>
</tr>
<tr>
<td>Forgery</td>
<td>22 billions</td>
<td>4.05</td>
</tr>
<tr>
<td>Illegitimate payment</td>
<td>9.6 billions</td>
<td>1.78</td>
</tr>
<tr>
<td>Robbery</td>
<td>1 billions</td>
<td>0.18</td>
</tr>
<tr>
<td>TOTAL</td>
<td>542.5 billions</td>
<td>100 %</td>
</tr>
</tbody>
</table>

Source: The Auditor General Report 2004
Figure No. (3.10) the distribution of stolen public money according to the ways of misappropriation:

Source: derived from table (3.10)

From table (3.10) above it can be seen that:

(1) The bulk majority of stolen public money is taken through the criminal breach of trust, which confirms the weakness of internal control systems

(2) The profligate and wasteful expenses, which are often due to political reasons constitute 10.12 % of the misappropriated public money, this confirms politicization of the public service and the domination of the spoils system in the name of establishment of the regime (al-tamkeen).

This is quite consistent with the distribution of misappropriated public money according to the nature of loss, as shown in table (3.11) below:

Table (3.11) the distribution of stolen money according to its nature:

<table>
<thead>
<tr>
<th>Way of misappropriation</th>
<th>Embezzled sum</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Deposits</td>
<td>38137.75 billions</td>
<td>70.3</td>
</tr>
<tr>
<td>Revenues</td>
<td>8246 billions</td>
<td>15.2</td>
</tr>
<tr>
<td>Expenses</td>
<td>6510 billions</td>
<td>12</td>
</tr>
<tr>
<td>Deficit of treasury</td>
<td>1247.75 billions</td>
<td>2.3</td>
</tr>
<tr>
<td>Theft</td>
<td>108.5 billions</td>
<td>0.2</td>
</tr>
<tr>
<td>TOTAL</td>
<td>542.5 billions</td>
<td>100 %</td>
</tr>
</tbody>
</table>

Source: The Auditor General's report 2004
Figure No. (3.11) the distribution of stolen money according to its nature:

Source: derived from table (3.11)

Table (3.11) above reveals that:
(1) Deposits are the most highly exposed to embezzlement; this is quite consistent with the findings of table (3.10) particularly the breach of trust.
(2) When the deficit of treasury is added the money stolen from deposits and safes will be about three quarters of the lost money (72.6%).
(3) Revenues and expenses together constitute 27.2 % of the misappropriated public money.

The sub-section (10 / 2 / h) of the general Auditing Chamber Act 1999 entitles its auditors to ask every employee, who illegitimately gains any sum of money, to repay that sum and – regardless of the response of that employee – the Chamber must report the head of the unit concerned to take the necessary legal procedure against that employee and inform the Attorney of Public Property. According to the sub-section (10 / 3) the Chamber must address the head of the unit concerned, the competent authority (i.e. the minister concerned) and the attorney concerned about any administrative or fiscal action that contradicts the financial regulations so as to take necessary legal procedure. If the head of the unit did not take any action after one month of his being informed, the attorney concerned – according to the copy of that letter – will take the necessary legal procedure against the accused employee. But in spite of these decisive sections and the significantly increasing size of crimes against public money, the report of the General Auditor included only 58 cases that
reached the stage of prosecution. These cases are distributed as shown in table (3.12):

Table (3.12) the distribution of embezzlement cases

<table>
<thead>
<tr>
<th>Situation of the case</th>
<th>Frequency</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>settled by courts</td>
<td>11</td>
<td>18.96</td>
</tr>
<tr>
<td>still before the courts</td>
<td>9</td>
<td>15.52</td>
</tr>
<tr>
<td>under inquiry in attorney and police</td>
<td>27</td>
<td>48.55</td>
</tr>
<tr>
<td>with the heads of units</td>
<td>5</td>
<td>8.62</td>
</tr>
<tr>
<td>Cancelled</td>
<td>4</td>
<td>6.9</td>
</tr>
<tr>
<td>kept</td>
<td>2</td>
<td>3.45</td>
</tr>
<tr>
<td>TOTAL</td>
<td>58</td>
<td>100 %</td>
</tr>
</tbody>
</table>

Source: The Auditor General's report 2004

Figure No. (3.12) the distribution of embezzlement cases

Table (3.12) reveals the following facts:
(1) The unsettled cases constitute 72.69 % of the cases, which reflects the considerable delay in the prosecution procedure, regarding that these crimes were committed in the year 2004.
(2) 10.35 % of the cases are either cancelled or kept, which indicates that some embezzlers may escape with their crimes.
The impact of corruption at the institutional level:
Poor pay affects the structure of civil service itself and gives rise to various aspects of unpleasant and undesirable forms of organizational behavior. The following are the most serious:

(1) Voluntary turnover:

Voluntary turnover is defined as “the termination of service on initiative of the employee when he leaves permanently”. (1) The unsatisfactory job conditions and the inconvenient environment may push many workers and employees to quit their jobs, resign or retire voluntarily.

(2) Structural distortions:

It is needless to mention that those who resign or retire voluntarily are often the competent and honest employees, who can neither comply with the continuously deteriorated service and, hence, contribute to corruption nor can they tolerate passiveness towards corruption.

Regarding that those highly experienced and competent public servants, who are either arbitrarily discharged (involuntary turnover) or compelled to resign or retire (voluntary turnover), are usually replaced by exotic, unskilled and incompetent ones, it can obviously appear that these persistent changes and replacements have very destructive consequences that affect the efficiency and effectiveness of public service. As long as employment is concerned, it can easily be noticed that the Sudanese civil service is severely distorted, where the job grades of a considerable portion of public servants is quite inconsistent with their academic qualifications and experience. This inconsistency is horizontal, vertical or both of the two.

This definition implies that there is almost a perfect association between grievances, dissatisfaction and low morale, which, in turn, jeopardizes the employees’ retention and leads eventually to voluntary turnover including resignation and voluntary retirement.

(1) Horizontal inconsistency occurs when a person is employed in a different field of specialization, for instance the graduates of mathematical sciences, accounting, psychology and linguistics are employed as personnel officers while the graduates of Arts, Education, Library Sciences, Agriculture and Chemistry occupy administrative posts.

(2) Vertical inconsistency can be divided into two categories:

(c) Over-estimation: where a person is placed in a job grade that is higher than his qualifications, e.g. fresh university graduates are employed in senior leadership posts. This is mainly due to favoritism and politicization of public service, which aims at reinforcing the grip of the regime in power.

(d) Under-estimation: where a person is placed in a job grade that is below his qualifications, e.g. university graduates are compelled to accept junior clerical and executive posts that consist with secondary school certificate holders.

(e) The main factors behind this situation are the lack of job opportunities, inappropriate educational policies, improper employment policies, inequitable recruitment and selection, fear of unemployment and economic hardships.

(1) R.S.Dwivedi, op.cit, p. 261
The following are but examples of the disgraceful structural distortions and discrepancies:

1. An employee in the Federal ministry of Health, who works in the Minister's office since 1982 is still in grade twelve regarding that she holds the bachelor of Law since 1986. i.e. this victimized employee spent sixteen years in grade fourteen to be promoted to her present job grade in 1998 in accordance with the Establishment Leaflet No. (9/98) of the bottlenecks' removal, i.e. this wretched employee in spite of her university qualification and long experience had been promoted only once throughout her long distinguished service that exceeds 25 years.

2. An employee whose qualification is far below the secondary school level, who was employed in 1985 as an unclassified worker in grade (18) in Ibn Sina Specialized Hospital and reached grade twelve in 2006 as a laundry worker has suddenly been permanently appointed in grade seven and given a cash promotion to grade four as an assistant manager in the National Centre for Kidney Diseases and Surgery.

3. An employee, who was awarded the bachelor of Agriculture in 1998, was appointed in the same year in grade eight, on 6.3.2003 he was permanently promoted to grade seven. But surprisingly and after only nine months and twenty four days he was permanently promoted again on 1.1.2004 to grade five and given a cash promotion to grade three in the Children's Emergency Hospital – Medani. This constitutes a rude violation of the sub-section (70/b), which states that:" the minimum period spent in the current job grade to entitle workers to compete for promotion must be four years at least for employees in grade seven and below"

4. A doctor in grade eight, who was employed in 2001, in the Federal Ministry of Health, has been appointed as a general manager for the Procedural Complex of Doctors' Affairs with all the authorities, privileges and provisions of senior leadership posts.

5. A retired (semi – employee) whose qualification is far below the secondary school certificate was employed in 1997 in grade sixteen in the post of a guard. He was promoted to grade fifteen in 2004, throughout this period kept working as an executive manager for the office of the general manager of the National Centre for G.I.T & Liver Diseases, with all the privileges of senior officials. The most surprising and shocking is that – under the umbrella of a special contract – he continued to enjoy all these undeserved privileges even after his compulsory retirement on 1.1.2006.

6. A junior employee, who holds the secondary school certificate and who was employed in Ibn Sina Specialized Hospital in grade fourteen in 2000 and promoted to grade twelve in 2006, has been privileged with a specified governmental saloon car in spite of the fact that many senior employees, who deserve such provisions, do not enjoy them.

7. An employee, who holds a suspicious secondary school certificate was employed in the Sudan Medical Specialization Board in grade twelve on 20/11/1996 was promoted to grade seven on 1/8/2003, while a bachelor holder, who was employed in the same unit on 18/10/1997 occupies the same job grade.
(8) A corrupt employee, who holds an influential position in the Federal Ministry of Health, employed his brother, who has no qualifications, as an unclassified worker (guard), but according to a suspicious deal between this very poorly educated unskilled employee and another corrupt official this brother has suddenly been appointed as a foreman by the decision of that official, in return this corrupt official kept holding his position in spite of the fact that he had exceeded the age of compulsory retirement since 1.1.2006, regarding that according to the Public Service Regulation Act the former should have terminated the latter's service had it not been for many mutual benefits between the two parties.

(9) An ineligible person, whose qualifications are below the secondary school certificate, was employed in the Federal Ministry of Health as an unclassified worker (boader), this hated worker, who tries to behave and seem as an employee an works as a spy for some officials, is highly rewarded and privileged by a governmental car, while many managers in the same unit use the public transport.

(10) An employee, who holds the secondary school certificate, was employed in the Ministry of Social Planning in 1990 in grade fourteen, but behind the curtain of restructuring he was placed immediately in grade ten an given a cash promotion to grade seven, after the resolution of the Ministry of Social Planning and in the name of this assumed restructuring, he was again placed in grade seven and later in grade four, while many employees, who hold the same qualifications were placed in grade twelve or grade fourteen and the more undesirable ones were discharged as redundant since the first restructuring in the year 1995, regarding that many post-graduate diploma and master degree holders, who work since the earlier 1980s are still placed in grade five and grade seven.

(11) An unqualified person, who was dismissed from the Public Corporation for Electricity for dishonesty, was reemployed as a guard in the Federal Ministry of Health and in spite of his humble below secondary qualification and unpleasant reputation this guard leaped amazingly as an employee to be promoted recently to grade four. Furthermore, he managed to escape the compulsory retirement though he had exceeded the age of retirement two years ago.

(12) An employee, who was employed in 1962 as a technician – engineer in the Public Corporation for Telecommunication and fired in 1994 as redundant after privatization, was reemployed the Sudanese Medical Specialization Board in 1995 with a laughable age estimation certificate that shows that he was born on 1.1.1952, i.e. he will retire compulsorily on 1.1.2012. The ridiculous contradiction in this farce can be seen when his date of first employment (1962) and his pretended date of birth (1952) are simultaneously contemplated, the result implies that this miraculous employee was employed as an engineer when he was ten years old.

(13) A worker, who is assumed to be born on 1.1.1953 according to the age estimation certificate in her file, has a birth certificate of a son born in 1962. i.e. she gave birth to her son when she was nine years old. Those persons stay in their positions at the expense of those waiting for employment or promotion.
(14) An employee, who holds the secondary school certificate, was temporarily employed in the Khartoum Teaching Hospital in 1978, permanently employed in grade fourteen in 1982 and promoted to grade twelve in 1996, i.e. she had been promoted only once throughout her thirty years of service.

(15) An inexperienced incompetent secondary school certificate holder, who was employed in the Federal Ministry of Health in grade fourteen in January 2008, has been appointed as a supervisor in the internal management in spite of the fact that many employees in that section were employed before his birth.

(16) A physiotherapy medical assistant in the Khartoum Teaching Hospital, who was employed in the South as a nurse on 26. 8. 1959, assumed that she was born on 1. 1. 1950, i.e. she was nine years old when employed. Moreover, when she was told – in the light of these two inconsistent dates – that it is neither logical nor credible to employ a child in that age she emphasized that this practice was very common there; not only the old aged, disabled, handicapped and infants are usually enlisted in the pay sheets of workers and employees, even cows, which have their names as well, are included in these pay sheets.

(17) An employee in the University of Khartoum, who was promoted to grade eight on 1. 2. 1994 and given an unpaid leave for two years and six months on 1. 8. 1994 joined the Sudan Medical Specialization Board on the same day (the first day of his leave without pay); there he was employed in grade seven, promoted to grade five on 1. 2. 1995 i.e. after five months and eventually promoted to grade three on 1. 12. 1996 i.e. after one year and ten months.

Contemplating this surprising advancement it can be seen that:

(1) The employee was appointed in grade seven after having spending only six months in grade eight
(2) He was promoted to grade five after only five months of service in grade seven
(3) He stayed for only one year and ten months to be promoted again to grade three! Legally speaking, this promotion violated the Public Service regulation 1995 three times; this triangular violation can be clarified as follows:

a. Subsection (70 /1) states that: "to be valid promotion must be in a vacant post that lies immediately above his / her present job grade in the organizational structure of the unit concerned". Regarding that that employee has been promoted from grade five to grade seven instead of grade four.

b. according to subsection (70 /2) the zone of promotion to each job grade is decided by each of the minister concerned, the state governor (Wali) or the head of the unit concerned, regarding that the minimum period spent in the current job grade to entitle workers to compete for promotion must be three years at least for higher posts (from grade one to grade six) or four years at least for the other job grades (grade seven and below). Regarding that, he stayed only five months in grade seven to be promoted to grade five and, similarly, he spent only one year and ten months in grade five to be promoted again.

c. According to article (78) of the 1995 Public Service Regulation the authority of approving promotions is entrusted according to job grade as follows:
(1) The persons promoted to the Higher leadership posts (grade three and above) are nominated by the competent authority {the minister concerned at the federal level or the (Wali) of the state concerned at the regional (state) level}, recommended by the Minister of Labor and Administrative Reform and finally approved by the President of the Republic or the Council of ministers.

(2) The persons promoted to the Higher posts (from group six up to group four) are approved by the competent authority {the minister concerned at the federal level, or the (Wali) of the state concerned at the regional (state) level}.

(3) The head of the unit concerned in both federal and state (regional) units approves the persons promoted to the other posts (from grade sixteen up to grade seven). Regarding that, the employee was promoted in accordance with an illegal decision of the head of the unit instead of the Council of Ministers.

(18) A technician in grade seven in the Telecommunication Department, who was discharged as redundant after privatization, was reemployed in the Sudan Medical Specialization Board in grade five on 1.1.1996, and promoted to grade three on 1.1.1997. Ironically, this employee, who was employed in the Telecommunication department on 15.10.1962, assumed that he was born on 1.1.1952 and introduced an age estimation certificate enhance his allegation, more ironically, this illogical certificate issued in 2006, which implies that this supernatural person was employed in the capacity of communications technician when he was ten years old, was accepted by the personnel manager of the council. Furthermore, the personnel manager himself was born on 1.1.1938 i.e. he is more than seventy years old, yet he is still retained in service by the Secretary General of the council. This clarifies that the same above mentioned violations are repeated in the same case and indicates that such violations are common and frequent in public corporations and councils that seem to be above the law.

(19) The Secretary General of the council, who was appointed in grade one special i.e. the top of the super scales of the Sudanese civil service in accordance with a decision of the President of the Republic and given the provisions and privileges of ministers, undersecretaries and statutory officials, is but a young general practitioner of medicine registered in the same council as a student and has not yet been a specialist, while the outstanding brilliant professors and scholars of medicine are not scarce in the country.

(20) An employee, who was born on 1.1.1939, employed in the Educational Dental Hospital – Khartoum as an unclassified worker on 3.12.1957 and retired compulsorily on 1.1.1999, was illegally employed in the Khartoum Children Emergency Hospital (Jaafar Ibn Auf) in the capacity of assistant manager, he still occupies this permanent pensionable position and enjoys all its allowances, provisions and privileges. Moreover, he acts as the president of the hospital employees' trade union. This old corrupt employee caused and causes much harm in that hospital.
(21) Ali Osman Mohammed Taha, the Vice president of the Republic admitted that: "when the Salvation regime came to power it selected and employed its exponents in governmental positions on the basis of political loyalty and compliance rather than merit and competence so as to establish itself confidently, but this has been an exception, now the original basis that should be adopted is the one that ensures justice and merit in employment far away from the criteria of tribal belonging or membership of the National Congress Party (NCP)" (1)

(1) Nahid Saeed, Al-Ahdath reporter in Al-Gadarif, Taha: We employed our loyal exponents to establish the Salvation, Al-Ahdath Newspaper, Sunday, April 6th 2008, issue No. (176), p.1
Underemployment:

Lyn Squire distinguished between two distinct categories of underemployment, which are analytically very different:

(1) Visible underemployment:
It includes those who are employed but would like to work more hours. This category is closely related to open unemployment because it is caused by and reflects labor market imperfection.

(2) Invisible underemployment:
It includes those whose earnings lie below a given level. It has significance primarily as a measure of poverty. (1)

It can be seen that in the first category, individuals are partially employed, which implies that they have a vacation time (idle time) that can be filled by another job elsewhere to improve their incomes, while the second category implies that the individuals concerned are fully employed but simultaneously exploited and underpaid. Considering that this category is a measure of poverty, and scrutinizing the status quo compensation policy in the Sudanese civil service, it can be realized that the bulk of Sudanese civil servants fall within this category.

For the purposes of this study underemployment is defined as:
“A situation wherein an individual is compelled to accept a certain job with certain compensation and employment conditions while he (or she) is quite qualified and eligible to occupy a higher one and receive a better compensation”

This definition embraces a considerable number of Sudanese civil servants who successfully accomplished the secondary level of education and hold the Sudanese or equivalent certificate, but they occupy the posts of unclassified workers below grade fourteen, and similarly, the graduates of universities and high technical institutes who hold clerical or executive jobs below grade nine.

Having already seen that the bulk majority of Sudanese civil servants are invisibly underemployed. i.e. underpaid, it can obviously appear that – according to the above-mentioned definition of underemployment – the underemployed individuals are doubly victimized, where they suffer as underpaid employees in general on the one hand and undergo their own additional suffering as underemployed on the other hand. Such a situation – undoubtedly – has its noxious destructive impact at the economic and psychological levels, and hence, on organizational behavior and performance.

Unemployment:

Corruption in recruitment and selection resulted in unfair allocation of job opportunities; due to politicization – which implies favoritism and prejudice – it is very common to find the graduates of 2004 or even 2005 not only employed but also occupying senior posts while the desperate graduates of the 1990s are still suffering their prolonged unemployment. These discrepancies have their noxious effects on individuals (at the economic, social and psychological levels), these destructive effects extend to the whole society and economy of the country.

Since the recruitment and selection of employees is entrusted to the Public Service Recruitment Board, the university graduates and the secondary school graduates, who are appointed in grade (9) and grade (14) respectively, must pass through the Board if they are to be employed. But as it has been discussed before the (P.S.R.B) – due to many political, economic and social factors – can not play this role perfectly.

The numbers of registered and selected graduates during the period (1991-2005) as shown in table (3.13) below can clarify the deficiency of employment policy:

Table (3.13)
The registered and selected graduates during the period (1991-2005)

<table>
<thead>
<tr>
<th>Year</th>
<th>Registered Graduates</th>
<th>Selected candidates</th>
<th>% Rate of unemployment</th>
</tr>
</thead>
<tbody>
<tr>
<td>1991</td>
<td>4128</td>
<td>1235</td>
<td>29.92 %</td>
</tr>
<tr>
<td>1992</td>
<td>4337</td>
<td>2250</td>
<td>51.88 %</td>
</tr>
<tr>
<td>1993</td>
<td>5171</td>
<td>1578</td>
<td>30.52 %</td>
</tr>
<tr>
<td>1994</td>
<td>10681</td>
<td>3157</td>
<td>29.56 %</td>
</tr>
<tr>
<td>1995</td>
<td>10385</td>
<td>2149</td>
<td>20.69 %</td>
</tr>
<tr>
<td>1996</td>
<td>27729</td>
<td>1527</td>
<td>5.51 %</td>
</tr>
<tr>
<td>1997</td>
<td>2357</td>
<td>1684</td>
<td>71.45 %</td>
</tr>
<tr>
<td>1998</td>
<td>3116</td>
<td>1844</td>
<td>59.18 %</td>
</tr>
<tr>
<td>1999</td>
<td>5365</td>
<td>1141</td>
<td>21.27 %</td>
</tr>
<tr>
<td>2000</td>
<td>4912</td>
<td>1709</td>
<td>34.79 %</td>
</tr>
<tr>
<td>2001</td>
<td>8661</td>
<td>2878</td>
<td>33.23 %</td>
</tr>
<tr>
<td>2002</td>
<td>8723</td>
<td>1547</td>
<td>17.73 %</td>
</tr>
<tr>
<td>2003</td>
<td>12949</td>
<td>3022</td>
<td>23.34 %</td>
</tr>
<tr>
<td>2004</td>
<td>22439</td>
<td>3111</td>
<td>14.73 %</td>
</tr>
<tr>
<td>2005</td>
<td>14155</td>
<td>3463</td>
<td>24.46 %</td>
</tr>
</tbody>
</table>

Source: The Federal Public Service Recruitment Board, WWW. Sudarecboard. Org

From table (3.13) above it can be seen that:
(f) The number of registered graduates relatively fluctuating but with a general ascending trend.
(g) The number of selected candidates – though unstable – but tends to be diminishing.
(h) The rate of unemployed graduates is generally increasing with some variations.
(i) This rate of unemployment can be a misleading one because it neglects those unregistered graduates, who – led by despondence – refrained from the Board.

The role of the states (P.S.R.Bs) is almost an insignificant and declining one.

The numbers of university graduates selected by the Khartoum State (P.S.R.B) during the period (1996 – 2005) are as shown in table (3.14) below:
Table (3.14) the distribution of selected university graduates (1996 - 2005)
The year 1996 is the base year for the index numbers of selection

<table>
<thead>
<tr>
<th>Year</th>
<th>Males</th>
<th>Females</th>
<th>Total</th>
<th>Index number</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
<td>%</td>
<td>Number</td>
<td>%</td>
</tr>
<tr>
<td>1996</td>
<td>806</td>
<td>34.09</td>
<td>1558</td>
<td>65.91</td>
</tr>
<tr>
<td>1997</td>
<td>684</td>
<td>57.33</td>
<td>509</td>
<td>42.67</td>
</tr>
<tr>
<td>1998</td>
<td>179</td>
<td>60.88</td>
<td>115</td>
<td>39.12</td>
</tr>
<tr>
<td>1999</td>
<td>400</td>
<td>73.39</td>
<td>145</td>
<td>26.61</td>
</tr>
<tr>
<td>2000</td>
<td>503</td>
<td>62.09</td>
<td>307</td>
<td>37.91</td>
</tr>
<tr>
<td>2001</td>
<td>150</td>
<td>21.96</td>
<td>533</td>
<td>78.04</td>
</tr>
<tr>
<td>2002</td>
<td>264</td>
<td>40.18</td>
<td>393</td>
<td>59.82</td>
</tr>
<tr>
<td>2003</td>
<td>421</td>
<td>34.42</td>
<td>802</td>
<td>65.58</td>
</tr>
<tr>
<td>2004</td>
<td>280</td>
<td>35.64</td>
<td>413</td>
<td>64.36</td>
</tr>
<tr>
<td>2005</td>
<td>256</td>
<td>36.62</td>
<td>342</td>
<td>63.38</td>
</tr>
</tbody>
</table>

Source: Public Service Recruitment Board - Khartoum State

From table (3.14) above the following facts can be extracted:
(a) There is a remarkable continuous decrease in the total number of selected candidates.
(b) The index numbers as compared with the base year (1996) are fluctuating to some extent with a general descending trend, they range between (50.47 %) in 1997 and (25.29 %) in 2005.
(c) The portion of females is persistently increasing at the expense of males.

The distribution of selected university graduates according to the employing units in the years (2003 - 2005) is as shown in table (3.15) below:

Table (3.15) the distribution of selected university graduates (2003 - 2005)

<table>
<thead>
<tr>
<th>Unit</th>
<th>2003</th>
<th>2004</th>
<th>2005</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>number</td>
<td>%</td>
<td>number</td>
</tr>
<tr>
<td>Ministry of Education</td>
<td>1100</td>
<td>89.94</td>
<td>676</td>
</tr>
<tr>
<td>Ministry of health</td>
<td>81</td>
<td>6.62</td>
<td>13</td>
</tr>
<tr>
<td>Ministry of agriculture</td>
<td>11</td>
<td>0.91</td>
<td>-</td>
</tr>
<tr>
<td>Social &amp;Cultural affairs</td>
<td>6</td>
<td>0.49</td>
<td>-</td>
</tr>
<tr>
<td>Ministry of Finance</td>
<td>1</td>
<td>0.08</td>
<td>-</td>
</tr>
<tr>
<td>Ministry of Youth &amp; Sports</td>
<td>-</td>
<td>0</td>
<td>2</td>
</tr>
<tr>
<td>Department of Lands</td>
<td>24</td>
<td>1.96</td>
<td>2</td>
</tr>
<tr>
<td>TOTAL</td>
<td>1223</td>
<td>100 %</td>
<td>693</td>
</tr>
</tbody>
</table>

Source: Public Service Recruitment Board - Khartoum State

Table (3.15) shows that:
(3) The bulk majority of selected candidates are employed in the Ministry of Health, which employed (89.94 %), (97.55 %) and (94.15 %) of them in the years 2003, 2004 and 2005 respectively.
(4) The Ministry of Health employed (6.62 %) of the selected university graduates in 2003, (1.87 %) in 2004 and nothing in 2005 in spite of the fact that health services should be given the foremost priority.

(5) The ministry of Social and Cultural Affairs employed (5.02 %) of the university graduates in 2005.

(6) The contribution of all the other ministries and departments is insignificant.

The numbers of secondary school graduates selected by the Khartoum State (P.S.R.B) are poorer than those of university graduates.

Table (3.16) below can clarify this fact:

Table (3.16)
The numbers of selected secondary schools graduates (2003 - 2005)

<table>
<thead>
<tr>
<th>Unit</th>
<th>Year</th>
<th>2003</th>
<th>2004</th>
<th>2005</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>number</td>
<td>number</td>
<td>Number</td>
</tr>
<tr>
<td>Ministry of Health</td>
<td></td>
<td>221</td>
<td>10</td>
<td>-</td>
</tr>
<tr>
<td>Ministry of Education</td>
<td></td>
<td>24</td>
<td>35</td>
<td>-</td>
</tr>
<tr>
<td>Social &amp; Cultural Affairs</td>
<td></td>
<td>-</td>
<td>-</td>
<td>70</td>
</tr>
<tr>
<td>Ministry of Youth &amp; Sports</td>
<td></td>
<td>2</td>
<td>-</td>
<td>70</td>
</tr>
<tr>
<td>Department of Lands</td>
<td></td>
<td>-</td>
<td>29</td>
<td>-</td>
</tr>
<tr>
<td>Total</td>
<td></td>
<td>247</td>
<td>74</td>
<td>70</td>
</tr>
</tbody>
</table>

Index number 100% 27% 25.5%

Source: Public Service Recruitment Board - Khartoum State

Table (3.16) shows that:
(1) The index numbers of selected candidates as compared with the base year (2003) are not only low but also declining.
(2) Almost all the selected candidates (99.19 %) were employed in two ministries; the Ministry of Health and the Ministry of Education in 2003.
(3) The same two ministries employed (60.81 %) of the selected candidates in 2004. the residual (39.19 %) was employed in the Department of Lands.
(4) All the selected candidates in 2005 were employed in the Ministry of Social and Cultural Affairs.

It can be concluded that the contribution of the Khartoum State to solve or at least alleviate the problem of unemployment is insignificant and unreliable.

Moreover, the Sudanese civil service is badly exploited and exhausted by a serious kind of unemployment; this kind can be called the concealed or the masked unemployment, the serious point is that this PAID unemployment maximizes the expenses through undue wages and salaries on the one hand and hamper the overall performance of the organizations on the other hand. This form of unemployment is attributed to following factors:
(a) Overstaffing in many units particularly the attractive ones, where employment decisions – particularly in the lower level posts – are often built on subjective viewpoints and interests irrespective of the job interest. This indicates a quantitative problem
(b) Unfair selection and appointment, which brings in a lot of incompetent employees at the expense of merit. This indicates a qualitative problem. Economically speaking those idle employed ones maximize the governmental expenditure but on the other hand they neither constitute a significant addition to output nor contribute to its improvement, i.e. they tend to reduce efficiency and productivity.

(3) Functional distortions:
As a natural result of voluntary turnover (resignation and retirement) and involuntary turnover (dismissal for different reasons) on the one hand and the unfair appointments and promotions on the other, the Sudanese public service is affected by the following problems:
(a) The remarkably declining performance, where the new intruders lack the qualifications, the skills, the experience, the competence and even the ethics of the jobs in which they are imposed.
(b) The unfair conflict between those new intruders – who came to power by illegitimate ways – and the opposing employees, who occupy these posts by virtue of their qualifications, seniority, performance and merit.
(c) The confusing overlapping of authorities and responsibilities, where the unskilled new comers usually tend to rob the authorities of other officials on the one hand and evade their own job duties on the other. The first case results in duplication, contradiction, inconsistence and harmful conflicts, while the second results in omission and negligence.

The deplorable state of the Sudanese civil service is indisputably undeniable, the Lieutenant general Alison Manani Magaya, the Minister of Labour, Public Service and Human Resources Development admitted that the civil service suffers serious problems and limitations. He exemplified the following:
(1) Bad patterns of job behavior that constitute the biggest challenge to be confronted if the civil service is to be reformed.
(2) The lack of respect to the value of time. (1)
Favoritism in transfers and promotion beside the lack of sound training policies created and accumulated many chronic problems in the structure, and hence the functions of public service. The following are but examples:
(a) In spite of the fact that promotion implies advancement and job growth i.e. change of duties and responsibilities at both qualitative and quantitative levels, many civil servants particularly the poorly educated rankers tend to be petrified in their old junior jobs, they fear exploring new areas of work or shouldering new responsibilities, they lack the talents and capabilities of leadership and initiative because they are not used to make decisions but to implement them literally, they are not used to give orders or instructions to others but to receive and obey these orders and commands blindly, their personal traits qualify them be subordinates rather than supervisors.

As a logical outcome of such a situation they acquire no more skills or experience, they add nothing to their jobs or to themselves, they only addition is the increase in their salaries.

(1) Sid Ahmed Khaleefa, The minister of Labor admits the limitation of civil service, Al-watan Newspaper, Issue No. (1022), Monday March 12th 2006, p. 3
(b) In spite of the fact that transfer and redeployment aim at achieving the optimum use of human resources, and hence, maximizing efficiency of the organization, beside the benefits of practical training that enriches the employees knowledge, experience, skills and human relations, many civil servants may stay more than twenty years in one office and insist to resist any transfer decision, while other ones undergo the experience of transfer every year and suffer instability.

(c) Due to unfair deployment, improper transfers, inadequate training, slackness, absenteeism, evasion, lack of coordination and absence of supervision, it is very natural to see a particular employee that holds and monopolizes a routine work, consequently this work is often suspended or neglected when that employee is absent for any reason, where the other ones neither able nor willing to do that work. The final result is a considerable undue delay of procedure that gives rise to clients' dissatisfaction and affects the reputation of the organization.

(4) Indiscipline and administrative disorder:

Indiscipline and disorder are very salient features of the Sudanese civil service; the superior – subordinate relations are severely affected by the vertical distortions that took place since the beginning of the 1990s, political and ideological considerations led incompetent persons to leadership posts to become the most influential employees in their wretched units in spite of the fact that their assumed subordinates have better qualifications, better and longer experience, and better performance. This situation gave rise to further frustrations and more job dissatisfaction that almost destroyed the civil service.

The Ministry of Health and particularly the governmental hospitals are very seriously affected by this invasion of the Salvation regime establishment or empowerment policies (Al-tamkeen). Many doctors, who by hook or crook got their medicine certificates but failed or refrained to be practitioners, found it easier and more feasible to be (managers) in spite of the fact that nether their qualifications suit the field in which they intrude nor their job grades qualify them to do so. In all the governmental hospitals one can see more than five (chiefs) under different illusory titles such as general manager, vice general manager, assistant general manager, managerial manager, medical manager, medical manager for emergency section, quality control manager, quality control coordinator ...etc.

This disorder is engineered and manipulated by the General Directorate of Curative Medicine, which somehow has the real authority of the minister and the undersecretary and, hence it continuously intrudes in the financial and administrative affairs of hospital to monopolize power and money.

All the conspiracies hatched their find no resistance because the (leaders) of hospitals occupy their posts by virtue of their compliance and loyalty to the gang of Curative Medicine; hence it is natural to see horrible aspects of disorder and misgovernment.

Dr. Sayyid Gannat pointed out that: "the deterioration of the Ministry of Health is the responsibility of its leaders and senior officials, unfortunately those officials are themselves doctors, who should know the value of health, here lies the tragedy of the Federal Ministry of Health. The oppressed Sudanese citizen has no choice in the place of treatment even in the emergent and urgent cases, the health services
since the 30\textsuperscript{th} June coup became a luxury for the poor and the deprived where the state has completely denied and abandoned her role towards its citizens." (1)

Moreover, the Ministry of Health entered the field as an investor and created within the governmental hospitals the so called (private wings) that include wards, rooms, laboratories, X-ray … etc. The deterioration in civil service in general and the Ministry of Health in particular can be seen in many aspects, the following are but examples:

(1) Many of the competent qualified officials were discharged and replaced with incompetent unskillful ones on the basis of loyalty and compliance to the ruling regime.

(2) Those ineligible new comers, who now hold influential posts that exceed even their dreams in spite of the fact that their humble skills and talents do not qualify them to occupy these posts even if they lived for centuries, usually trespass all the professional ethics and considerations to the extent that enables them to deal arrogantly and haughtily even with their yesterday teachers. How could one after all these farcical discrepancies weep or lament upon the ruins of civil service? Is it reasonable or credible to place an obligatory patriotic service doctor as a manager of a national directorate in the Ministry of Health if it is not for political compliance? Is it acceptable or even believable to appoint a doctor who just passed the houseman period as a vice general manager or an assistant general manager of a federal hospital if it is not for ideological orientation? Is it logical or ethical to put a doctor as a dean of a faculty immediately after being awarded the degree of specialization if it is not for loyalty to the ruling regime?

The examples of such cases are so much. Some sections of federal educational hospitals close at 2:00 p.m. Many federal hospitals have no ambulance cars, while their assumed leaders overburden them with profligate expenditure in both rental and governmental cars.

(3) The hospitals' boards of directors, which enhance and complete the role of the general managers, were abolished by the Salvation Regime and replaced by the triangular power of the general manager, the assistant general manager and the general secretary (administrative manager). In some hospitals a quadrangular force, which includes the medical manager, may be seen. These three or four persons are usually appointed on the basis of political compliance regardless of their competence and skills. The natural outcome of this practice is a complete deterioration and collapse of all the health and medical services.

(4) The spade of political loyalty and compliance destroyed every thing, due to the arbitrary policies and practices of (al-tamkeen) all the influential posts in the Ministry of Health have been heavily politicized and dominated by the monopolistic power of the Salvation regime, which appointed its disciples in these posts irrespective of their merit and competence.

(1) Dr. Sayyid Abd Al-Gadir Gannat, What is going on in the Federal Ministry of Health, Al-Ayyam Newspaper, issue No. (8274) Wednesday 17/8/2005, p. 5
(5) The Ministry of Health as a part and parcel of the Sudanese civil service has been badly affected by the greedy trends of monopoly, commercialization and privatization, providing treatment and medical services for the poor sick citizens is no longer a priority. The foremost priority is the collection and maximization of revenues even in emergent and urgent cases.

(6) A considerable portion of the qualified skillful medical and paramedical personnel left their jobs in the Ministry of Health to save their dignity and self-esteem. They preferred either expatriation, which gave them more convenient job conditions, higher incomes and better status, or internal migration towards private clinics and hospitals, where they enjoy higher incomes and liberty as well.

(7) The expatriate and emigrant medical and paramedical personnel, who were discharged in the name of public interest, constitute the spinal column of health and medical services in the countries to which they migrated.

(8) The deterioration of performance in the Ministry of Health is very evident to all the Sudanese people, satisfactory medical services in governmental hospitals are unavailable even in the Khartoum state, which embraces ten faculties of medicine that lack the educational hospitals.

(9) These inflicted hospitals are infested and governed by a group of unskilled, inexperienced, incompetent, and dishonest individuals, bred by the so-called General Directorate of Curative Medicine, which exploited and exhausted the resources of hospitals to enrich their disciples at the expense of public interest.

The prevalent disorder in the Ministry of Health needs a strong quake that shakes and destroys its pillars so as to start the reform from the zero point on the basis of a constant scientific strategy that never changes or perverts according to the changes of governments or officials.(1)

Table (3.17) shows the distribution of assistant general managers and medical managers according to their ages and years of service:

(1) Ibid, p. 5
Table (3.17) the distribution of assistant general managers and medical managers according to age and experience:

<table>
<thead>
<tr>
<th>Experience</th>
<th>4-</th>
<th>6-</th>
<th>8-</th>
<th>10-12</th>
<th>Total</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Age 25 -</td>
<td>1</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>1</td>
<td>2.8%</td>
</tr>
<tr>
<td></td>
<td>30 -</td>
<td>2</td>
<td>17</td>
<td>3</td>
<td>22</td>
<td>61.1%</td>
</tr>
<tr>
<td></td>
<td>35 -</td>
<td>1</td>
<td>9</td>
<td>1</td>
<td>11</td>
<td>30.55%</td>
</tr>
<tr>
<td></td>
<td>40 -</td>
<td>0</td>
<td>0</td>
<td>1</td>
<td>2</td>
<td>5.55%</td>
</tr>
<tr>
<td></td>
<td>45 -</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td></td>
<td>50 -</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td></td>
<td>55 – 60</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Total</td>
<td>4</td>
<td>26</td>
<td>5</td>
<td>1</td>
<td>36</td>
<td>100%</td>
</tr>
<tr>
<td>%</td>
<td>11.1%</td>
<td>72.2%</td>
<td>13.9%</td>
<td>2.8%</td>
<td>100%</td>
<td></td>
</tr>
</tbody>
</table>

Source: Federal Ministry of health, the Directorate of Curative Medicine and the Personnel Management, the personal files concerned.

From table (3.17) above the following facts can be noticed:
(1) 63.9 % of the assistant general managers and the medical managers are belong to the age interval (25 -35) years.
(2) 30.55 % of them fall within the age interval (35 -40).
(3) 94.45 % of them are below 40 years old.
(4) The ages of 5.55 % of them range between 40 and 45 years.
(5) 83.3 % of them are employed before less than 8 years.
(6) Only 13.9 % of them exceeded eight years in service.
(7) Those who completed ten years in service are only 2.8 %
(8) Regarding that all of those pretending managers are junior doctors, who hold only the Bachelor of Medicine and have been employed in the same year of graduation, it can appear that their dates of graduation range between 1995 and 2001.

It can be concluded that those young inexperienced doctors, whose job grades are not higher than grade (7), lack the experience even in the field of medicine. Yet they monopolize the decision making process and manipulate not only the fiscal resources of hospitals but the human resources as well.

(5) The vicious cycle of corruption:

The prolonged dominance of corruption is apt to generate and establish further corruption, where those who occupied (higher leadership and influential posts) by means of corruption tend to enhance and strongly support corrupt practices on the one hand and do their best to hamper and abort all the reformatory attempts on the other hand.

Improper placement of individuals, unfair promotions and arbitrary decisions of transfer or discharge caused considerable distortions in the structure of civil service and gave rise to further distortions through the misuse of power by those new
invaders, who do their very best to annoy and get rid of their opponents by all means and bring their followers to replace them. Moreover, the dominance of corruption can press many civil servants and push them towards one of the following directions:

(a) Defeatist attitude, which implies slackness, absenteeism, tardiness, negligence, apathy and evasion. i.e. poor performance.
(b) Opportunist attitude, which implies contributing to corruption and involvement in dirty transactions. i.e. deviance.
(c) Honest attitude, which leads either to resist and pay the price of struggle (i.e. involuntary turnover) or to quit entirely by voluntary retirement, resignation or semi-resignation, which is dismissal for forty five days or more of absence according to sub-section (50/L) of the (P.S.R) 1995 (i.e. voluntary turnover.)

It is clear that all the above-mentioned attitudes are harmful for the civil service at both structural and functional levels. Simply because they strengthen triumphant camp of corruption and weaken the situation of straightforward employees, who are already crushed and cornered.

The following examples can clarify the vicious cycle of corruption:

(1) Political corruption which spoils the civil service and causes many structural distortions by legalizing the illegitimate practices like improper appointments, invalid promotions, unfair transfers, aggressive disciplinary decisions and arbitrary discharge …etc results in low morale, which in turn results in poor performance and unpleasant forms of organizational behavior, these forms of behavior are themselves types of corruption. Moreover, they affect the overall performance and efficiency of the institution as a whole.

(2) Corruption in compensation policies can give rise to further aspects of corruption as follows:
   (a) It demoralizes public servants and, hence, results in the above-mentioned forms of behavior that eventually affect the organization's efficiency and effectiveness.
   (b) It deteriorates the real incomes of public servants; this deterioration of incomes beside the rising costs of living creates economic hardships that- in addition to psychological factors - can lead to fiscal corruption that includes bribery and embezzlement. Fiscal corruption – in turn – affects the overall performance, effectiveness and efficiency.

(3) Corruption in selection, appointment and placement results in structural and functional distortions, the intruders, who are in power by virtue of this corrupt practices jeopardize the stability and harmony of the units concerned by their frequent violations, abuse of power and perverted practices that waste the resources of the institution and, hence, affect the country's economy as a whole. This economic impact can consequently affect the government ability to pay and reflect negatively on pay structures and compensation policies.

(4) Corruption in recruitment and selection is a major factor behind the unfair prolonged unemployment on the one hand and the destructive structural distortions of the civil service on the other hand. Unemployment – in turn – has its noxious psychological, social and economic effects on individuals and organizations.

(5) Corruption in promotions and disciplinary actions causes job dissatisfaction grievances and poor performance, which can eventually result in either voluntarily or involuntary turnover. This establishes the unfair rule of survival for the stronger
and the more corrupt, which will have its destructive impact on the whole civil service.

(6) The unpunished officials who committed considerable crimes against public property set a very bad example for other employees and push them either to ride the wave of their abominable practices or quit their jobs to escape the repugnant reputation of their organizations.

(7) Corruption in recruitment and selection affects the civil service at both qualitative and quantitative levels; it results in selecting and employing candidates who may lack the requisites of the jobs concerned, while other candidates who have better and more suitable qualifications, more talents and skills are not given the opportunity. This affects the structure of civil service and hence its overall performance, effectiveness, efficiency and productivity.

(8) Corruption in placement and transfer can result in the following consequences:
   (a) Horizontal structural distortions where – according to the push-pull theory – some units are heavily burdened with overstaffing while others suffer from acute shortage i.e. understaffing. This can be seen at the states' level and the departmental level where the Khartoum State for example is more attractive than the other peripheral states and, similarly some ministries, departments and public corporations are more attractive than others.
   (b) Disciplinary problems that may lead to resignation, semi-resignation or arbitrary discharge.
   (c) Working reluctantly and unwillingly, which affects performance and organizational behavior.

(9) Corruption in training has the following results:
   (a) Wasteful expenditure particularly in educational envoys abroad.
   (b) Irrational utilization of human resources.
   (c) Unfair and inequitable treatment of employees which results in poor morale and grievances.
   (d) Lower effectiveness and efficiency.

(10) Corruption in promotions is apt to create the following problems:
   (a) Filling posts with ineligible employees at the expense of more competent ones.
   (b) Vertical structural distortions, where the standards of performance, qualifications and seniority are replaced by non-merit criteria.
   (c) Unsatisfactory vertical relations between supervisors and subordinates.
   (d) Poor morale and grievances.
   (e) Inconvenient work environment that manifest itself in poor morale, mutual animosity and lack of confidence, discrepancies, contradictions and undue conflicts.
   (f) Voluntary turnover.

(6) Involuntary turnover:

Many competent employees have been discharged for political or ideological causes in the name of public interest or service interest. This resulted in many distortions at both structural and functional levels and affected the performance of the units concerned.
The impact of corruption at the overall socio-economic level:

The mad conflict over power and wealth – which kept to be the major cause behind the prolonged civil war that badly affected the Sudanese economy and hence the public service – did not cease after the agreement of peace. The exploitation of the already exhausted resources of the unlucky country is still going on in the name of peace and national unity. The bill of political corruption - which pivots around power and wealth and the attempts to compromise between the different partners – i.e. the National Congress and the (S.P.L.M), is absolutely the highest and the most costly one since the independence of the country, the so called Transitional National Unity Government is composed of 32 federal ministers, 33 state ministers, 32 under secretaries and 12 consultants of the President, in addition to the 26 states' governors (Welah) and ministers.

Regarding that each government of the 27 states constitutes of a governor (wali) and eight ministers, it can be seen that the number of regional ministers is (216). When the number of public corporations and national funds is added such as the Taxation Chamber, Zakat (alms) Chamber, Students' Support Fund, Al-Hijab Support Scheme, Health Insurance Fund, Social Insurance Fund …etc it can appear very obviously that the resource of the country are profligately and selfishly wasted to provide incredible privileges for hypocrite exponents of the ruling regime and their follower at the expense of public interest.

Corruption in compensation policies created and aggravated the following problems:

1. Continuously widening gap between the civil servants' low incomes and the high costs of living, which implies more suffering.
2. Deteriorated real incomes of civil servants, which are continuously falling vis-à-vis the increasingly rising prices and costs of living.
3. Continuously and seriously declining standards of living among civil servants, where wages and salaries are too poor even to provide the persistence level of living.
4. Distorted unequal distribution of income – particularly after the so called economic liberalization policy – where the parasitic minority that monopolizes both wealth and power enrich excessively at the expense of the impoverished and underpaid civil servants through the merciless exploitative mechanism of the market.
5. Severe social stratification, where one of the major objectives of compensation policies is to achieve social equity through the redistribution of income, but unfortunately, the Sudanese civil service since its emergence never witnessed such a policy. Instead it experienced a series of arbitrary unrealistic wage adjustments, which aggravated the problem of income distribution and consecrated severe stratification.

It is argued that: "Inequality produces or leads to other forms of inequality in the society, these patterns of inequality lead to greater economic inequality." (1)

It can be concluded that under the status quo conditions of economic liberalization the incremental adjustments in pay structures and allowances, perpetuate the problem of poverty and cause severe distortions in the socio-economic structure. Such inequalities are usually built into the social structure and may persist from generation to generation. The serious implication of this is that socio-economic distortions perpetuate inequality and expand poverty to be an inherited legacy – as well as wealth – in such a situation this vicious cycle of poverty is seldom broken and often by illegal and unethical practices.

The footling salaries of civil servants has badly affected their social status and put them almost at the bottom of the society. This statement is built on the fact that: "Economic stratification depends on what people earn (i.e. income) and what they own (i.e. wealth)" (1). This is quite consistent with the predominant social orientation, where social status is determined by economic status irrespective of other factors. The logical result is that civil servants, who earn very poor incomes, are naturally deprived from wealth, and accordingly, they occupy a low rank in the Sudanese society.

Corruption in disciplinary policies and actions has the following noxious effects:
(a) Discharging indispensable employees, this affects the overall performance, effectiveness and efficiency.
(b) Creating an inconvenient working environment, by the absence of trust, respect, tranquility, peace and satisfaction.
(c) Voluntary and involuntary turnover.
(d) Appeals and grievances.
Fiscal corruption, which includes embezzlement, bribery, forgery…etc, has the following serious and destructive consequences:
(a) Loss of public property and wastage of resources, which hinders the socio-economic development of the whole country.
(b) Destruction of ethics and codes of behavior, where stealing public money is no longer that disgraceful crime, further more, the honest straightforward public servants are looked at as idiot, backward and coward creatures.
(c) Social and economic changes in the lives of offenders as a result of sudden and illegal enrichment.
(d) Economic, social and psychological effects that harm individuals and their families when they are criminally convicted.
(e) Unpleasant reputation of public service.
(f) Demoralization of potential good employees.
Moreover, the dispersal of corruption tends to have an infectious nature in the Third World countries, the loans, grants and relieves given by the rich developed countries to poor ones particularly during disasters, catastrophes and wars usually miss their way to the affected people and go to the benefit of corrupt officials who swallow them shamelessly. Furthermore, corruption of governmental bureaus in the underdeveloped countries sometimes extends and affects the foreign organizations in the granting countries.

The natural outcomes of such practices are:
(1) Excessive misbegotten enrichment of corrupt groups in the recipient countries at the expense of socio-economic development in their poor countries.
(2) Failure to relieve the deprived people and alleviate their suffering, which exposes them to more misfortunes.
(3) Hampering the developmental process in the whole country.
(4) Affecting the N.G.Os of the granting countries, which often tend to have one of the following attitudes:
(a) Either to have their share in the dirty game of reciprocal benefits. This corruptibility aggravates inequalities and discrepancies i.e. it worsens social and economic stratification.
(b) Or to mistrust the governments of those unlucky countries. This mistrustful trend can open the door of foreign intervention that jeopardizes the sovereignty of those countries, or push the granting countries to refrain or cease giving any relief or grants.
It can be concluded that socio-economic development in the less developed countries (L.D.Cs) is badly affected by corruption at all events. In fact any talk about development in the Third World countries – particularly those ruled by totalitarian regimes – is but a hypocritical political slogan to lull the poor masses and to mask the organized plunder of public money.
The Ministry of Health and governmental hospitals are a fecund hotbed for fiscal corruption, which includes forgery and embezzlement, which are justified by unreasonable causes such as cars and houses rents, maintenance expenses, rewards, bonuses; it was proved by evidence that corrupt officials in governmental hospitals of Khartoum are involved in forgery and embezzlement. Profligate expenditure can be seen in the following:
(1) Patients – unfortunately – are the first victim of embezzlement and forgery in hospitals, auditing revealed a deliberate duplication in payments of the patients' food. The cost is paid twice; firstly by valid cheques, received by the food contractor and secondly by falsified pay orders issued in the name of the food contractor, approved by those officials and stamped by the cashier. The food contractor proved that he had received no cash money from the cashier.
(2) The bills of those officials' mobile phones are paid from the revenues, in spite of the fact that such bills should not be paid without the approval of the Council of Ministers, which has issued a leaflet that governs the use of mobile phones in governmental offices. "The paid bill for the mobile phones of two officials in one hospital was one million Sudanese pounds for the period from February 2005 to June 2005." (1)
(3) The bills of those officials' rented houses are paid from the revenues, in spite of the fact that such bills should not be paid without the approval of the Council of Ministers and the Ministry of Finance and National Economy provided that there is a specified fund in the annual budget for such expenses. "The paid bill for the rented houses of two officials in one hospital was 14350000 Sudanese pounds for the period from February 2005 to June 2005." (2)
(4) Al-Taj Osman, Details of Major Offends Against Public Property in a Governmental Hospital in Khartoum, Glutting the Patients' Food, Al-Rai Al-'Aam newspaper, issue No.(2902) , Sunday 25.9.2005, p.5
(5) Ibid p.5
(6) Two cars were hired for the personal use of two officials of one hospital. "The paid bill for the rented limousine cars of two officials in one hospital was (23725000) Sudanese pounds for one car per year." (1)

(7) The illegal nature of this deal can appear when it is noticed that:

(a) The rent is not approved by the Ministry of Finance.
(b) There are no specified funds for cars rents in the budget of that hospital.
(c) The rent contracts were made with individuals without any competition or bids, which contradicts the Financial and Accounting Procedure Regulation 1995.
(d) The contracts were not documented by the legal consultant of the Ministry of Health.
(e) There were no ownership certificates of those cars to insure that those contracts were not illusory.
(f) The annual rent of one car (i.e. 23725000 Sudanese pounds) exceeds its price in the market (i.e. 17000000 Sudanese pounds).

(8) The bills of maintenances were paid from the hospital's revenues regarding that:

(a) The composition of the maintenance committee neglected the engineering and technical specialization.
(b) Large unauthorized funds were paid without the confirmation of the Legal Consultant of the Ministry of Health.
(c) There is no technical report of any competent authority that approves the reliability of maintenance. There are no documents that confirm the purchases or the storage of the maintenance materials.
(d) The pay sheets that confirm the payments were not attached with the pay documents.

(9) A monthly fund is paid for the four offices of those officials from the hospital's revenues, regarding that:

(a) These funds are just paid from the hospital's revenues and not included in the account of deposits and trusts in (chapter two of the budget).
(b) The confirming documents of payment are not attached.
(c) These funds are not clearly and accurately defined or connected with specific persons, where there is no book keeping for such expenses.

(10) Salaries are paid in advance for some employees in spite of the fact that they are neither in their annual ordinary leaves nor in their final leaves, which contradicts both the Public Service Regulation 1995 and the Financial and Accounting Procedure Regulation 1995.

(11) The huge fiscal rewards paid for those officials exhausted more than 34% of the hospital's revenues, regarding that:

(a) The paid sums exceed the maximum level decided by the General Directorate of Curative Medicine

(1) Al-Taj Osman, Details of Major Offends Against Public Property in a Governmental Hospital in Khartoum, Pay Documents without Pay sheets, Al-Rai Al-'Aam newspaper, issue No.(2903), Monday 26.9.2005, p.5
(b) These rewards are given to irrelevant persons who have nothing to do with the job concerned.

(c) These rewards are paid for routine works that are by their nature part of those employees' job duties.

(d) The pay order includes more than 22 different names of fiscal incentives such as overtime, general reward, performance reward, administration reward, revenues follow up reward, purchases committee reward, budget committee reward, maintenance committee reward, treasure inventory reward, visit reward, evening round reward, external follow up reward, transport committee reward, revenue collection reward, inquiry reward, D.A.Cs reward, shifts reward …etc.

(10) In spite of the existence of a purchasing committee formed by the general manager, the legal procedure of purchasing and contracting are not followed. The following examples can be given:

(a) Most of the purchases are accomplished by only one bill.

(b) The final bills (receipts) are usually not attached.

(c) The bought articles are not clearly defined, a bill of (750000) Sudanese pounds is paid for surgical equipments in spite of the fact that the quantity and the quality of the items are not clearly described in the request or the bill, moreover, the final bill is not attached.

(d) Most of the purchases particularly the maintenance materials are bought from specific places and concentrated in certain sections.

(e) The purchases are not inspected or checked up to ensure that they satisfy the qualitative and quantitative specifications.

(f) The orders of purchasing and the orders of spending or dispensing from the stores are approved the same person, which can open the door for illusive purchases.

(g) The store keeper is not permanently employed, yet the funds of all the purchases are issued in his name.

(h) In spite of the fact that the Financial and Accounting Procedure Regulation 1995 stated that any governmental unit must specify a book for its bank account, this book does not exist. The serial numbers of cheques are written without the names of those who received them.

(i) The monthly budget of the bank account is not regularly made.

(j) Many cheques are issued without a sufficient balance, which resulted in R.D cases and violated both of the Ministerial leaflets No. (90) and the Financial & Accounting Procedure Regulation 1995. (1)

The governmental system particularly under the National Salvation Regime is an exploitative one that exhausts its poor citizens – particularly public servants – through the merciless monopolistic market mechanism that overburdens the impoverished people by the heavy fees, duties and tax and the madly increasing costs of living on the one hand and the trivial wages and salaries on the other hand.

(1) Al-Taj Osman, Details of Major Offends Against Public Property in a Governmental Hospital in Khartoum, Fiscal Rewards, Al-Rai Al-'Aam newspaper, issue No.(2904), Tuesday 27.9.2005, p.5
The symbols of this regime, who manipulate and monopolize the market avail of any increases in the prices of necessary goods and services such as fuel, building materials, sugar, meat, bread … etc i.e. the misfortunes of the poor people are the boons of the parasitic power holders. Senior officials at both the executive and statutory levels tend to lack trueness and transparency; this has affected their credibility before citizens, who in turn began to mistrust and disbelieve them. The governmental attitudes and behavior towards the frequent disasters of bird flu, cholera and Rift Valley fever are but examples. Al-Sahafa Daily published a long essay written by Prof. Abdalla Abd al-Lateef, an expert veterinarian in the Referential Laboratories in Pretoria, he stated that: "In his speech about the Rift Valley fever before the National Assembly and the Council of States the Minister of Animal Resources contended that some samples of the Sudanese cattle were sent to the Referential Laboratories in South Africa for investigation and the result has been (negative). This statement is untruthful for the following:

(1) In October / 2007 the Ministry of Health requested the help of the World Health Organization (W.H.O) to control and prevent the expansion of the disease, the three weeks from 2.11.2007 to 23.11.2007 recorded (915) cases and (347) out of them have died, i.e. the mortality rate was (38 %). These statistics are fearful regarding that the cases registered in hospitals reflect only the very severe ones that managed to reach hospitals and that the majority of victims are farmers and shepherds in the White Nile, Al-Jazeera and Sennar states that may die not only before arrival to hospitals but even before the discovery of disease.

(2) The cases of death among sheep particularly in Al-Jazeera State exceeded hundreds and those of abortion are incredible.

(3) It requires a great effort and a long time to undertake wide surveys that cover the infected area and the surrounding areas at least in the three affected states, in order to assure that the flock is safe and sound. Unfortunately time from the emergence of this epidemic disease till now is too short to achieve such a study.

(4) According to the Referential Laboratories in Pretoria and the Sudanese Embassy in South Africa no sample from the Sudan is received till 26.11.2007, which confirms that the announcement of the Minister of Animal Resources is untruthful. "(1) Addressing the Minister of Animal Resources Prof. Abdalla Abd al-Lateef continues: " do you know that your reports to the Sudanese people and to the whole World are false and untruthful? Have you seen with your eyes the assumed results of investigation that – according to you – have come from Pretoria? Why do you tell lies and the pioneer should never deceive his people? Why do you kill your citizens by obscuration and untrue statements when you should have given them the whole truth and alarmed them with all the potential hazardous risks? Make a national campaign against the plague and do not sell the lives of people for the dollars of export." (2)"

(1) Prof. Abdalla A / Lateef, Very frankly; The Rift Valley Fever, Al-Sahafa Daily, Tuesday, 11.12.2007, issue No.(5203), p.9
(2) Ibid, p.9
(5) In an interview about the same problem Dr. Beshir Taha, the Undersecretary of the ministry of Animal Resources, mentioned that the duration of the virus in the animal is only one week, the Ministry of Animal Resources has made a program to check and inspect the Greater Bairam's sheep in their sales points and the number of exported sheep on 10/11/2007 was 9000. Prof. Abd al-Lateef criticized these statements and refuted them by the following arguments:

(1) The virus of the disease stays in the bellies of the animal and particularly in the spleen for twenty one days.

(2) The assumed program is neither scientific nor practicable because most of the cases of old sheep (older than one year) do not show clear clinical symptoms and, hence, can not be diagnosed without a laboratory investigation, which is unavailable in country.

(3) The exportation took place ten days after receiving the (positive) result of the Central Laboratory – Soba, which revealed that from a sample of 700 the rate of infection is (49 %), while it should have been forbidden for at least one month before being recommenced according to the regulations of the International Organization for Animal Health."

The lack of transparency and the absence of the rule of law enabled many embezzlers to rob hundred millions of pounds and escape punishment; this paved the way for the growth and domination of corrupt practices. This argument is confirmed by recent report of the International Transparency Organization (ITO) for the year 2007 reveals the aggravated situation of the Sudan, which now occupies the fifth rank after Iraq, Haiti, Myanmar and Guinea in the list of the most corrupt countries in the world. (2)

The social impact of corruption:

The social impact of corruption is very serious, where the citizens – due to frequent disappointments – tend to lose hope and confidence in their government, deep frustrations among the people create and aggravate negative sentiments of apathy and indifference and weakens the civil society, which is one the pillars of honesty, this situation paves the way for corrupt officials and opportunist politicians in power to misappropriate public money and monopolize the resources of the country. Bribery, nepotism and favoritism become a common practice that almost find no opposition or condemn.

The economic impact of corruption:

At the economic level corruption causes the erosion of national wealth and resources, it impedes the development of fair competition market system and, hence, it affects the socio-economic development programs.

(1) Ibid, p.9
(2) Idrees Ali, Public money; Weeping for the Powered Milk, Al-Ahath Newspaper, Wednesday, May 7th 2008, issue (204), p. 4
Crimes against money:

The journalist Ragia Hassan pointed out that: "The recent considerable increases in the prices of the most important consumable goods are illogical and unjustifiable particularly after the devaluation of the American Dollar, which decreases its exchange value vis-à-vis the Sudanese Dinar beside the assumed decrease in the rate of inflation. The question is: how can all these facts and assumptions consist with these acute increases of prices? ... What is going on reveals and proves that there is a serious misconception of the market economy. The real causes behind these increases are:

(1) The increasing taxes and duties imposed and levied by the competent authorities such as local councils, municipalities, and governorates including the fees of garbage collection, sanitary cards, licenses...etc.
(2) The untrue policies and practices of the institutions responsible for the economy of the country as a whole. (1) Everybody remembers that before approving the 2005 budget the Minister of Finance has agreed with the General Federation of Workers' Trade unions and Associations that the latter will not claim or request any pay increases or adjustments of wages and salaries provided that the government on the other hand will not impose or approve any increase in the prices of fuel or basic necessary commodities.

"What happens – Ragia continues – reveals the government's breach of promise. The increases did happen, further ones are forthcoming and what is going on is still confusing and overwhelming. The increases in the prices of fuel, sugar and local councils' fees will give rise to considerable increases in the prices of water, electricity, transport, industries and all the manufactured goods. From this flood of money which pours in the treasure of the state a trivial sum flows out as wages and salaries. This emphasizes the fact that the poor crushed citizen who kept paying the costly bill of war has now to afford the bill of peace, this is why we read every morning about the crimes of embezzlement and forgery of documents, and these crimes are but a natural outcome of the economic policies of the government against its citizens.

It must be emphasized that crimes in general and crimes against money in particular are significantly dependent on intolerable increases of prices and high costs of living. .." (2)

Al-Watan Daily mentioned that five accountants and revenue collectors, who work in the Khartoum Educational Hospitals have embezzled 84 million pounds by means of forgery in the Financial Form (15), those fraudulent swindlers used a piece of carton to isolate the origin of the financial receipt from its carbon copy and write a different sum in each of the origin and the copy, hence, the difference between the two figures goes to their pockets. Those employees have been arrested, prosecuted and sentenced by the Court of Public Property with imprisonment and fine according to sections (123) and (177) of the Criminal Act 1991 for forgery of documents and criminal breach of trust respectively. (3)

(1) Ragia Hassan, the Economic Situation; Crime and Increases of Prices, Al-Watan newspaper, Issue No. (912), Friday 18/11/2005,p.5
(2) Ibid, p.5
(3) Mohammed Dafa'Allah. The embezzlements of Khartoum Hospital, Al-Watan daily, Issue No.(1088), Thursday 18.5.2006, p.3
Corruption in the Sudanese public service is almost invincible, those junior employees convicted are but the small apparent part of the game, such persons are usually slaughtered as a scarify, while the more dangerous robbers are protected under the political umbrella. This situation is revealed and criticized by Sid Ahmed Khaleefa, the Editor of Al-Watan Daily, who in an open letter to the President of the Republic pointed out that: "Inside the Salvation Regime and very closer to the President there are many corrupt, suppressive and self-centric persons, who fear transparency and tolerate no other opinion, they hate free journalism and think that any criticism is a conspiracy or a plot against them and assume that any liberty of expression is a treason that should be punished by death. Any sagacious person can understand why they do so". (1)

Khaleefa continued that: " Al-Watan is not riotous or contentious – as described by you – but a righteous, frank, straightforward and truthful tribune, we tell that known minister, who leads the campaign against us, that if we introduce and publish all the documented facts, confirmed by statistics, figures and pictures, we can upturn many measures and, hence, show that our newspaper is a responsible one. We keep silent just for the sake of this country and regard the critical situation it undergoes, but our silence – we promise – shall not be for ever. I would like to tell you and vouch the public opinion that we are partners in this beloved country and that patriotism is not a matter of ranks, wealth, rewards, high buildings and status by means of embezzlement and stealing public money. Unlike those egoistic robbers of public property we realize that if this country collapses we shall be the first losers. Sagacity is an insult that we do not deserve, but those who wasted the public resources in improperly constructed buildings that crack and collapse every day, slay people as well as values and ethics and give a disgraceful example of mismanagement of public property that converts it into a tool of murder and destruction. Al-Watan is a beacon in the way of salvation but only bats fear the light. This country is victimized even by some of its leaders. The malicious intellectuals and engineers of the Salvation regime have designed the country to last as long as the regime stays and to go with the wind if the regime is overthrown.

It can be concluded that this regime is unconquerable by any rebellious movements here or there, but it shall be defeated by the most severe plague inside it, that is internal corruption." (2)

Corruption has penetrated even the most sensitive and influential units including the Judiciary, the Ministry of Interior, the Chamber of Alms (Zakat), the federal educational hospitals …etc. The minister of Justice requested the withdrawal of parliamentary immunity of some members of the National Assembly, who are involved in fiscal corruption, in order to enable the Attorney of Public Property to prosecute them. The spread of infection extended to affect even the university students unions, who are the potential public servants of tomorrow, which indicates a more terrible and horrible future of the public service if the status quo conditions continue to dominate.

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(1) Sid Ahmed Khaleefa , A Case, Good morning Omer, Al-Watan Daily, Issue No.(1105), Saturday, 2.6.2006, p.16
(2) Ibid, p.16
The obvious and undeniable corruption, which has been revealed in the report of the Auditor General is not the whole truth, the more serious and destructive is the concealed corruption, which gives undeserved privileges to many persons by means of favoritism and abuse of power and influence, this kind of corruption is not a mere individual cases of embezzlement or forgery that can be punished by law, it is rather an institutionalized one, which is usually supported and protected by authority and influence.

The impact of this sort of corruption extends to affect the social values and behavior. The most outstanding reported forms of corruption are abuse of power, favoritism, nepotism, illusory projects, extortion, licenses, black market activities and privatization processes.

The General Director of Medical Commission, who has been accused of embezzling one milliard and two hundred millions, was arrested and put under custody; he is out on bail and expected to be prosecuted shortly.

The report of the Auditor General revealed that the General Directorate of Pharmacy and the Pharmacists' trade union have illegally levied fees on medicines and medical equipments that equal (1%) of the bill, the illegally collected revenues since the year 2002 exceeded six milliards, the shares of the General Directorate of Pharmacy and the Pharmacists' trade union in this illegal procedure are three milliards and more than two milliards respectively. A considerable sum of these amounts of money has been spent in cars, furniture, lands, salaries, rewards, training, and rehabilitation. The Attorney of Public Property addressed the Auditor General's Chamber about this matter on 4.2.2007; the latter replied on 29.5.2007 that all these revenues are illegal and illegitimate. (1)

In the South, whose government shows more transparency, the Cardinal car deal took a new turn, as lawmakers turned their guns on the interior ministers; that of the Government of National Unity and that of Southern Sudan. The Southern Sudan lawmakers allege that the minister Paul Mayom and his counterpart in Khartoum Aleu Ayieny played a role in the sacking of the police chief investigator. The chief investigator lieutenant colonel Francis Chol Lang was dismissed last month by the interior ministers following a series of correspondences by the two ministers, according to the lawmakers. Lang has been brought in by the Southern Sudan Legislative Assembly to investigate how al-Cardinal over 100 vehicles at about 97 thousand dollars, while the market value of the cars was much lower at just about 45 thousand dollars. Lawmakers blamed the Cabinet for the dismissal of Lang by ministerial orders of the Government of Southern Sudan (GOSS) ministry of Interior and Government of National Unity (GONU) State minister. Richard Mulla, representative of Mundri East, stated: "it seems that the Cabinet is obstructing the investigations process, it should have been better for the system to establish evidence against the accused, it seems there is an attempt to defeat the process of justice by so doing, and all the arrested factions under investigation have been released with or without bail." (2)

(1) Fatima Awad, the National Auditor Report; the General Directorate of Pharmacy and the Pharmacists' Trade Union gain more than six milliards illegally, Akhir Lahza Daily, Sunday, 1.7.2007, Issue No. (334), p.1
(2) Beson Mayom, Ministers Summoned over Corruption Scandal, the Citizen Daily, Thursday, 5.7.2007, Issue No. (170), p.1
Even the attorney in charge of the prosecutions of the case was transferred from the capital to the Warab State. The Parliament members say that this was done to discontinue the investigations. The former minister of Finance, Arthur Akuen Chol was top among the accused in the alleged corruption deal. Up today the case has not found its way to court.

Martin, representative of Yei in the National Assembly said: "the House took a crucial step of summoning the two ministers to come and make the statement, because the words of our president were very clear that there is zero tolerance to corruption" (1) The lawmakers emphasized that: "the parliament is interested in following the due process of the law as it is always the case after investigation there is either prosecution or release, if we don't handle this matter carefully then we would not in the first place manage to fight the challenges of corruption and the population will lose confidence in us as the Assembly." (2)

The obvious and undeniable corruption, which has been revealed in the report of the Auditor General is not the whole truth, the more serious and destructive is the concealed corruption, which gives undeserved privileges to many persons by means of favoritism and abuse of power and influence, this kind of corruption is not a mere individual cases of embezzlement or forgery that can be punished by law, it is rather an institutionalized one, which is usually supported and protected by authority and influence. The impact of this sort of corruption extends to affect the social values and behavior.

The most outstanding reported forms of corruption are abuse of power, favoritism, nepotism, illusory projects, extortion, licenses, black market activities and privatization processes. A committee was set up to study the Auditor General's report on the fiscal years 2004 / 2005, which revealed many serious crimes against public funds. The Minister of Justice and Attorney General's Chamber manifested that there is a fearful increase of corruption and crimes against public money that badly affect our national economy. The offenders of these crimes usually escape punishment because they are politically supported; politicians are quite immune and protected under the political umbrella of the National Congress Party.

Dr. Al-Turabi, the secretary general of the Popular Congress Party (P.C.P) and the godfather of the 1989 coup d'etat made many confessions about the experience of the Islamic Movement in rule. In two symposiums in Atbara he declared that: "the Islamic Movement, which lacks political awareness and experience, has come to power without a determined program, and its members, who entered the field of business and economy and monopolized the market, have been seduced and enchanted by power. The regime has swallowed the funds of oil, overburdened the poor citizens by heavy taxes and distorted the allocation of (Zakat) and created new channels and outlets like the Republican Palace and the National Congress. These unjust governors are too selfish to afford partnership; they want to monopolize every thing and can never let anybody share them. We fear that they shall fabricate and falsify the elections as they have done in the previous ones. "(3)
In another statement in the final session of the (P.C.P) conference in the River Nile State Dr. Al-Turabi declared that: "the Islamic Movement, which was unqualified and ineligible to govern the country, has leaped at power and taken it by force without any experience or political awareness, it has come to power without a clear program" (1) he continued: "the rate of corruption among the Salvation regime, which was (9 %) in the first years has become now (90 %)", he added: "power has spoiled us, our prayers and pilgrimage were invalid and most of the persons, who were honest before coming to power are now thieves, the judicial positions have become seductive and the implementation of law has been affected by the very large number of immunities that impede justice." (2)

The report of the Auditor General shows that the sum of embezzled money in the banks' sector during the period from 1.9.2004 to 31.8.2005 was 3732767620 Sudanese pounds i.e. about four billion pounds. The details of this sum were as follows:

Table (3.18) the distribution of embezzled money in the banking sector
1.9.2004 to 31.8.2005

<table>
<thead>
<tr>
<th>The bank</th>
<th>Sum in pounds</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>The Cooperative Development Bank – Khartoum</td>
<td>2057561570</td>
<td>55.12</td>
</tr>
<tr>
<td>The Farmers’ Commercial Bank – Al-Amarat</td>
<td>1657226050</td>
<td>44.4</td>
</tr>
<tr>
<td>Al-Nilain Bank – Sennar</td>
<td>17980000</td>
<td>0.48</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>3732767620</strong></td>
<td><strong>100 %</strong></td>
</tr>
</tbody>
</table>

Source: The Auditor General's report 2004

From table (3.18) above it can be noticed that this large sum, which approaches four milliard pounds, is embezzled from only three small bank branches. This implies that these figures do not represent the robbed money in the banking sector. According to trustable sources in the banking sector, Al-Watan Newspaper emphasized that: "the embezzled sum in the banking sector is about trillion Sudanese pounds. The number of cases stated by banks has been doubled; the competent authorities have been informed and legal procedures to arrest and prosecute the embezzlers are going on. These crimes, which include forgery, cheating, deceit and embezzlement, are usually committed by expert persons who have a wise experience in banking procedure and how to do things in a way that gives an impression that all the actions taken are legal and ordinary. (3)

The Federal General Auditing Chamber revealed that the embezzled public money in the Khartoum State in 2006 is (90000157000) Sudanese pounds, i.e. the robbed public money in one state approaches the hundred milliards.

(1) Ismail Hassabou, Confessions and Secrets (1 – 2), Al-Sahafa Newspaper, Thursday 15.3.2007, issue No.(4939), p.1
(2) Ibid, p.1
(3) Al-watan Newspaper, Saturday, January 5th 2008, issue No.(1657), p. 1
The representative of the Auditor General mentioned that: "the number of governmental companies in the Khartoum State is (112), which is very difficult to cover, particularly in the absence of coordination between the Secretariat of Governmental Companies and the Chamber." (1) She pointed out that: "some companies of the Khartoum State Government were registered many years ago, yet they have no activity, and some ones have no approved budget, hence, there revenues are outside the budget, the Khartoum State Cleaning Project, the Health Salvation Company and Rotana Company of the Ministry of Education are examples of this illegal situation." (2)

Ironically, the helpless Ministry of Finance calls for help and asks the Ministry of Justice to intervene so as to protect public money. This ridiculous situation pushed some writers and journalists to reflect their surprise and disappointment, Zakariya Shams Al-Deen wrote: "what a wonder, how does this happen? Where is the Financial & Accounting Procedure Act that empowers the Ministry of Finance to control public money in the country? Shall the Minister of Justice give an order to arrest all the ministers and undersecretaries that retain their revenues and illegally spend them?" (3)

Figure No. (3.18) the embezzled money in the banking sector

![Figure 3.18](image)

Source: derived from table (3.18)

(1) Ibid, p.1
(2) Ibid, p.1
(3) Mahjoob Osman, On the Road; What a Wonder, the Ministry of Finance Calls the Ministry of Justice for Help, Al-Ayyam Newspaper, Thursday, February 2nd 2007, issue (8729), p. 12
The sum of embezzled money in the federal units excluding the banks' sector during the period from 1.9.2004 to 31.8.2005 was 5425425350 Sudanese pounds. This sum is distributed according to sectors as follows:

Table (3.19) the distribution of embezzled funds according to sectors

<table>
<thead>
<tr>
<th>Sector</th>
<th>Sum in Pounds</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Federal government</td>
<td>188327360</td>
<td>35%</td>
</tr>
<tr>
<td>Public corporations and companies</td>
<td>354215175</td>
<td>65%</td>
</tr>
<tr>
<td>Total</td>
<td>542542535</td>
<td>100%</td>
</tr>
</tbody>
</table>

Source: The Auditor General's report 2004

Table (3.19) above shows that two thirds of the embezzled money is stolen from the public corporations and companies, while one third is misappropriated in the federal government units, i.e. ministries and departments.

Figure (3.19) the distribution of embezzled funds according to sectors

Source: derived from table (3.19)

Table (3.19) above shows that the embezzled money in public corporations and companies is almost two thirds of the total sum; this can mainly be attributed to the following causes:

1. The relative autonomy given to these corporations and governmental companies
(2) The absent supervisory role of the Civil Service Department towards these corporations, where these units are delegated to undertake all the personnel procedure including employment, placement and promotion.

(3) Furthermore, these units ceased to submit their nominal rolls to the (C.S.D) to be revised, checked and approved.

(4) The large capital invested in these units and, hence, the amounts of money it deals in.

This sum is categorized as follows:

Table (3.20) the distribution of embezzled funds according to categories

<table>
<thead>
<tr>
<th>Category</th>
<th>Sum in Pounds</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Deficit in stores</td>
<td>381586479</td>
<td>70.3 %</td>
</tr>
<tr>
<td>Deficit in treasury (safe)</td>
<td>12604747</td>
<td>2.3 %</td>
</tr>
<tr>
<td>Misappropriation</td>
<td>60825885</td>
<td>11.4 %</td>
</tr>
<tr>
<td>Forgery</td>
<td>22069457</td>
<td>4 %</td>
</tr>
<tr>
<td>Wasting</td>
<td>54880973</td>
<td>10 %</td>
</tr>
<tr>
<td>Illegal expending</td>
<td>9718994</td>
<td>1.8 %</td>
</tr>
<tr>
<td>Theft</td>
<td>856000</td>
<td>2 %</td>
</tr>
<tr>
<td>Total</td>
<td>542542535</td>
<td>100 %</td>
</tr>
</tbody>
</table>

Source: The Auditor General's report 2004

Table (3.20) reveals that:
(1) (70.3 %) of the stolen money is taken from stores, which indicates that embezzlers do not only steal cash, but non cash assets as well.
(2) (11.4 %) of the stolen money is misappropriated, while (10%) of this money is wasted in profligate expenditure and undue expenses.

The distribution of embezzlement cases according to situation is as follows:

Table (3.21) the distribution of embezzlement cases according to situation

<table>
<thead>
<tr>
<th>The situation</th>
<th>Number</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Settled by courts (conviction)</td>
<td>11</td>
<td>19%</td>
</tr>
<tr>
<td>Still before the courts</td>
<td>9</td>
<td>15%</td>
</tr>
<tr>
<td>With the police and attorney</td>
<td>27</td>
<td>47%</td>
</tr>
<tr>
<td>With the heads of units</td>
<td>5</td>
<td>9%</td>
</tr>
<tr>
<td>Cancelled</td>
<td>4</td>
<td>7%</td>
</tr>
<tr>
<td>Kept</td>
<td>2</td>
<td>3%</td>
</tr>
<tr>
<td>Total</td>
<td>58</td>
<td>100%</td>
</tr>
</tbody>
</table>

Source: The Auditor General's report 2004

Table (3.21) shows that:
(1) Only (19 %) of the cases have been finally settled.
(2) (47 %) of the cases are still in the inquiry stage (the police and attorney)
(3) (15 %) of the cases are in the prosecution stage (the court)
(4) Only (19 %) of the cases are either suspended or retained by senior officials.
The redeemed sum of these funds is only 104030770 pounds. According to table (3.21) above this sum equals only (19.17 %) of the embezzled sum.

Figure (3.21) the distribution of embezzlement cases according to situation:

![Distribution of Embezzlement Cases](image)

Source: derived from table (3.21)

In spite of the fact that the allowances and privileges of the parliamentary representatives (members of the National Assembly), who should be the servants of people, have witnessed an unprecedented increase, they dared to introduce a memorandum that demands to raise these privileges to seven million Sudanese pounds per month. Ahmed Ibrahim Al-Tahir the Chairman of the National Assembly described this demand as an abominable and unacceptable one, he pointed out that the attendance of members is still unsatisfactory in spite of the repeated directives.

The overt corruption of the greedy members of the National Congress - like an infectious epidemic disease - has spread to their new partners i.e. the (S.P.L.M) leaders, who – under the umbrella of the assumed division of power and wealth – did in the South what their partners do in the North. The robbery of public money affected even the salaries of the (S.P.L.A), on 15.12.2006 seven hundred soldiers of the (S.P.L.A) rebelled and demonstrated in Juba, as a result of the angry haphazard shooting many victims were murdered and wounded, the rebels crowded before the military command offices and penetrated them; they were eventually driven out by the Joint Units Force. They occupied the Gumba – Juba Bridge and went into the quarters of juba causing a state of terror and paralyzing the whole life in the town, the markets were closed, the communications were disconnected and the streets were empty. Juba Broadcasting declared a cease-fire and announced the rebels to respond to it. The resented demonstration marched to the cemetery and stood at the grave of the late John Garang. Colonel Kwai Deng Kwai, an (S.P.L.A) officer emphasized that these soldiers received no salary since the years of war against the government. This statement indicates a fearful crime against public money, where have these huge amounts of money gone?
The shocking answer can be seen in the scandal of foreign bank accounts of the (S.P.L.A) leaders.

Al-Intibaha Daily revealed very serious documents about the private current accounts of some (S.P.L.M) leaders in the banks of Kenya. The newspaper raised many questions; where has the funds of the simple citizen of the Southern Sudan gone ?, where are they spent in ?, why have the soldiers of the (S.P.L.A) demonstrated in Juba against the disappearance of their salaries ?, why do the Southern citizens still suffer and undergo poverty, ignorance and disease ?, where are the (siphons) that swallowed funds of Oil revenues and the huge budget of the South ?, what are the ( fat cats ) that devoured every thing and misappropriated the public money in the name of the victimized poor natives of the South who are crushed by malaria, dysentery, spinal fever, AIDS, anemia, malnutrition, guinea worm, rivers' blindness, tuberculosis, and all the diseases of tropical zones ?, why didn't the Southern Sudan – till this day – witness the start of real developmental projects that help improve the life of simple citizens?, these are the leaders of the (S.P.L.M), who assumes to represent the people of the Southern Sudan and confiscate their voice and will as well as their funds and their legitimate share in wealth, for whom ? For the interest of private accounts and personal pockets and The shocking scandal of those current accounts in hard currency can give an answer for these questions. Here we do not discuss this awful crime against the impoverished people but many questions must be raised; from where have they got this amazing wealth? How have these private business accounts been filled with millions of dollars? What, where, when, who …etc“ (1)

Dr. Riak Machar, the Vice president of the Government of Southern Sudan (GOSS) and the (S.P.L.M) deposited the sum of 25718185 dollars in his business current account No. (136012399) in Kenya Commercial Bank (K.C.B) on 30. 9.2006. Rebecca Nyandeng De Mabior, the Minister of Roads & Bridges and the widow of the later Dr. John Garang De Mabior deposited in less than one month (the period from 27.10.2006 to 21.11.2006) the sum of 14199611 dollars in her business current account No. (70929201201) in the Standard Chartered Bank – Westland Branch.

Lieutenant General. Oyay Deng, the leader of the (S.P.L.A) deposited within two months the sum of 5596020 dollars in his business current account No. (01584002456) in Stanbic Bank Kenya member of the Standard Bank Group of South Africa (2). It is very clear that the victimized impoverished Sudanese people who patiently kept paying the costly bill of war; have still to keep paying the more costly bill of the assumed peace. Al-zubair Ahmed Hassan, the Minister of Finance and National Economy introduced the annual budget of the year 2007 to the National Assembly, which approved its main features with an insignificant opposition of some few members. The minister declared in a press conference that this budget is expected to be faced with serious great challenges; he stated that the "very poor" revenues of the budget shall be associated with a considerable increase of expenses.

(1) Al-Sadig Al-Rizeigi, a Chaos in Juba due to a rebel of the (S.P.L.A) soldiers, Al-Intibaha Daily, Saturday, 16th December 2006, Issue No.(286) pp.1-2
The minister attributed the expected great increase in expenditure to the additional burdens and commitments of (peace) particularly after the implementation of Abuja, Asmara and Cairo Agreements that dictate the reallocation of power and wealth. He pointed out that the federal expenses shall increase due to the expected increase in the number of departments, commissions and channels of government in accordance with these agreements (1). In spite of the apparent relative frankness of this statement in one of the most serious topics that concern public opinion, it still lacks transparency about figures. Here many questions can be raised; what is the real number of those who occupy statutory (sovereign) posts in the Head of State (Ministry of Presidency), i.e. vice presidents, assistants and consultants of the President? what is the real number of federal ministers, state ministers, governors, deputy governors, ministers, Assembly members, legislative committees’ members, consultants, general directors …etc. How much does this large army of statutory officials cost us and what is the portion of this cost in the general budget.

Regarding that the foremost concern of all the negotiators has always been the number of (chairs) in the channels of rule, the (commitments of peace) mean the commitment of placing all the former mutineers, rebellious and opponents in these channels as vice presidents, deputies, assistants, consultants in the Republic Presidency, federal ministers and state ministers in the center, governors (Wulah), vice governors, commissioners, consultants, ministers and general directors in the states, representatives and heads of legislative committees in the Assembly and so forth. This compromising approach – instead of confronting and solving the substantial problems that gave rise to rebels and combat in the South, the East and the West – is the cause of this unprecedented (statutory inflation), which is absolutely a matchless one in the whole world. This inflation is the most serious dilemma that faces the budget of a very poor country that should specify its scarce resources to meet the necessities of health, education, sanitary drink water…etc.

We wish this urgent question should find a room in the National Assembly to know in details the numbers of all those who occupy statutory posts and how much do they cost our country? What is the real cost of their salaries and miscellaneous allowances and privileges? What is the cost of the expected additional burden in the budget of 2007 due to the commitments of peace and their consequent appointments?, because the people – who are overburdened by the very expensive cost of the (great army) of statutory officials and their incredible salaries and privileges – have the right to know how and where there funds are spent in. (2)

The worse is the shocking scandal revealed by Al-Hadi Mahjoob Makkawi, the Director of the General Directorate for Prohibited & Suspicious Enrichment Combat, who declared that his directorate received no (property declaration) since the year 1989, regarding that the Prohibited & Suspicious Enrichment Combat Act 1989 obligates all those statutory officials to introduce a detailed list of their property before holding their privileged posts, during the period of holding these posts and after leaving them. (3)

(1) Al- Sadig Al-Rizeigi, a Chaos in Juba due to a rebel of the (S.P.L.A) soldiers, Al-Intibaha Daily, Saturday, 16th December 2006, Issue No.(286) pp. 1 – 2
(2) Ibid, p.7
This disgraceful situation is mainly attributed to the immunities given to those statutory officials including the President of the Republic, Vice presidents, Assistants, Consultants, federal ministers, state ministers, states' governors and their ministers, provinces' commissioners etc in addition to the Head of the Judiciary, judges, the Attorney General and his subordinate legal consultants, the Auditor General and his subordinate Auditors, and Regular Forces officers.

Ironically, the General Directorate for Prohibited and Suspicious Enrichment Combat resorted to the Ministry of Presidency urging the lift of these immunities to enable his directorate to sue and prosecute those immune persons who refuse to submit their property declarations. (1)

It can be seen that public money is not only exploited by the huge salaries and privileges of those officials but also by the passive attitude of the General Directorate of Prohibited and Suspicious Enrichment Combat towards those officials, who can abuse their power to gain illegitimate benefits at the expense of public interest and escape accountability.

This very long period of neglecting the property declarations by both of those officials and the General Directorate of Prohibited and Suspicious Enrichment Combat since 1989 – which is exactly the age of the Salvation Regime – is neither a mere chance or negligence nor the lack of a follow up mechanism to control all the persons subjective to property declarations – as assumed by Makkawi – because the (G.D.P.S.E.C) itself is a mechanism, the Judiciary is a mechanism and the Attorney general is a mechanism. What is actually absent is not a mechanism; the real problem is the lack of determination and the will of justice and transparency. What prevents the Director of the (G.D.P.S.E.C) to activate and enforce (P.S.E.C) Act 1989 if he wills?, if he can not do so confront and punish those evaders and law breakers irrespective of their political, sovereign and statutory positions, then why does he continue to work in a bureau that chases the ordinary citizens like merchants and simple employees, who are exposed to its courts while the same bureau ignores or neglects the state men for more than seventeen years? This deliberate negligence is legally prohibited because it paves the way for illegal enrichment, the main problem for which this (G.D.P.S.E.C) has been formed to combat any person who has the will of justice and transparency, courage, professional and personal dignity in such a situation should resign and quit his position without being sorry. This shameful behavior of the state in such a serious matter is one of the causes that classified our country as one of the most corrupt countries in the world according to the list of the National Transparency Organization. Why does the state pursue its citizens with taxations, customs duty, licenses, health cards, etc, why does it coerce and compel merchants and business men to submit their annual (tax declarations) and chase fiercely even the poor wandering sellers and the wretched women who resort to the craft of tea making to earn their living while it ignores those statutory officials who are subject to no accountability? It is unfair and unacceptable to entrust the heavy responsibility of prohibited and suspicious enrichment combat to a person who prohibits for himself the accountability of those who hide behind their immunity and the protection of the unjust state!! Yes it is crazy and whipped not only once but twice. (2)

(1) ibid, p.7
(2) ibid, p.7
The Government of Southern Sudan (GOSS) arrested and imprisoned two of its leaders who are involved in corruption; Retired General Martin Malwal Arob, member of the (N.S.R.C.C) and Isac Makor Ateem, the General Director of the Ministry of Finance in the South. The embezzled sum exceeds 200000000 dollars. (Two hundred million dollars) i.e. more than four hundred billion pounds. The former, who is very closely related to the (S.P.L.M), was responsible for all the internal and external transactions of purchases of the (GOSS). The latter threatened his arresters that he will reveal by documents all the senior officials involved in corruption, he emphasized that he will never be the sole scarify ram. (1)

One of the noxious consequences of corruption is the collapse of Al-Ribat College building, which resulted in the death of one worker and severe injury of many others beside the complete damage of expensive and high-technology equipments. The Attorney of Public Property issued an order to arrest the accused contractor according to sub-section (107 / 1) of the Criminal Procedure Act 1991, which states that the accused should not be released with any guarantee or sponsor unless the sum of money claimed in the case is paid, regarding that the contractor of this building and other almost falling ones has received (twenty four billion Pound). In accordance with this order and the decision of the Court of Public Property to extend his arrest for further two weeks for the sake of inquiry the accused was to stay under arrest till the settlement of the case, but – surprisingly – and in coincidence with the decision of the Public Property Court, the Court of Managerial Appeals decided to discharge the contractor on 8.3.2006. The Ministry of Justice appealed to the High Court against this decision, Abdalla Mahdi, the Advocate General of the Ministry of Justice, who submitted the appeal argued that the decision to release the contractor is erroneous and illegal as well for the following reasons:

(1) The Court of Managerial Appeals is not the competent authority to discharge the accused with a normal guarantee or a bail.
(2) The application of the Criminal Act 1991 and the Criminal Procedure Act 1991 is the responsibility of criminal courts.
(3) The decision of renewing the arrest of the contractor was made by the Court of Public Property, while the Court of Managerial Appeals is not authorized to review or revise the decisions of criminal courts.
(4) Criminal courts apply the dominant laws including Criminal Act 1991 and the Criminal Procedure Act 1991
(5) The arrest of the accused, however, does not justify managerial appeals and claims to cease implementation that constitutes an unprecedented illegal practice to evade the laws. (2)

Another shocking scandal is revealed by Al-Watan Daily, which published the details of the largest and the most serious cheating and forgery process in the history of banking sector and the Department of Lands in the Sudan.

(1) Source of Akhir Lahza, In a courageous step, the (GOSS) Captures Martin Malwal for Corruption, Akhir Lahza Daily, Sunday, 11.3.2007, issue (223), p.1
A thirty five years old swindler, who owns the so called Al-Munaizila Company – helped by many corrupt employees – engineered this trick, he managed to make false land ownership documents and, hence, false real estate guarantee certificates whereby he cheated the owner of Al-Rajaa Company through the Khartoum North Branch of the Bank of Khartoum.

The latter delivered the former different commodities that equal more than twenty four milliard Sudanese Pounds in return of illusory mortgage

In addition to the Bank of Khartoum, many other banks were involved in issuing illegitimate warranty letters for the same company, these were: Faisal Islamic Bank, the Islamic Cooperative Bank and the Exports Development Bank. The remarkable point is that all these banks issued the warranty letters from their branches in Khartoum North, which indicates a highly coordinated cheating process. Many employees in the Department of Lands were arrested and charged for forgery, many employees in the Khartoum North Branch of the Bank of Khartoum – including the General Manager and the Investment Manager – were arrested and referred to the Attorney of Lands for receiving and dealing with false documents (1). It is needless to say that had these banks precisely revised, audited and scrutinized these false documents and resorted to the Department of Lands so as to confirm their validity before being involved, this disgraceful robbery should not have taken place, and had public interest been given the priority, this large amount of money should have constructed and established dozens of hospitals, schools and developmental projects that should have provided thousands of job opportunities for many unemployed citizens in addition to their services.

The same newspaper revealed a scandalous robbery made by a former senior official in a sovereign ministry, who abused his powers during his service and misappropriated two huge generators, twenty air conditioners and thirty ceiling fans, the news is that after the retirement of that official the ministry has recently redeemed the two generators from his farm and luxurious building in Al-Tayif. (2)

Four years ago Al-Shamal Bank provided a loan that exceeds twenty milliard Sudanese Pounds to finance a transaction the owner of Al-Ridhwan Company. The imported commodities were to be bonded in Port Sudan, but the deceived bank and the Department of Customs Duty came to realize that the bonded goods by illegal ways had been taken out of bond and sold in the market. In addition to the twenty milliards lost by the bank the evacuation of these goods, which constitutes a duty evasion was a considerable loss for the Department of Customs Duty (3)

The successive reports of the Auditor General show that the size of crimes against public money in the year 2005 was five times its size in 2002, moreover size of crimes against public money in 2006 was significantly more than that of the year 2005, the more disappointing is the fact that the redeemed sum of these robbed amounts of money does not exceed (4 %) of the total.

The misery is not only in the very poor redeemed amounts of the stolen money but in the redemption policy as well, why does the State be so lenient to accept to

(2) Ibid, p. 1
negotiate with thieves, who defiantly and rudely impose their conditions so as to pay back only some of the stolen amounts in a very convenient way and only when they are willing to do so.

In his recent report Abu Bakr Abd Allah, the Auditor General revealed before the National Assembly that from September 2005 to August 2006 the total stolen public money was 9040 milliard Sudanese Pounds with an increase of 3618 milliard Sudanese Pounds. The most surprising comment about the fearful increase of crimes against public money was made by Dr. Hassan Abd Allah Al-Turabi, the engineer and the godfather of the military coup of June 1989, which brought this regime to power, Dr. Al-Turabi stated that: "One is very afflicted that the country is ruled by a totalitarian regimes that knows no liberty or counsel, and it has been realized that the Judiciary and the Auditor General are actually subject to the power of the dictator executive power, even the National Assembly, which should be the legislative and the supervisory power, is also dominated and we know well who manipulates it. If the reports of Auditor General had been entrusted to an autonomous and impartial organ they should have revealed manifolds of these poor ones."(1) Mohammed Ibrahim kabaj, the economic expert pointed out that: "These humble reports of the Auditor General are but a drop in the expanded fathomless ocean of corruption. They should rather pay attention to the very large amounts of public money wasted in tax and duty customs exemptions that exceeded 760 milliard Sudanese pounds, while the sum mentioned in the recent report is less than one milliard Sudanese pounds, which reflects the lack of transparency. (2) Moreover, these exemptions were given for restaurants, cafeterias, ice factories and tea packing industries, which have no relation with the assumed strategic industries. Furthermore, the poor training and skills in the field of business and accountancy have resulted into the poor performance of auditors, which – in turn – has aggravated the situation of crimes against public property. As for the governmental companies, no body can know their number or their activities, because they are registered in the names of the relatives of those very influential and authoritarian leaders who grip the decision-making process in the absence of supervision, revision, auditing and accountability because they are above all the laws, traditions and ethics."(3) Suliman Hamid, member of the defense and security committee in the National Assembly stated that: "In spite of its deficiency and inadequacy, the report reveals and confirms the prevalence of corruption, where the sum of the stolen public money increased to 904 milliard Dinars i.e. nine trillions and forty milliards Sudanese pounds. Regarding that the final accounts of sixty four governmental units in addition to the banking sector have not been audited, and the fact that only three items of the banking sector were audited in the year 2004, yet the report of that year revealed the stolen money was 371 milliard Dinars i.e. three trillions seven and hundreds and seventy one milliards Sudanese pounds, it will be obvious that the actually stolen amount of money is a fearful and incredible one." (4) The report clarified 15 causes behind the increase of crimes against public money, which include:

(2) Mubarak Babikir Mohammed, Due to Leniency in Applying law; Crimes against Public Money are Increasing, Rai Al-Shaab Daily, Monday, 7.5.2007, issue No. (456), p. 9
(3) Ibid, p.9
(4) Ibid, p.9
(a) Inaccuracy of budgets
(b) Unreality and, hence, inapplicability of budget indicators
(c) Deviations and discrepancies in many items
(d) Neglecting the legal procedure of contracting and purchasing
(e) Opening bank credits without the approval of the ministry of Finance.

Furthermore, the Sudan has been classified in April 2007 as one of the most corrupt countries in the world. Mr. Bagan Amom, the secretary general of the (S.P.L.M) declared that: "our war against corruption is not an easy one, especially when it is considered that the Sudan – according to the report of the International Transparency Organization – is the most corrupt country in the Arabian countries; it occupies the (5th) rank at the level of Africa and the (11th) rank in the world. We promised to shift the fight against corruption to the North within the framework of the National Unity Government under the leadership of Mr. Salva Kirr Miardit, the Vice president of the Republic." (1)

In its general conference in Al-Gadarif, the Popular Congress Party (P.C.P) explained that: "milliards of dinars that were specialized for development and services in the state have provided nothing to the citizens of the state; the (P.C.P) accused the government of the state of monopolizing all the works of roads and bridges and dealing with specific companies without making any bids and entering as a partner in these projects. Many bridges collapsed and many roads were swept by floods without any accountability for these implementing companies." (2)

Dr. Al-Turabi, the leader of the (P.C.P) criticized the government's performance in the following points:
(a) Neglecting all the developmental sectors particularly the health services.
(b) Lifting the subsidy and ceasing to provide free medical care.
(c) The deficiency and shortage of the Health Insurance services in spite of the fact that all the workers and employees in the Sudanese public service pay monthly (4%) of their wages and salaries for this purpose.
(d) The continuous intolerable increases in the arbitrary fees of registration in primary and secondary schools imposed by the Ministry of Education and the local councills that exhausted and overburdened the family heads, who are compelled to pay lest seeing their sons and daughters expelled.
(e) The lack of drinking water. (3)

Continuing his violent attack against the government he stated that: "The oil, which we extracted from wells have entered deeper ones and become a catastrophic misfortune for the Sudan." (4)

Suliman Hamid, one of the speakers in the symposium of the Sudanese communist Party (S.C.P) in Omdurman, mentioned that: "On 27.3.2004 the Sudan exported 582520 barrels of oil to China for 28.5 dollars per barrel, while the average price of the Sudanese oil was 36.4 dollars per barrel and the universal price of the low quality oil was 45 dollars per barrel, the urgent question is: where has the difference between the price of sale and the universal one?.

(1) The economic section, War against Corruption from the South to the North; Al-Rai Al-aam Daily, Thursday, March 29th 2007, issue No.(3429), p.13
(3) Ibid, p. 2
(4) Ahmed Sir Al-Khatim, Akhbar Al-Yom Daily, Tuesday, April 10th 2007, issue No.(4490), p. 3
Furthermore, the formal statistics show that the revenues of raw oil and petroleum products in the year 2004 were (3.1) milliard dollars that equal (775) milliard dinars, i.e. (7.75) trillion Sudanese pounds, while the budget of the state shows that these revenues were only (446) milliard dinars, i.e. (4.46) trillion Sudanese pounds. The more urgent question is: where has the (329) milliard dinars?" (1) Moreover, "the Ministry of Finance – according to formal reports – paid (120) milliard Sudanese pounds and (840) milliard Sudanese pounds as a subsidy to cover the loss of internal commerce of petroleum products in the years 2005 and 2005 respectively. No body except those who made this report can believe this story, because the cost of imported oil is less than one dollar per gallon." (2)

But, on the other hand, "the government states that the raw oil is delivered to the local refineries at (34) dollars per barrel, while the Talisman Company states that the cost of raw oil till its transportation to Bashayir does not exceed (7.3) dollars per barrel, this shows that the profit is (26.7) dollars per barrel. How can this assumed subsidy be justified regarding that the Sudanese oil, which is exported at the price of (0.74) dollars per gallon, i.e. (1700) Sudanese pounds per gallon, while the local price is (5500) Sudanese pounds per gallon that equals (2.4) dollars per gallon." (3) Dr. Malik Hussein, an economic expert stated that: "the initiative of the Government of Southern Sudan (GOSS) to open the files of corruption is a brave one, yet it is too weak to defeat corruption, which has fearfully prevailed recently, hence, transparent accountability must begin with and focus on the senior officials in the organs of the state itself, an example is the Minister of Finance, who must be subject to accountability by a committee to explain where have the sixty milliard dollars of the (GOSS) gone." (4)

Atim Garang, an (S.P.L.M) leader argued: "the significant increase of corruption and crimes against public money is due to the absence of rigorous administrative systems before the Constant Peace Agreement (C.P.A). Now we are able to defeat corruption in the South, but we can not achieve this at the country level alone, the National Congress Party (N.C.P), the major partner must help us and do the same in the North by lifting the immunities and questioning their officials regarding that this is the first and the most important step to apply justice, sue and prosecute those untouchable immune officials, we have given the example by lifting the immunity of our Minister of Finance as a preliminary step for prosecution, corruption in the Cardinal car deal is very clear, the price of the Land Cruiser car is (35000) dollars, while the cars have been sold at (90000) dollars per one." (5) Even the Auditor general in the (GOSS) – in spite of the immunity given to him by the National Audit Chamber Act – has been censured by the Southern Sudan Legislative Council, the Citizen Daily published that: "the Auditor General yesterday broke down into tears as he spoke about an accusation leveled against him that he rented a widow's house under an arrangement that allows him to pocket (50%) of the money.

(1) Al -Tom Ibrahim Al –Niteifa, Al-Turabi; Confessions with Legs, Al-Midan Newspaper, Tuesday 15.5.2007, Issue No. (2024), p.5
(2) Kamal Karrar, Shooting stars and Meteors, Believe it or Not , Al-Midan Newspaper, Tuesday May 15th 2007, Issue No. (2024), p.5
(3) Al -Tom Ibrahim Al –Niteifa, op.cit. p. 5
(4) The economic section, op.cit, p.13
(5) Ibid, p. 13
Majoke broke down when a journalist asked him why he shed tears when the MPs debated his removal from office. The MPs voted in December to censure the Auditor General on the allegations of corruption and recommended that he should be investigated. Majoke is still in office; however, the law makers did not follow the two thirds majority rule as required in the constitution. The censure of the Auditor General also violated article (50/A) of the National Audit Chamber Act 2007, which requires prior presidential permission before any investigation proceedings are made on the Auditor General. One of the accusations involved Hillary Lugali, the late Southern Sudan leader. Majoke is accused of taking half of the rent from the widow of Lugali. He rented a room in the property of the late Southern Sudan leader."

The most disappointing news is the shameless declaration of the Ministry of Justice that: "the crimes of corruption do not need or deserve a special attorney". This astonishing announcement pushed a journalist to ask: "what does this mean? Is it too early to establish or specialize such an attorney? Is corruption too trivial and insignificant to worth such a procedure or is the attorney too important and too high to deal with such humble matters?"

The most shocking is the haughty statements of many officials that disregard anything even the milliards of stolen money. Dr. Abd al-Haleem Al-Mutaafi, the wali of Khartoum State, mentioned that 160000 square meters of land have been sold for 60 million dollars according to the current price in the market to the Prince of Qatar, who undertakes a tourist project to revive tourism in the Islamic countries with a capital of 13 milliard dollars, the wali argued that a certain newspaper is behind the failure of the Holland buses’ deal and mentioned many alternatives that include a Malaysian offer to provide 150 buses for 15 million dollars, another Malaysian offer to bring a train with the cost of 22 million dollars per kilogram, a Czech proposal to construct a metro with the cost of 120 million dollars and other offers from Nigeria and Iran. He denied the excessive fees imposed by his state and its local councils and argued that: "in spite of the undue much of talking and the row made about this issue, the revenues of these fees do not exceed 100 million dollars." Regarding that this sum equals about 200 milliard pounds; this indifferent statement shows to what extent senior officials underestimate not only public money but the minds of people as well, this will be clear when it is known that the stolen public money in the Khartoum State alone have exceeded 90 million dollars. The Auditor General stated that: "we have come to realize that many companies of the Khartoum State's Government are but illusory, these assumed companies are registered but they have no activity." The representative of the Auditor General's Chamber, who did not find an accurate expression to describe these crimes against public money stated that: "criminal intelligence has been constantly used in these crimes."
The recent 2006 report of the Auditor General revealed fearful facts and indicators. The considerable increase in the amounts of stolen public money from the fiscal year (2004 / 2005) to the fiscal year (2005 / 2006) can be shown in table (3.22) below:

Table (3.22) the distribution of embezzled funds according to sectors

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Federal government</td>
<td>188327360</td>
<td>233508487</td>
<td>24 %</td>
</tr>
<tr>
<td>Public corporations and companies</td>
<td>354215175</td>
<td>670891511</td>
<td>89.4 %</td>
</tr>
<tr>
<td>Total</td>
<td>542542535</td>
<td>904399998</td>
<td>66.7 %</td>
</tr>
</tbody>
</table>


Table (3.22) above shows that:
1. The rate of increase of embezzled public money in the federal government units was (24 %).
2. The rate of increase of embezzled public money in the public corporations was (89.4 %)
3. The average increase of the embezzled public money was (66.7 %)

The rapid continuous growth of crimes against public money and embezzled funds can be clearly noticed when the Auditor General reports for the previous years are seen.

Taking the fiscal year (1999/2000) as the base year, the index numbers of the embezzled public money during the period (1999/2000 – 2003/2006) can be shown in table (3.23) below:

Table (2.23) the distribution of embezzled funds according to sectors:

<table>
<thead>
<tr>
<th>Year</th>
<th>Sector</th>
<th>Federal government</th>
<th>Public corporations</th>
<th>Total</th>
<th>Index Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>1999 / 2000</td>
<td>163882</td>
<td>418529</td>
<td>582411</td>
<td>100 %</td>
<td></td>
</tr>
<tr>
<td>2000 / 2001</td>
<td>165408</td>
<td>1991373</td>
<td>2156781</td>
<td>370.3 %</td>
<td></td>
</tr>
<tr>
<td>2001 / 2002</td>
<td>1335605</td>
<td>1038794</td>
<td>2374399</td>
<td>407.7 %</td>
<td></td>
</tr>
<tr>
<td>2003 / 2004</td>
<td>672043</td>
<td>2730003</td>
<td>3402046</td>
<td>584.1 %</td>
<td></td>
</tr>
<tr>
<td>2004 / 2005</td>
<td>188327360</td>
<td>354215175</td>
<td>542542535</td>
<td>93154.6 %</td>
<td></td>
</tr>
<tr>
<td>2005 / 2006</td>
<td>233508487</td>
<td>670891511</td>
<td>904399998</td>
<td>155285.5 %</td>
<td></td>
</tr>
</tbody>
</table>


From table (2.23) the terrible increase in embezzled funds can be clearly seen, the embezzled funds in the period (1.9.2005 / 31.8.2006) equal 1552.9 times that in the period (1.9.1999 / 31.8.2000), and no body knows what has happened throughout the period (1.9.2006 / 31/12/2007).
In the joint meeting between the Chamber and the Economic Committee of the Khartoum State Legislative Council to discuss the performance of ministries and governmental companies and the problem of crimes against public money, the representative of the Auditor General reported that: "the stolen public money in the Khartoum State was (9000157000) in 2006, the considerable increase in both the number of crimes against public money and the embezzled sums is attributed to the weakness of internal control and the lack of coordination between the Secretariat of Governmental Companies and the Auditor General's Chamber. The number of governmental companies in the Khartoum State alone is (112), which is very difficult to cover particularly in the absence of coordination between the Chamber and the Secretariat of Government companies, some companies of the Khartoum State government are illusory ones that have no real activity, the Rotana Company of the Ministry of Education, the Health Salvation Company and the Khartoum State Cleaning Project can exemplify this illegal situation." (1)

Criticizing the statement of the wali of Khartoum state about the excessive fees Ragia Hassan, a journalist in Al-Watan Newspaper wrote: "We wonder how much money has been collected behind the curtain of these illusive companies? How many enterprises have gone bankrupt due to the arbitrary pressure of the local councils to collect these fees that according to the wali have not exceeded 100 million dollars? Surprisingly, he sees that this sum is very small and does not deserve all this talking, we wonder if this sum is simple then how much money can satisfy his ambition? And when have the huge funds collected from the crushed citizens in the name of the Khartoum State Cleaning Project gone?" (2) One of the catastrophic decisions that affect the prices of all the commodities and, hence, the cost of living and the citizens' standards of living is the arbitrary increase of the so called value added tax (V.A.T) from (12%) to (15%) in the budget of the fiscal year 2008, which has been passed by the National Assembly as expected. This indirect tax, which increased the suffering of people and particularly the poor, was not known in the Sudan before the Salvation regime. It was initiated it in June 2000 with the rate of (10%), increased to (12%) in May 2007 and recently to (15%). Regarding that the purpose of this tax was to collect fast, large and continuous revenue to finance the war of the South, its persistence after peace is no longer justifiable. Importers and manufacturers, who pay this tax to the government, take it in turn from wholesalers, who in turn take it from retailers, who eventually take it from the consumers of goods and services. Ironically the Minister of Finance defends this increase and contends that it will not affect the citizens. One of the discrepancies of the 2008 budget is the reduction of the direct tax of profits so as to encourage investment and the increase of the indirect value added tax, which has resulted in a significant increase of all the necessary commodities including flour, bread, sugar, fuel, meat, onion, food oil, char coal, fruits …etc.


(2) Ragia Hassan, op.cit, p. 5
One of the journalists that criticized the (V.A.T) and its increase addressed the Minister of Finance, who denied the effect of this increase on the people's cost of living: "the increase of the value added tax from (12%) to (15%) resulted in a (50%) increase in all the necessities including bread, sugar, fuel, food, building materials...etc, (720) business men are in jailed in Omdurman Prison because of the value added tax. The shameful disorder of priorities can be seen in the unprecedented importation of strange things for the luxurious class such as cherry, pear, apricot, pomegranate plum, and many fruits that are unknown for the bulk majority of the Sudanese people, who live in subsistence level" (1). He continued: "When the Salvation regime came to power it gave the first priority to the war against the (unbelievers) in the South as it was assumed, because these unbelievers have become the partners of the regime in government after peace. Beside the regular forces there was the Popular Defense and the (mujahideen), the millions of dollars required every day to lead this war can not be paid from the public treasury. Dr. Al-Turabi, who dominated all the affairs of the country in the first years of the regime called his disciple Abd Al-Gadir M. Ahmed to come from the Saudi Arabia and hold the leadership position of taxation, accordingly, the Department of Taxation was changed into the Taxation Chamber and the post of its manager was upgraded and renamed the Secretary General, then Abd Al-Gadir was appointed as a secretary general to implement the new policy and apply the value added tax.

Abu Obaida continues: "I had a personal experience with this tax is not subject to law or logic, I worked as an advisor for a merchant, who due to market hardships ceased to export or import every thing since the year 1995 and failed to renew his commercial recode that entitles him to import and export, he used to fill in the declaration form and show that he has no activity. In March 2001 he was ordered to pay (25) million pounds as a(V.A.T) (in accordance with the decision of the Taxation Court, after a surprising bargain with the official in charge the problem was settled by the court and he paid two millions. The question is if there are standard legal criteria to calculate or estimate this tax how can it be reduced to 8 % of its vale and who is authorized to do so and waste the public money that should have been paid? If not on what basis is it built" (2)

A very serious unprecedented violation has been reported and revealed by the National General Auditing Chamber for the fiscal year 2006, Abu Bakr Abd Allah Marin, the Auditor General, reported that: "the Ministry of Interior defied the Auditor General's Chamber and refused to deal with it, consequently, the investments of the Police Force and the Ribat University have not been audited, the Management of Financial Affairs justified this refusal by the plea that these invested funds belong to the personnel of the Ministry of Interior and, hence, can not be considered as public money.

(1) Abu Obaida Al-Tahir Mudawwi, Pardon, Minister of Finance, Al-Watan Newspaper, Tuesday, January 8th 2008, issue No.(1657), p. 10  
(2) Ibid, p. 10
On the other hand the Head of the General Directorate of Courts and the Judge of the Supreme Court in the River Nile State surprised the auditing teams with an order to stop all the auditing procedure and evacuate the offices. We addressed the Head of the Judiciary on 15.8.2007 to solve the problem but till now we received no reply. We emphasize that this behavior contradicts and violates both the Constitution and the laws." (1) These unprecedented defiant attitudes and behavior reveal explicitly the overt abuse of power to protect corruption, regarding that unlawful deeds are more disgraceful when they are committed by persons or organs that should defend the law.

A very serious concealed plunder is practiced by the National Public Corporation for Communication to steal the subscribers' money by imposing extra illegal fees and giving orders to the communications companies (Sudatel, Zain, M.T.N and Canar) to insert them in the tariff of calls, short messages (SMS) and internet services. Furthermore this corporation deceives the Auditor General's Chamber and falsifies its documents to evade auditing and accountability. The Strategic Report that covers the period (2001 – 2005) states in page (332) that one of the most important indicators of success that characterizes the communication sector is the huge and progressive revenues and profits throughout this period, in the year 2001 the revenues were (553689827) dinars i.e. (3454486) dollars, in the year 2005 they were (19336663047) dinars i.e. (96833315) dollars.

But, on the other hand, the Auditor General stated in page (22) of his 2006 report that: "the National Public Corporation for Communications did not achieve the expected revenue for the year 2005, which was supposed to be one milliard dinars, it collected only (850) million dinars i.e. (4250000) dollars. The difference between the two reports is (18388933406) dinars i.e. (92083315) dollars.

Adil Al-Baz, the editor-in Chief of Al-Ahdath Newspaper, who revealed and followed up these crimes, wondered: "Is this a corporation or a state in the shape of corporation? And from what superior power in the country does it get its power? We thank the Center of Strategic Studies and salute it for the distinct effort exerted in preparing and printing the Strategic Report, which has provided us with a very important and serious document that reveals that the state has thousand tongues and statistics, and enabled us to see the differentiation between the figures and statistics published by the state and presented to the public and those given to the international institutions. "(2) The difference that exceeds (92) million dollars i.e. about (184) milliard Sudanese pounds is definitely neither an addition or subtraction mistake nor a printing error, the unique justification is that the corporation introduced an untrue budget that reflected a very humble figure to the Auditor General while the real figures were introduced to the national experts. Where have these funds gone?

According to this serious statement now, the Attorney of Public Money has a case of huge funds swallowed by the corporation behind the Auditor general, the state organ that is supposed to audit all the public property.

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(1) Ayman Sinjarab, the Auditor General: the Courts of River Nile Refused the Auditing, Al-Ahdath Newspaper, Wednesday, 9.1.2008, issue (97), p.1
(2) Adil Al-Baz, the Cables of Corruption in Communications, Al-Ahdath Daily, Tuesday, 8.1.2008, issue (96), p. 16
This is a clear and integrated case; the documents are available, the accused are still alive and present, the experts, who prepared the report, are still present, the documents of the corporation itself are available and the Auditor General is a witness of evidence, do they want a clearer case? Al-Baz continues: "The Auditor General, which is no longer trustworthy, will present a catastrophic report before the National Assembly today, I am afraid we shall lose our confidence in the Attorney General as well... we shall observe what they shall do, we shall not stop investigating in the subscribers' money which is illegally collected, we shall keep our eyes open an watch the (Whale Tower) and the whales swimming in the electronic space of the corporation." (1)

To rob the subscribers' money through illegitimate extra fees inserted in the tariff of calls, short messages (SMS) and internet services, the National Public Corporation for Communication prepared an assumed agreement whereby the communications companies (Sudatel, Zain, M.T.N and Canar) are to impose these fees at the expense of customers (subscribers). According to that document the communication companies are ordered to insert the following extra illegal fees in the approved tariff:

(a) One piaster (ten pounds) for every minute of the outgoing calls inside the Sudan.
(b) Two piaster (twenty pounds) for every minute of calls from the Sudan to any other country.
(c) (5%) of the price of all the short messages and internet service.

This strange paper included the following items:

(2) The collected funds, according to that paper are to be paid monthly by the 20th day of the next month for the account of the Informatics' Support Fund.
(3) The number of this account will be decided by the corporation.
(4) The corporation will bear all the administrative and legal consequences towards these revenues.
(5) The agreement will be valid from the 1st day of January 2008.

These extra illegitimate fees constitute (10%) of the cost of calls per minute, regarding that the fees already paid by subscribers equal (15%) of their calls it can be seen that they will arbitrarily have to pay (25%) of the cost of calls as fees. Furthermore, these fees – which are taken behind the seen – go to an unknown place. Fortunately, the communication companies refused to take this illegal step. The corporation did not give up after this failure attempt, it resorted to the Ministry of Justice to request a legal decision that may oblige the communication companies to obey these illegal orders. In an essay about this problem, Al-Baz wrote: "What an armed robbery or a robbery that tries to be armed by legal decisions, a corporation that has no legal right to collect money threatens the companies and tries to compel them to plunder the citizens' money and deposit these stolen funds in the account of a fund that has no legislation. Just contemplate how can the corporation afford the legal responsibility if the subscribers decide to resort to the court and sue the communication companies? "(2)

(1) Ibid, p.16
(2) Ibid, p.16
This assumed commitment is nonsense, simply because agreements between
companies are binding but to them and citizens are not parties in such agreements
and the corporation cannot protect the companies that will face a very complicated
dilemma if they respond to the corporation's orders. It is needless to say that these
fees if applied shall yield milliards of dollars in few years for the corporation and the
subscribers neither know that these funds are embezzled from them nor they know
where they shall be spent in. Al-Baz argued: "the state will never care if the citizens
are robbed by its organs or corporations, hence, it is our duty to alarm the
subscribers and provide them with the information necessary to be aware of their
rights and protect them against the corporation of electronic robbery and its whales.
According to the instructions of the corporation the companies are supposed to
have begun collecting these illegitimate fees since the first day of January 2008 but
fortunately enough they did not obey these instructions till now." (1)

The unfortunate news is that the communication companies have eventually
accepted these extra illegitimate fees. Al-Zahawi Ibrahim Malik, the Minister of
Information and Communication, emphasized to (SUNA) in the premises of the
National Corporation for Communications that: "all the suspended matters between
the corporation and the four communication companies (Sudatel, Canar, Zain and
Zain) have been settled by individual agreements that satisfies to all the parties,
hence, the four companies shall collect the fees of the Informatics Support Fund in
2008. Engineer, Siddeeg Ibrahim, the deputy general director of the Corporation,
asserted that the corporation and the four companies managed to solve all the
problems of the fees of the Informatics Support Fund by agreements that preserve
the rights of all the parties. Thus the file of disagreement between the corporation
and the four companies is completely and finally settled." (2)

But, on the other hand, the officials of the four companies negated these assumed
agreements and emphasized that it is impossible for the companies to respond to
the agreement proposed by the corporation because it is not based on legal and
legitimate bases that enable the companies to collect these fees behind the
subscribers' backs. They emphasized that the crisis between four companies and
the corporation is still there and have not yet been settled as contended by some
ones two days ago. "Consentaneous legal sources asserted that there is no way for
the communication companies to take these fees from their subscribers, but they
can contribute to the Informatics Support Fund from their own money through
gratuitous free gifts that should not affect the subscribers who have nothing to do
with this matter." (3)

The inevitable conclusion of these contradicted statements is that either the
Minister of Information and Communication and the deputy general director of the
Corporation are untrue or the officials of the four companies conceal the fearful
facts. Nevertheless, the missing truth shall sooner or later appear.

(1) Adil Al-Baz, the Cables of Corruption in Communications, Al-Ahdath Daily, Wednesday,
9.1.2008, issue (97), p. 16
(2) SUNA, Al-Ahdath Daily, Thursday, 17.1.2008, issue (104), p. 1
(3) Source of Al-Ahdath, the Communication Companies Refuse to Collect Fees of Informatics, Al-
Some of the obvious limitations of the Auditor General's report for the year 2006 are:

(1) It is too late, where it has been presented and discussed in the National Assembly in the year 2008, while it covers the year 2006. This considerable delay results in a long interval between the occurrence of crimes against public money and the required actions towards these crimes, this gives room for many treatments and compromises to conceal the truth and protect the corrupt embezzlers. Moreover, the historical events of 2006 are discussed in 2008 by people who ignore what has happened throughout the year 2007.

(2) It covered only (152) out of (241) governmental units in the Northern Sudan that equal (63 %), i.e. (89) Northern governmental units that equal (37 %) were not covered by the report.

(3) It did not cover the units of the ten Southern states and the Government of Southern Sudan (GOSS).

(4) It failed to cover the Judiciary and the Ministry of Interior.

Moreover, Abu Bakr Marin, the Auditor General stated that: "the National Assembly did not discuss all the report submitted to it, the crimes against money in the banking sector have been concealed. It was argued that revealing and discussing this problem will cause many undesirable reactions among the customers of banks and result in noxious consequences." (1)

In spite of the fact that the Auditor General – according to the National Audit Chamber Act 2007 – is authorized to demand any document for the purpose of auditing, to enter and check any store, to check all the accounting statements and systems, to object and stop expenditure, the Auditor General's employees have been disgracefully rejected and forbidden to do their job, the most shocking the that this insolent unlawful behavior that constitutes an overt unprecedented violation for the constitution and the laws of the country, was committed by organs that should protect the law, i.e. the Ministry of Interior and the Judiciary. Trying to justify this abominable action the Minister of Interior argued that these funds belong to the personnel of the ministry and should not be considered as public money; but this excuse is worse than the fault. Yasin Hassan Beshir, a journalist in Al-Ahdath Newspaper, wrote: "the main point that should concern us in the problem between the Ministry of Interior and the General Auditor's teams is not the mere auditing procedure, simply because either these units are audited or not, no reform or corrective action will take place, the Sudanese state never knows the principle of accountability and financial auditing is meaningless in the absence of the strict appliance of law that lays the severest penalty on convicted corrupt persons and protect the public property. Auditing became a vain valueless routine procedure, how can we in the year 2008 assess the financial performance of the state organs for the year 2006 without knowing what has happened in the year 2007? The main issue, which has been deliberately neglected by both the Auditor general and the Ministry of Interior, is the property of these funds, who owns Al-Ribat University and the Police investments that consist of a group of companies and hospitals? The pivotal question is: where have the huge capitals of these investment projects that include a university, companies, hospitals and other activities come from?

(1) Sawt Al-Omma Newspaper, Wednesday, January 16th 2008, issue No. (41), p. 1
The press explanation of the Ministry of Interior on 10.1.2008 mentioned that these projects are financed from the money of the Social Insurance Fund whose revenues consist of the contributions of police personnel, the rents of the police projects, gifts, grants, aids and other resources. Regarding that the Police Social Insurance Fund was established in accordance with the Republican decision No. (198) for the year 2005, while these large investment projects including Al-Ribat University are already there before the year 2005, the insistent question about the source of these huge capitals remains waiting for a transparent answer. We know that many decades ago the Police Forces had a (Social Services Fund) but it was a humble one that depended on the monthly contributions subtracted from the wages salaries of officers and soldiers followed the conventional cooperative system. The conclusion is that if all the salaries – not the partial contribution that does not exceed (8%) of the salaries were accumulated since 1956 the year of independence they could not cover the cost of these projects. These huge funds are but collected from citizens through many channels four the services that include passports, nationality, identity cards, driving licenses, car licenses, traffic fees and fines …etc. Are these funds completely delivered to the Ministry of Finance? Can the Auditor General show the portion of returns paid to the Ministry of Finance and the rates of retained or hoarded money? Since all these large investment projects are financed by the citizens they constitute public money that belongs to the Sudanese people. The shy admission of the Auditor General that there are retained funds that have not been audited reveals a serious defect in the state because no law can permit a governmental unit to seize its revenues and invest them as private money. This shows that the citizens pay twice for the services, for example they pay for passports, licenses and identity cards, these funds are invested in other projects such as Sahiroon Hospital or Al-Ribat University, yet they will have to pay for these projects when they need there services, in spite of the fact that they finance these projects. Citizens pay various taxes and fees to the state for basic services that include health, education and security, why should they pay again to enjoy the services of organizations they have financed? Why should they pay to enhance specific sectors? What are the general national socio economic priorities? Is al-Ribat University – for instance – a first priority? The serious point here is the problem of using the assets and resources of the state in projects and pretending that they are private investments, suppose that these projects are private property of the ministry's personnel – as their minister contends – how can we explain and justify the existence of the military staff of these institutions, which consists of officers, ranker officers and soldiers? Furthermore, even the civilian personnel, who join these institutions are often militarized, given military ranks and offered the provisions and privileges of these ranks, are these ranks also private property of the personnel? Are the governmental cars of the Police Forces given to the personnel of these institutions private property? Are the lands on which these projects have been built also private property? Have the personnel of the Ministry of Interior paid the price of these lands for the Ministry of Finance from their Social Insurance Fund? Is the Police Hospital, wherein the University students are trained also private?
The principal responsibility is not a mere routine audit that often gives no results, it is to protect the public money against these this queer novel heresy of retaining and hoarding the state's revenues." (1) Another writer wonders: "the poor rejected Auditor General's Chamber could not audit more than (97) out of (241) public corporations, are these institutions that respect the law? Of course no, they don't and they are above the law and no body can question or think to punish them. The decisions of the Constitutional Court, which is the highest judicial organ that has the final decisive say in the country, were defied and laughed at by influential officials, these decisions are suspended and those officials have not been questioned. The state disobeys its constitution that admitted general principles that should be detailed and formulated in laws but it still procrastinates, no law has been issued and hence the constitution is still suspended. A state that disrespects its primary law is one that coerces its people without law." (2) After the end of the National assembly, which is supposed to recommence its sessions in next April, Tarig tawfeeg, the member of the (NCP) block in the National Assembly, stated that: "his session has been a failure one, only (3) questions out of (15) have been replied and only (2) explanations out of (7) have been responded to, the response has been very poor. There is an obvious defect in legislation, we expected this session to be a legislative one but none of the laws we talked about in order to implement the Constant Peace Agreement were not passed." (3) Peter Soly, a member of the (SPLM) block in National Assembly, stated that: "we are dissatisfied with this session, we passed no important legislation except the Armed Forces Act, which is restricted to the North, but at the national level no legislation has been passed. The (NCP) and the (SPLM) should shoulder the responsibility of amending and abolishing the suppressive laws." (4) On the other hand, Ahmed Ibrahim Al-Tahir, chairman of the National assembly urged the deposition of the Elections Act in the next session of April 2008, he warned and asked the Commission for Constitutional Revision to hurry up and introduce the act, otherwise he will accept any initiative from inside the National Assembly, he pointed out that: "any delay of the Elections Act is apt to jeopardize the process of elections itself and can not permit this, the table of elections is already fixed and can never be postponed, the political blocks should accelerate the deposition of this legislation before the beginning of the next session, procrastination will not serve us, it will embarrass us and put us in the critical dilemma of postpone, we don't like this and don't like the Assembly to last after the time determined to it by the constitution." (5) Tarig tawfeeg criticized the sluggish performance of the Commission, which – according to him – has fallen short and failed to play the role entrusted to it. He praised the statement of Al-Tahir and criticized the deficient executive authority. (6)

(2) Adil Al-Baz, Law will not Govern Us, Al-Ahdath Newspaper, Saturday, January 19th 2008, issue No.(105), p.16
(3) Ayman Sinjarab, In a Parliamentary Session; the Government answers three questions out of fifteen, Al-Ahdath Newspaper, Thursday, 17.1.2008, issue (104), p.1
(4) Ibid, p.1
(5) Ibid, p.1
(6) Ibid, p.1
The serious implication here is that any slowdown or procrastination will impede the preparation and deposition of the waited Elections Act and, hence, open the door for a conspiratorial parliamentary game that will definitely give birth to a tailor-made legislation that is apt to affect the elections process and pave the way for further monopoly of power and wealth. This imminent disaster has almost happened, the prolonged discussion among political parties have delayed the Parliament's plan to pass the Elections Law. Siddeeg Al-Hindi, the Chairman of the Transportation and Roads Committee at the National Assembly, stated that: "Elections Commission was waiting for clear positions of the two partners regarding women representation, which has been proposed at (25 %) of the parliamentary seats." (1) Mahjoob Mohammed Salih, editor-in-chief of Al-Ayyam Daily, stressed on the necessity of keeping all governmental institutions aware of the election process, in order to arrange free and honest elections. He stated: "there would be a law to prevent corruption and illegal methods, partial elections, which are likely to take place in conflict areas, will have negative consequences. It would be impossible to arrange free and honest elections under such inclusive regime." (2)

Further example of the arbitrary decisions that have a destructive impact on citizens in general and civil servants in particular is the considerable unjustified increase in the prices of petroleum products, in spite of the fact that the Sudan has been a petrol producing and exporting country since the year 2001, the prices of petroleum products kept increasing. The price of tube of domestic gas zoomed from ten thousand pounds to eighteen thousand pounds and is expected to increase again after the recent increase of the value added tax from (12%) to (15%). This increase is unjustifiable where very great surplus amounts of gas in Al-Jaili Refinery are disposed of by burning. Moreover, the price of the car gas is increased twice in one year, from (401) pounds per liter to (1200) pounds per liter with a (300 %) increase and to (1650) pounds per liter with an increase of (411%) regarding that the price of benzene is (1450) pounds per liter, the strange discrepancy here is that at the international level the price of gas is less than (50%) of that of benzene. This unacceptable increase pushed some car owners and drivers to use the cheaper domestic gas tubes instead of car gas, which jeopardizes the lives of citizens who are always the immolation lambs. The prices of all the necessities have considerably increased; the tariffs of transportation, water and electricity supplies have become a nightmare, the bakeries have reduced the weight of bread and increased its prices simultaneously, the prices of sugar, milk, food oil, soap, onion, flour, corn, fruits, …etc have madly increased without any corresponding increase of the civil servants' wages and salaries and further increases are expected to take place as a natural result of the recent (VAT) increase. This implies that citizens in general and civil servants will suffer more economic hardships due to increasing rates of inflation and cost of living and acutely deteriorated real incomes, it is needless to remind that the economic hardships undergone by civil servants constitute a significant factor behind corruption.

(1) Salma Abdul Wahhab, Consultations Delay Elections Law, the Citizen Newspaper, Tuesday, January 22nd 2008, volume (3), issue (19), p.16
(2) Ibid, p.16
After the approval of the 2007 budget, which was (108) milliard pounds, the representatives of the Legislative Council promised the citizens that the Khartoum Province is going to witness a real socio economic development and presented their plan that included the following schemes:

(1) The rehabilitation of (53) schools, with a cost that exceeds four milliard pounds
(2) The rehabilitation of Al-Maigoma Medical Center.
(3) Illumination of streets and quarters, with a cost that exceeds one milliard pounds.
(4) The maintenance of Al-Lamab Child Center with (600) million pounds.
(5) The accomplishment of Arkawit Project, with a cost that exceeds two milliard pounds.
(6) The accomplishment of the Legislative Council building with (600) million pounds.
(7) The rehabilitation of al-Jireif Medical Center with the cost of (320) million pounds.
(8) The establishment of a modern slaughterhouse with a cost that exceeds one milliard pounds.
(9) The construction of ten theatres to encourage cultural activities in clubs.
(10) The establishment of modern kindergartens in quarters, with (170) million pounds.
(11) Subsidy of mosques, which costs (100) million pounds.
(12) Improving the abilities and talents of Youth, with (250) million pounds.
(13) Implementing the Common Sense Promotion Scheme that was supposed to cost (35) million pounds.

The citizens came to realize that they have been too optimistic when they naively believed the untrue promises of officials; the final result with the end of 2007 was a big zero. The rehabilitation of the (53) schools that should have been achieved in a period that ranges between forty and seventy day, was an utter failure, all the work, which was entrusted to a single company, has been suspended by the company as a natural result for the delay of payment, the opening of Al-Maigoma Medical Center has been postponed to an unfixed date, the streets of popular quarters are still dark and convenient for burglars, Al-Lamab Child Center is still stumbling, Arkawit Project swallowed milliards of pounds in vain, the plan of the Legislative Council building has gone with the wind and the Legislative Council hired a building with a rent that equals (40%) of the cost of the assumed building, moreover, the former building was evacuated; air conditioners, lamps and fans were taken and the gigantic generator that can illuminate the council and the neighboring quarter was buried under the heaps of garbage and so forth. The result of the test of credibility is that: (no body passed), the question is: why have all these developmental plans failed regarding that the average of revenues is (78%) and where have these milliards of pounds gone?" (1)

(1) Osman Bob, Khartoum Local Council; a Budget of Milliards without Pay, Al-Watan Newspaper, Tuesday, January 8th 2008, issue (1660), p.8
Omer Siddeeg Al-Beshir, a journalist in Akhbar Al-Yom Newspaper wrote: "corruption prevalent throughout our country, a very great effort is needed to combat it because it is a cancer that destroys the socio economic development. According to the recent report of the International Transparency Organization the Sudan occupies the last rank in the list of transparency, how many junior employees, who by means of embezzlement have collected large funds of money and built huge buildings, their sudden incredible enrichment pushes their relatives, colleagues and neighbors whisper that they are thieves but no body calls them to account. The helpless Auditor General's Chamber can not combat corruption because it has no authority; the Prohibited & Suspicious Enrichment Combat Act is not activated to cope with the speed changes in the field of economic activity and crimes and the amazing development of criminal techniques, hence, the reports of the Auditor General need a strong and effective organ to apply the valid acts and regulations strictly " (1) Mr. Jemi Wani, chairman of the Legislative Council of the South and head of the Finance and Economy Committee, stated in a press conference in December 3007 that: "nepotism and obscuration are protected and supported by tribalism, many persons embezzle millions of pounds without being punished or even subject to accountability because of their relatives in power, some officials and their relatives are ready to beat strongly and fiercely all those who reveal their suspicious deeds and deals. " (2) Bolina Byak, head of the Corruption Combat Committee, revealed that her committee has no authority to investigate in the public money embezzlement cases." (3) In a dialogue with Al-Shuroog Channel, Al-Sadig Al-Mahdi, chief of Al-Omma National Party, called for a National Economic Conference that will be concerned with making the social priorities of development and determining the means and strategies. He stated that: "the Peace Agreements have put all the wealth and resources of the country in the hands of the political intelligentsia, which became as the guardian of the people." (4) Sayyid Hassan Ahmed, the Auditor General of the Blue Nile State reported that the embezzled money in the year 2006 was (2.14) million pounds (in the new currency) i.e. more than two milliards, with an increase that equals (57 %) of the embezzled money in the year 2005, the number of cases discovered is (35) cases. He attributed this considerable increase to the weakness of internal control and laxity in applying the legal procedure that protect the public money and stop the embezzlers. (5) Ahmed Ibrahim Al-Tahir, chairman of the National Assembly, admitted that the parliament due to its weakness has fallen short and failed to play its supervisory role to combat corruption. (6)

(2) Ibid, p. 5
(3) Ibid, p. 5
(4) Al-Sadig Al-Mahdi, Peace Agreements put the Wealth in the Intelligentsia's Hands, Al-Watan Newspaper, Saturday, January 5th 2008, issue (1657), p.5
Unfair termination of service:

Many public servants in both civil and military service were discharged in the name of public interest or redundancy, these victimized persons and their dependants have undergone many economic hardships and social problems. Some of them joint the private sector, others migrated and – ironically – others have recently been appointed in statutory positions. The latter group reveals the overt fact that public servants can be employed and dismissed for non merit causes like political fluctuations, conflict over wealth and power and reconciliations.

The National Committee for the politically and arbitrarily dismissed held a great symposium in the Omma House in Omdurman, to mobilize its members and prepare for the march intended to move to the Republican Palace on Sunday 15.4.2007 to urge the treatment of their chronic problem. General Mityang, the representative of the Armed Forces dismissed personnel stated that: "officers and soldiers were arbitrarily and unfairly dismissed by the Salvation government, which regarded no professional or human aspects. The dismissal decisions made by this regime destroyed the competent and sincere Sudanese public servants including scholar university teachers, officers, soldiers, engineers and scientists. The honorable honest sons of the Sudanese people were annoyed and imprisoned, the suffering of the Southerner officers and soldiers has been doubled after the peace agreements they did not only lose their jobs but their dignity as well where the (SPLM) considers them as (Jallaba), while the ruling regime used to dishonor and call them (the Fifth Regiment). I wonder what has the (Rescue) regime rescued? Corruption and crimes against public money have prevailed in the Sudan."

General Awad Osman M. Noor, the representative of the Police dismissed staff stated: "in spite of the successive Republican decisions and the frequent directives of the President of the Republic to solve our problem, no action has been taken towards us, we just hear untrue promises. Illusions about governmental committees must be eliminated, the President's decision, which not taken seriously, has not been considered in the budget and the government is neither earnest nor serious to solve our problem. It seems that they are insisting to harm the Sudanese people but we are alert, the government should confess its sins and apologize to the people. It is noteworthy that some victimized candidates have been rejected through the Recruitment Board for political reasons." (2)

Dr. Awad Hassan, representative of the Khartoum University teachers, stated that: "when the Islamic National Front (INF) came to power through the 1989 military coup d'etat it dismissed the members of the executive committee of the teachers' trade union; Mohammed Yosuf Ahmed Al-Mustafa, Professor Mohammed Al-Amin Al-Tom, the matchless genius mathematician and the ideal example of scientists throughout the World regarding that scholars of Mathematics are very scarce, professor Abd Al-Jaleel Karrar, the scholar of Physics who was appreciated by all the international universities, Dr. Fadwa Abd Al-Samad Ali Taha, the teacher of History, Mohammed Saeed Al-Gaddal …etc, this reveals that political loyalty and compliance come before merit." (3)

(1) Ahmed Sir Al-Khatim, op.cit, p. 3
(2) Ibid, p. 3
(3) Ibid, p. 3
Al-Sadig Al-Mahdi, chief of Al-Omma National Party stated that: "unfair discharge of political opponents in the name of public interest is a part and parcel of the totalitarian dictator regimes that come to power through military coups; I am one of the politically and arbitrarily dismissed public servants because this regime robbed my position as the legitimate elected Prime minister in the name of public interest and salvation of the country." (1)

(1) Ibid, p. 3
Privatization:

Privatization has been one of the worst nightmares ever undergone by the unfortunate Sudanese Public Service; its harmful and destructive impact can be seen at the institutional, economic, social and psychological levels. The following effects can be mentioned:

1. It has weakened the role of public sector in development and, hence, the role of the state towards its citizens.
2. It provided illegitimate for national and foreign private sector that aims only at cost-minimization / profit-maximization regardless of any other considerations.
3. It aggravated the distortions in the distribution of wealth and income and increased the already existing injustice and grievances.
4. It deprived many families of the only source of income they used to depend on.
5. It enriched the greedy plunderers at the expense of the victimized employees and their dependents.

Dr Hassan Ahmed Taha, the former State Minister of the ministry of Finance, the General Director of the Sudanese Free Zones Company and one of the engineers of privatization and the supervisor of its first program stated that: “we adopted a strategy to classify the projects, specify the major ones that the Sudanese private sector is incapable to manage and decide the stages of privatization according to the limited capacities of the Sudanese private sector, which was suffering its own major problems such as the incapability to be involved in such large investments, in addition to the poor administrative thought and talents of the private sector in the Sudan. This situation compelled as to open the doors for foreign businessmen and companies.” (1)

Dr Hassan admitted that: “the required administrative skills to undertake and achieve this process were neither available in the Sudanese private sector nor in the public one and the restructuring process had not been subject to a sound rigorous study” (2). Moreover, Dr Hassan continues: “the political pressures accelerated the privatization process and gave no room for accurate precise specialized studies.” (3)

The employees of Al-Nilain Bank, which has been sold to the Emirate Eimar Group, led a silent battle neither against privatization of the governmental banks nor against the public policies that aim at the reconstruction of the public corporations, but only to get their legitimate and legal rights i.e. their post service benefits and compensations.

On 5.11.2005 they submitted a memorandum for both of the Minister of Finance and the Bank of Sudan. After the haughty and aggressive attitude of the administration of their bank as well as the Central Bank they were compelled to resort to the Ministry of Justice, which confirmed the legitimacy of their demands. Dawlat Taj Al-Sirr, the legal consultant of the Attorney General addressed the administration of Al-Nilain Bank on 8.4.2006 stating that:

(1) A / Mon'im Abu Idrees, The engineer of privatization declares: Privatization was accelerated by Political Pressure, Al-Sahafa daily, Sunday, 7th January 2007, Issue No. (4872), p. 7
(2) Ibid, p. 7
(3) Ibid, p. 7
"Where the claims of these employees are indisputably legitimate and legally accepted, we advice the General Directorate of Al-Nilain Industrial Development Bank Group to apply the sub-section (73 / g) of Al-Nilain Bank Group Personnel Service Conditions Regulation 2005 which states that: [those who satisfy the service conditions mentioned in the regulation deserve the addition of five years to their actual pensionable service beside a total three-month salary as a compensation for the termination of service]"

Surprisingly, the directorates of Al-Nilain Bank the Central Bank defied the decision of the Ministry of Justice. After an impotent waiting for the implementation of this decision the oppressed resented employees decided to resort to the Judiciary, a committee chaired by the judge Adil Fadul Ahmed was set in the Khartoum Civil Court on 11.5.2006, it spent about six months to make a decision. On 8.11.2006 the committee approved and confirmed the validity of the employees claims, but all in vain. The Central Bank and Al-Nilain Bank continued their indifference and disrespect to all the laws and ignored all the decisions of the Ministry of Justice and the Khartoum Civil Court. Seeing that the behavior of banking system led by Mr. Sabir suggests that it is an autonomous government inside the government. Having exhausted all the possible ways and seeing that all their rights and the bank itself is going with the wind, the frustrated employees raised a memorandum to the Ministry of Finance and the bank of Sudan to respect and execute the decisions of the ministry of Justice and the Judiciary, they gave the Bank 72 hours to respond to their fair and legally supported claims, but the mighty (state) of Mr. Sabir, which seems to be above any law gave no response to the victimized employees, furthermore, it threatened to take oppressive measures against them.

Finally, the inevitable strike happened and resulted in great losses for the bank and affected the interests of the customers as well. This bold attitude of Al-Nilain Bank Employees' Trade Union, found a great respect, sympathy and collaboration, particularly by the General Federation of Sudanese Workers' Trade Unions & Associations, the General Trade Union of Banks and Federation of the Khartoum State Workers' Associations. If this collaboration by leaflets and manifestos is translated into actions and the Nilain Bank Employees' Trade Union stand still, the (government) of the Central Bank shall be given a lesson that it can never forget.

Adil Al-Baz, who wrote about these disgraceful series of events, continues to say: "I can no longer understand who governs this state!!, a state whose President – before few days – has stood in the National Assembly and promised all the Sudanese people to extend law and justice, but few day later the (President) of the Central Bank (government) mockingly laughs at the speech of the President and show practically that he is above any law or accountability, subject to no enquiry and no body and can rob the rights of others in spite of any legislation or decision, after the scandalous burial of suspicious garbage inside it, what is the opinion of those who caught the wind when they bought the corpse of the bank, i.e. Eimar Group, how can they receive the body of the bank, from whom? And who dares to undergo the risky adventure and buy a governmental bank? Particularly it is known that the Omdurman National Bank is being exhibited in the auction. I really don't know why and to what extent will the passive patience of the state towards the undisciplined behavior of Mr. Sabir's central government? Is it waiting to see the collapse of the entire
banking sector after the comprehensive strike of all its employees? It seems that many parts of the government are scared of the oppression of Mr. Sabir's central government; the Ministry of Finance looks silently while the findings and recommendations of its investments conference fall down, the Ministry of Justice is unable to enforce its decisions. Under such odd circumstances we advice the Trade Union of Al-Nilain Bank employees to rebel and (enter the Jungle), which lies at few meters of the castle of Mr. Sabir's central government in Al-Mugran 

After the scandal of bank warranties the Bank of Khartoum was sold. The buyer was an Emirate businessman who appointed a new foreign General Director; a Lebanese that holds the Australian nationality. This new director dismissed many employees and replaced them by new ones from India and Pakistan, but the strong resistance of the workers' trade union managed to stop this unfair procedure of arbitrary dismissal and employment. The new manager was forbidden to enter the bank and frankly told by the crowded resented employees – who blocked the entrance of the Head Quarters – that he is an undesirable person. The deputy general manager, who addressed the angry crowd apologized and promised to review these decisions of employment. 

The Sudan Air Lines Company did not undergo only privatization, it has been foreignized as well, (49%) of its shares of the were sold to the Arif Investment Group of Companies – Kuwait, while (15%) were sold to Al-Faihaa Investment Company – Kuwait. Ibrahim Al-Yas, a journalist, wrote: "Nobody knows who evaluated the company and decided the details of the deal and the way of payment, which reveals the absence of transparency. But after many months the already deteriorated performance of the company has severely worsened, two planes out of three are defective and the suffering of messengers has been aggravated. Ali Al-Zameea, the chairman of the company's board of directors declared that the company needs a comprehensive clear plan that includes the purchase of a new fleet; he stated that his company has not come to the Sudan to lose but to make profits, and those who expect any renascence or improvements in few months are living in illusions." 

The River Transport Corporation, which is one of the important strategic sectors that provide vital service with the cheapest cost, has also been sold for Arif Investment Group of Companies – Kuwait for (105) million dollars, according to the deal the buyers are to pay (60%) of the value in a month, (20%) of it after one year and (20%) after two years. Al-Yas commented: on what basis has the sold institution been evaluated, what compels the decision makers to accept this unfair installment plan, which implies that a considerable part of this transaction will be paid from the returns of the corporation itself rather than the money of the buyers, i.e. the buyers, who appropriated the corporation before paying its full price will pay only a part of the deal from their pockets." 

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(1) Adil Al-Baz, To the Employees of Al-Nilain bank, Enter the Jungle, Al- Sahafa daily, Monday, 13th , November 2006, Issue No.(4822), p.3
(4) Ibid, p.7
One of the abominable aspects of organizational behavior that recently prevailed among civil servants is gossip. Gossip is no longer a feminine affair, in many cases males are concerned with it as well as females; it is very common to see the frustrated demoralized workers and employees sitting almost idly to chat and exchange fresh news or discuss the status quo events, the term (shamar) – which refers to exciting and scandalous news – is very familiar among workers and employees. In many cases, particularly when senior officials are involved, people do not only whisper but talk loudly and the rumors or news spread outside the organization concerned. It is needless to mention that the considerable time spent in seeking and conveying news has a significant negative impact on performance, efficiency and productivity.

Most of these talks of civil servants during the formal hours of work are about fiscal corruption (i.e. crimes against public money) particularly embezzlement and bribery, the second issue is immoral practices (i.e. crimes against honor) that include sexual scandals. The serious implication here is that many illegal and illegitimate sexual relations (adultery) have recently become a very influential factor in selection, employment, transfer, discipline, promotion and rewards. It is argued that many incompetent employees, who are not more than whoremongers and punks, enjoy many undue privileges and benefits that they never deserve. Beside its immoral nature this practice somehow is a form of non cash bribery that affects the impartiality of decision-making process. The speech about such scandals is not only built on suspicions or thinking, many officials involved in such scandals were caught red-handed but instead of being severely punished they were preserved as if nothing has happened, in some cases these important employees were just transferred to other units or other sections in the same unit. Furthermore those fragile officials are usually exposed to pressure, threatening and extortion and more likely to be blackmailed by corrupt opportunist persons, who use them to achieve their mean means and illegitimate objectives.
Apostasy to tribalism:

The last decade witnessed a remarkable apostasy to tribalism among civil servants, candidates who apply for jobs are usually asked about their tribes and place of birth, new comers, who join their units by means of employment, transfer or secondment, are usually asked about their tribes rather than their qualifications. Some senior officials tend to employ those who belong to their own tribes. Al-shafee' Ahmed Mohammed, a Darfur citizen and one of the outstanding (N.C.P) leaders, who held many important positions; the secretary general of the (N.C.P), the vice governor of greater Darfur, the Sudan ambassador in Iran and recently the Sudan ambassador in Amman Sultanate and who is called the prudent philosopher of conferences due to his significant role in reconciliation conferences, stated that: "The problem of tribalism, which had almost disappeared, has come to reemerge due to the utter failure of the state to understand and solve the problems of people, which compelled even the civilized and highly educated persons to resort to their tribes to gain support, political parties tend to recruit tribal leaders to guarantee the loyalty their tribes, some politicians use tribalism as a (balloon) to fly and land on the chair of ministry or senior position"

(1) Ismail Adam, op.cit, p. 9
Chapter Four
Data analysis and hypotheses testing

The collection of data:

The data used in this chapter has been collected by means of a questionnaire, which has been distributed in 18 governmental units (ministries, departments and public corporations). The number of those who received the questionnaire was (1320) public servants but only (1015) out of them have given a full response. Many employees – unfortunately – not only ignore the nature of scientific research but – surprisingly – know nothing about questionnaires, hence, they tend to avoid or evade the questionnaire, others dealt with it very carelessly and indifferently, which resulted in a considerable loss of time and effort. The researcher was compelled to visit most of the units covered more than six or seven times to pursue the missing or uncollected copies of the questionnaire, which were reduced by the efforts of many helpful sincere colleagues to (305).

The situation of distribution and collection is as follows:

Table (4.1) the numbers of the distributed and collected questionnaire copies according to units:

<table>
<thead>
<tr>
<th>No.</th>
<th>Units</th>
<th>Distributed</th>
<th>Collected</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Khartoum Teaching Hospital</td>
<td>250</td>
<td>165</td>
<td>66%</td>
</tr>
<tr>
<td>2</td>
<td>Ibn Sina Specialized Hospital</td>
<td>250</td>
<td>193</td>
<td>77.2%</td>
</tr>
<tr>
<td>3</td>
<td>Al-Shaab Teaching Hospital</td>
<td>70</td>
<td>44</td>
<td>62.9%</td>
</tr>
<tr>
<td>4</td>
<td>Omdurman Teaching Hospital</td>
<td>40</td>
<td>40</td>
<td>100%</td>
</tr>
<tr>
<td>5</td>
<td>E.N.T. Teaching Hospital- Khartoum</td>
<td>75</td>
<td>66</td>
<td>88%</td>
</tr>
<tr>
<td>6</td>
<td>Dermatology &amp; Venereal Diseases Hospital</td>
<td>50</td>
<td>46</td>
<td>92%</td>
</tr>
<tr>
<td>7</td>
<td>Children’s Emergency Hospital – Khartoum</td>
<td>30</td>
<td>22</td>
<td>73.3%</td>
</tr>
<tr>
<td>8</td>
<td>Dental Hospital – Khartoum</td>
<td>25</td>
<td>20</td>
<td>80%</td>
</tr>
<tr>
<td>9</td>
<td>Radiation &amp; Isotope Center - Khartoum</td>
<td>80</td>
<td>67</td>
<td>83.7%</td>
</tr>
<tr>
<td>10</td>
<td>National Medical Laboratory</td>
<td>25</td>
<td>17</td>
<td>68%</td>
</tr>
<tr>
<td>11</td>
<td>The Psychiatric Hospital – Khartoum North</td>
<td>50</td>
<td>34</td>
<td>68%</td>
</tr>
<tr>
<td>12</td>
<td>Federal Ministry of Health</td>
<td>200</td>
<td>172</td>
<td>86%</td>
</tr>
<tr>
<td>13</td>
<td>Ministry of Health – Khartoum State</td>
<td>20</td>
<td>12</td>
<td>60%</td>
</tr>
<tr>
<td>14</td>
<td>Ministry of Finance &amp; National Economy</td>
<td>45</td>
<td>31</td>
<td>68.9%</td>
</tr>
<tr>
<td>15</td>
<td>Central Laboratory for Veterinary Research</td>
<td>30</td>
<td>23</td>
<td>76.7%</td>
</tr>
<tr>
<td>16</td>
<td>Civil Service Department</td>
<td>40</td>
<td>31</td>
<td>77.5%</td>
</tr>
<tr>
<td>17</td>
<td>The Attorney General Chamber</td>
<td>25</td>
<td>18</td>
<td>72%</td>
</tr>
<tr>
<td>18</td>
<td>The Judiciary</td>
<td>20</td>
<td>14</td>
<td>70%</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>1320</td>
<td>1015</td>
<td>76.60%</td>
</tr>
</tbody>
</table>

The data collected by the questionnaire is categorized into two groups:
(1) Demographic characteristics of respondents:

The demographic characteristics are explained in many variables such as age, sex, marital status, academic qualifications, tribe, place of birth, date of
employment (absolute seniority), date of recent promotion to present job grade (current seniority) and additional income.

(2) **View points and attitudes of respondents:**

The view points and attitudes are covered by many variables that include the equity and adequacy of pay, fairness of recruitment and selection, fairness of performance appraisal and promotion, value of promotion, intellectual and psychological orientation, ethical attitudes towards corrupt employees and opportunities of illegal enrichment, assessment of senior officials, and evaluation of social, ideological and political impact on public service.

**Demographic characteristics of respondents:**

According to age, sex and marital status the respondents are distributed as shown in Table (4.1.1):

<table>
<thead>
<tr>
<th>Age</th>
<th>Males</th>
<th>Females</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>S</td>
<td>M</td>
<td>D</td>
</tr>
<tr>
<td>20 –</td>
<td>8</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>25 –</td>
<td>43</td>
<td>1</td>
<td>0</td>
</tr>
<tr>
<td>30 –</td>
<td>46</td>
<td>13</td>
<td>0</td>
</tr>
<tr>
<td>35 –</td>
<td>22</td>
<td>24</td>
<td>0</td>
</tr>
<tr>
<td>40 –</td>
<td>9</td>
<td>38</td>
<td>1</td>
</tr>
<tr>
<td>45 –</td>
<td>6</td>
<td>31</td>
<td>0</td>
</tr>
<tr>
<td>50 –</td>
<td>3</td>
<td>33</td>
<td>3</td>
</tr>
<tr>
<td>55 – 60</td>
<td>6</td>
<td>25</td>
<td>0</td>
</tr>
<tr>
<td>Total</td>
<td>143</td>
<td>16</td>
<td>4</td>
</tr>
<tr>
<td>%</td>
<td>14</td>
<td>16.3</td>
<td>0.4</td>
</tr>
<tr>
<td></td>
<td>45.6</td>
<td>53.1</td>
<td>1.3</td>
</tr>
</tbody>
</table>

Source: the questionnaire, primary information, questions (1, 3, 4)

From table (4.1.1) the following remarks can be made:

(1) 69.3 % of the respondents are females while the males are only 30.7 %.
(2) Single males are 14 % of the respondents, while single females are 39.5 %, i.e. single public servants constitute 53.5 % of the respondents in general.
(3) Married males are 16.3 % of the respondents, while married females are 23.9 %, i.e. married public servants constitute 40.2 % of the respondents in general.
(4) Divorced males are 0.4 % of the respondents, while divorced females are 4.1 %, i.e. divorced public servants constitute 4.5 % of the respondents in general.
(5) Widows, who are all females, are 1.8 % of the respondents.
(6) 45.6 % of the males are single, 53.1 % of them are married, 1.3 % of them are divorced and no widows are found.
(7) 57 % of the females are single, 34.5 % are married, 5.9 % are divorced and 2.6 % of them are widows.

It can be concluded that the majority of public servants (69.3 %) are females, and only 34.5 % of those females are married. Regarding that 107 out of the 401 single
females i.e. (26.7\%) of them are more than forty years old, and when the fact that females tend to conceal their real ages and try to look younger is fully considered the real portion may approach 42.9 \% of the single females. This can show that a considerable portion of public servants are undergoing their own personal frustrations beside their job dissatisfaction, which indicates the prevalence of poor morale among public servants that can in turn affect performance and organizational behavior.

On the other hand it can be seen that 16.8 \% of the single males fall within the age interval (40 - 60)

Females do not only constitute the majority of public servants, but this majority is continuously increasing at the expense of males who tend to decrease gradually. This fact can obviously be seen from table (4.1.2):

Table (4.1.2)

<table>
<thead>
<tr>
<th>Age</th>
<th>Males</th>
<th>Females</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Frequency</td>
<td>%</td>
<td>Frequency</td>
</tr>
<tr>
<td>20 –</td>
<td>8</td>
<td>17.8</td>
<td>37</td>
</tr>
<tr>
<td>25 –</td>
<td>44</td>
<td>26.8</td>
<td>120</td>
</tr>
<tr>
<td>30 –</td>
<td>59</td>
<td>29.1</td>
<td>144</td>
</tr>
<tr>
<td>35 –</td>
<td>46</td>
<td>27.1</td>
<td>124</td>
</tr>
<tr>
<td>40 –</td>
<td>48</td>
<td>29.3</td>
<td>116</td>
</tr>
<tr>
<td>45 –</td>
<td>37</td>
<td>30.1</td>
<td>86</td>
</tr>
<tr>
<td>50 –</td>
<td>39</td>
<td>45.9</td>
<td>46</td>
</tr>
<tr>
<td>55 – 60</td>
<td>31</td>
<td>50.8</td>
<td>30</td>
</tr>
<tr>
<td>Total</td>
<td>312</td>
<td>30.7</td>
<td>703</td>
</tr>
</tbody>
</table>

Source: derived from table (4.1.1)

From table (4.1.2) it can be seen that:

1. Males constitute (50.8 \%), while females are (49.2 \%) of the members of the age interval (55-60), who are approaching compulsory retirement.
2. The general trend is a remarkable increase in the portion of females which is associated with a similar decrease of males.
3. In the youngest sub-group that belongs to the age interval (20 - 25) and includes fresh employees it can be seen that the zooming portion of females has increased to reach (82.2 \%), while the diminishing share of males has fallen to (17.8 \%).

It can be concluded that the civil service is expected to be dominated by females at least at the quantitative level.

The distribution of public servants according to their job grades can be shown as follows in table (4.1.3):
Table (4.1.3)
The distribution of respondents according to sex and job grade:

<table>
<thead>
<tr>
<th>Grade</th>
<th>Males</th>
<th>Females</th>
<th>Total</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>3rd Sp</td>
<td>2</td>
<td>2</td>
<td>4</td>
<td>0.19</td>
</tr>
<tr>
<td>1st</td>
<td>3</td>
<td>1</td>
<td>4</td>
<td>0.39</td>
</tr>
<tr>
<td>2nd</td>
<td>5</td>
<td>3</td>
<td>8</td>
<td>0.78</td>
</tr>
<tr>
<td>3rd</td>
<td>9</td>
<td>6</td>
<td>15</td>
<td>1.47</td>
</tr>
<tr>
<td>4th</td>
<td>16</td>
<td>32</td>
<td>48</td>
<td>4.73</td>
</tr>
<tr>
<td>5th</td>
<td>27</td>
<td>49</td>
<td>76</td>
<td>7.48</td>
</tr>
<tr>
<td>7th</td>
<td>35</td>
<td>78</td>
<td>113</td>
<td>11.13</td>
</tr>
<tr>
<td>8th</td>
<td>56</td>
<td>139</td>
<td>195</td>
<td>19.21</td>
</tr>
<tr>
<td>9th</td>
<td>46</td>
<td>158</td>
<td>204</td>
<td>20.09</td>
</tr>
<tr>
<td>10th</td>
<td>18</td>
<td>41</td>
<td>59</td>
<td>5.81</td>
</tr>
<tr>
<td>11th</td>
<td>4</td>
<td>3</td>
<td>7</td>
<td>0.68</td>
</tr>
<tr>
<td>12th</td>
<td>11</td>
<td>44</td>
<td>55</td>
<td>5.41</td>
</tr>
<tr>
<td>13th</td>
<td>4</td>
<td>13</td>
<td>17</td>
<td>1.67</td>
</tr>
<tr>
<td>14th</td>
<td>53</td>
<td>83</td>
<td>136</td>
<td>13.39</td>
</tr>
<tr>
<td>15th</td>
<td>12</td>
<td>28</td>
<td>40</td>
<td>3.94</td>
</tr>
<tr>
<td>16th</td>
<td>8</td>
<td>18</td>
<td>26</td>
<td>2.56</td>
</tr>
<tr>
<td>17th</td>
<td>3</td>
<td>7</td>
<td>10</td>
<td>0.98</td>
</tr>
<tr>
<td>Total</td>
<td>312</td>
<td>703</td>
<td>1015</td>
<td>100%</td>
</tr>
<tr>
<td>%</td>
<td>30.7</td>
<td>69.3</td>
<td>100%</td>
<td></td>
</tr>
</tbody>
</table>

Source: the questionnaire, primary information, question (3) and secondary information, question (2)

From table (4.1.3) the following points can be noticed:

1. The employees in grades seven, eight and nine are (50.43 %) of the respondents
2. The employees in service entries (i.e. grade nine and grade fourteen) constitute approximately one third of the respondents (33.48 %)
3. The holders of senior leadership posts (i.e. grade three and above) are only (2.83 %) of the study population, this reflects the disappointing bottlenecks at the upper levels of the hierarchical structure, if it is fully considered that almost all these senior employees are not permanently promoted through competition over vacancies but are rather personally upgraded in accordance with the Establishment Leaflet No.(18/95), which upgrades the medical and paramedical personnel up to grades four and five respectively, while doctors and pharmacists can be personally up scaled to grade two, the picture will be grimmer and more frustrating. It may be argued that this situation is quite fair and equitable because the paramedical personnel are often poorly qualified where their level of education is usually the secondary or below secondary, the medical personnel including the lab. Technicians, the X – Ray technologists, the
high nursing staff (sisters), the dietitians, the social workers, the counselors and psychologists – in spite of the fact that they are university graduates as well as doctors and pharmacists – have spent four or five years in their colleges, while doctors are awarded their bachelor degree after six years of study, but this argument is refutable by the following facts:

(f) The differentiations in the years of study are fully considered in service entries when university graduates are employed in grade nine as follows:

- The graduates of the human sciences faculties who studied for four years are placed in the 2nd increment of the scale.
- The graduates of the human sciences faculties with the degree of honor are placed in the 4th increment of the scale.
- The graduates of the human sciences faculties, who are selected as secondary school teachers, are placed in the 5th increment of the scale.
- The graduates of the human sciences faculties with the degree of honor and the graduates of the Faculty of Education who, are selected as secondary school teachers, are placed in the 6th increment of the scale.
- The graduates of the Faculty of Education with the degree of honor, who are selected as secondary school teachers, are placed in the 7th increment of the scale.
- The graduates of the Faculties of Veterinary Medicine, Pharmacy, Agriculture, Geology, Forestry, Engineering and Dentistry are placed in the 8th increment of the scale.
- The graduates of the Faculty of Medicine are placed in the 9th increment of the scale.

(g) Doctors (the graduates of the Faculties of Medicine, Pharmacy and Dentistry) are promoted to grade eight after two years and six months, while the other graduates have to wait for complete four years to be promoted to grade eight.

(h) Doctors (the graduates of the Faculties of Medicine, Pharmacy and Dentistry) – according to the above mentioned leaflet – spend only three years in grade eight and four years in each job grade from grade seven to grade two, while the other medical personnel have to stay for five years in each job grade from grade eight to grade four, which is the highest permissible job grade four them and the paramedical personnel are to wait for six years to be promoted to grade seven and other six years to arrive at grade five that is their terminal station.

(4) The relative frequency of males and females in different job grades can be extracted as follows:
Table (4.1.4)
The distribution of respondents according to sex and job grade:

<table>
<thead>
<tr>
<th>Age</th>
<th>Males</th>
<th>Females</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Frequency</td>
<td>%</td>
<td>Frequency</td>
</tr>
<tr>
<td>1st</td>
<td>2</td>
<td>100</td>
<td>0</td>
</tr>
<tr>
<td>2nd</td>
<td>5</td>
<td>62.5</td>
<td>3</td>
</tr>
<tr>
<td>3rd</td>
<td>9</td>
<td>60</td>
<td>6</td>
</tr>
<tr>
<td>4th</td>
<td>16</td>
<td>33.3</td>
<td>32</td>
</tr>
<tr>
<td>5th</td>
<td>27</td>
<td>35.5</td>
<td>49</td>
</tr>
<tr>
<td>6th</td>
<td>35</td>
<td>31</td>
<td>78</td>
</tr>
<tr>
<td>7th</td>
<td>56</td>
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<tr>
<td>8th</td>
<td>46</td>
<td>22.5</td>
<td>158</td>
</tr>
<tr>
<td>9th</td>
<td>18</td>
<td>30.5</td>
<td>41</td>
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<tr>
<td>10th</td>
<td>4</td>
<td>57.1</td>
<td>3</td>
</tr>
<tr>
<td>11th</td>
<td>11</td>
<td>20</td>
<td>44</td>
</tr>
<tr>
<td>12th</td>
<td>4</td>
<td>23.5</td>
<td>13</td>
</tr>
<tr>
<td>13th</td>
<td>53</td>
<td>39</td>
<td>83</td>
</tr>
<tr>
<td>14th</td>
<td>12</td>
<td>30</td>
<td>28</td>
</tr>
<tr>
<td>15th</td>
<td>8</td>
<td>30.8</td>
<td>18</td>
</tr>
<tr>
<td>16th</td>
<td>3</td>
<td>30</td>
<td>7</td>
</tr>
<tr>
<td>Total</td>
<td>312</td>
<td>30.7</td>
<td>703</td>
</tr>
</tbody>
</table>

Source: derived from table (4.1.3)

Table (4.1.4) shows that males constitute the majority in the senior leadership posts while the other grades excluding grade eleven are dominated by females. Regarding that (50.8 %) of the respondents in the age interval (55 - 60) – who are approaching compulsory retirement – are males and (49.2 %) of them are females, and – on the other hand – that females constitute (77.5 %) of the employees in grade nine (i.e. the university graduates) and (61 %) of those in grade fourteen (i.e. the secondary school graduates) it can be clearly seen that males are being constantly replaced by females. This remarkable increase of females at the expense of males can be attributed to the following:

(a) The poor pay in civil service can not only push many civil servants to quit their jobs and pursue more attractive jobs, but – in addition – it can discourage many graduates to join it.

(b) Males – for social and physical causes – tend to have more ability to move to other fields such as private sector, regular forces, hand crafts, free enterprises, expatriation … etc

(c) Females on the other hand have less desire to undergo the adventure of moving and instability, more over; they tend to have more adaptability to the status quo conditions of poor compensation, arbitrary decisions and aggressive authoritarian practices, particularly after the recent violations of regulations and the political decisions of appointment that placed many unskilled and inexperienced fresh graduates in senior leadership and highly influential posts to grasp the
resources of the units concerned and practice their illegitimate and unethical powers on their assumed subordinates who have higher qualifications, more experience and better performance, this situation created severe structural distortions and disorder.

According to the educational level (academic qualification) the respondents are distributed as shown in table t able (4.1.5):

Table (4.1.5)
The distribution of public servants according to sex and qualifications:

<table>
<thead>
<tr>
<th>Qualification</th>
<th>Sex</th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Males</td>
<td>Females</td>
<td>Total</td>
<td>%</td>
</tr>
<tr>
<td>PhD</td>
<td>17</td>
<td>9</td>
<td>26</td>
<td>2.6</td>
</tr>
<tr>
<td>Master</td>
<td>28</td>
<td>35</td>
<td>63</td>
<td>6.2</td>
</tr>
<tr>
<td>P.G.D</td>
<td>18</td>
<td>63</td>
<td>81</td>
<td>8</td>
</tr>
<tr>
<td>Bachelor</td>
<td>83</td>
<td>298</td>
<td>381</td>
<td>37.5</td>
</tr>
<tr>
<td>Diploma</td>
<td>37</td>
<td>86</td>
<td>123</td>
<td>12.1</td>
</tr>
<tr>
<td>Secondary</td>
<td>98</td>
<td>169</td>
<td>267</td>
<td>26.3</td>
</tr>
<tr>
<td>Below</td>
<td>31</td>
<td>43</td>
<td>74</td>
<td>7.3</td>
</tr>
<tr>
<td>Total</td>
<td>312</td>
<td>703</td>
<td>1015</td>
<td>100%</td>
</tr>
<tr>
<td>%</td>
<td>30.7</td>
<td>69.3</td>
<td>100%</td>
<td></td>
</tr>
</tbody>
</table>

Source: the questionnaire, primary information, questions (3, 5)

Table (4.1.5) shows that:
(1) University graduates are (54.3 %) of the respondents
(2) The academic qualification of (33.6 %) of the respondents is either secondary school certificate or below secondary level
(3) The holders of post graduate certificates are (16.8 %) of the respondents
(4) Excluding the PhD holders females exceed their counterpart males at all the educational levels i.e. there is a quantitative dominance of females.

The correlation between qualification and job grade can be shown in table (4.1.6):
Table (4.1.6)
The distribution of public servants according to academic qualifications and current job grade

<table>
<thead>
<tr>
<th></th>
<th>PhD</th>
<th>Master</th>
<th>Post graduate Diploma</th>
<th>Bachelor</th>
<th>Diploma</th>
<th>Secondary certificate</th>
<th>Below secondary</th>
<th>Total</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>3rd sp</td>
<td>1</td>
<td>1</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>2</td>
<td>0.19</td>
</tr>
<tr>
<td>1st</td>
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<td></td>
<td></td>
<td></td>
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<td>1</td>
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</tr>
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<td>3</td>
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<td>1</td>
<td></td>
<td>15</td>
<td>1.47</td>
</tr>
<tr>
<td>4th</td>
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<td>9</td>
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<td>7</td>
<td>1</td>
<td>48</td>
<td>4.73</td>
</tr>
<tr>
<td>5th</td>
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<td>7.48</td>
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<td>7</td>
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<td>38</td>
<td>10</td>
<td>26</td>
<td>6</td>
<td>113</td>
<td>11.13</td>
</tr>
<tr>
<td>8th</td>
<td>1</td>
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<td>12</td>
<td>87</td>
<td>21</td>
<td>48</td>
<td>9</td>
<td>195</td>
<td>19.21</td>
</tr>
<tr>
<td>9th</td>
<td>8</td>
<td>27</td>
<td>169</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>204</td>
<td>20.09</td>
</tr>
<tr>
<td>10th</td>
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<td>5</td>
<td>13</td>
<td>34</td>
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<td></td>
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</tr>
<tr>
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<td>1</td>
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<td>32</td>
<td>5</td>
<td></td>
<td></td>
<td>55</td>
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</tr>
<tr>
<td>12th</td>
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<td>6</td>
<td>11</td>
<td>32</td>
<td>5</td>
<td></td>
<td></td>
<td>55</td>
<td>5.41</td>
</tr>
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<td>32</td>
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<td></td>
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</tr>
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<td>9</td>
<td></td>
<td></td>
<td>136</td>
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</tr>
<tr>
<td>15th</td>
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<td>1</td>
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<td>23</td>
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<td></td>
<td>106</td>
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<tr>
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<td>6</td>
<td>11</td>
<td>32</td>
<td>5</td>
<td></td>
<td></td>
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<td>5.41</td>
</tr>
<tr>
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<td>5</td>
<td>5</td>
<td>8</td>
<td>8</td>
<td>26</td>
<td></td>
<td></td>
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<tr>
<td>Total</td>
<td>26</td>
<td>63</td>
<td>81</td>
<td>381</td>
<td>123</td>
<td>267</td>
<td>74</td>
<td>1015</td>
<td>100</td>
</tr>
</tbody>
</table>

From table (4.1.6) the following facts can be extracted:
(1) 6.17 % of the post graduate diploma holders are underemployed and, hence, underpaid
(2) 13.12 % of the bachelor holders are underemployed and, hence, underpaid
(3) 49.6 % of the intermediate diploma holders are underemployed
(4) 12.36 % of the secondary school certificate holders are underemployed.

It is needless to mention that this situation is apt to give rise to resentment and job dissatisfaction, which in turn have their destructive impact on performance and organizational behavior.

The relation between the respondents' years of service (experience) and job grade can be shown in table (4.1.7):
Table (4.1.7)
The distribution of public servants according to job grade and experience (absolute seniority)

<table>
<thead>
<tr>
<th>Grade</th>
<th>40-44</th>
<th>36-40</th>
<th>32-36</th>
<th>28-32</th>
<th>24-28</th>
<th>20-24</th>
<th>16-20</th>
<th>12-16</th>
<th>8-12</th>
<th>4-8</th>
<th>0-4</th>
<th>Total</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>3rd Sp</td>
<td>1</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
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<td>2</td>
</tr>
<tr>
<td>1st</td>
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<td>4</td>
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<tr>
<td>2nd</td>
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</tr>
<tr>
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<td>2</td>
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<td>4th</td>
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<td></td>
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<td>48</td>
</tr>
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<td>11</td>
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<td></td>
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<td>7th</td>
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<td>1</td>
<td>10</td>
<td>11</td>
<td>113</td>
</tr>
<tr>
<td>8th</td>
<td>2</td>
<td>3</td>
<td>9</td>
<td>12</td>
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<td>17</td>
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<tr>
<td>12th</td>
<td>1</td>
<td>2</td>
<td>10</td>
<td>9</td>
<td>10</td>
<td>16</td>
<td>6</td>
<td>1</td>
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<td></td>
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<tr>
<td>13th</td>
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<td></td>
<td>17</td>
<td>1.67</td>
</tr>
<tr>
<td>14th</td>
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<td></td>
<td></td>
<td>17</td>
<td>1.67</td>
</tr>
<tr>
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<td>3</td>
<td>5</td>
<td>8</td>
<td>12</td>
<td>10</td>
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</tr>
<tr>
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<td></td>
<td></td>
<td></td>
<td></td>
<td>17</td>
<td>1.67</td>
</tr>
<tr>
<td>Total</td>
<td>8</td>
<td>25</td>
<td>24</td>
<td>45</td>
<td>53</td>
<td>102</td>
<td>68</td>
<td>85</td>
<td>136</td>
<td>210</td>
<td>259</td>
<td>1015</td>
<td>100</td>
</tr>
<tr>
<td>%</td>
<td>0.8</td>
<td>2.5</td>
<td>2.4</td>
<td>4.4</td>
<td>5.2</td>
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<td>13.4</td>
<td>20.7</td>
<td>25.5</td>
<td>100</td>
<td></td>
</tr>
</tbody>
</table>

Source: the questionnaire, secondary information, questions (1, 2)

Table (4.1.7) reveals the following facts:

1. More than one quarter (25.5 %) of the respondents are appointed less than four years i.e. the experience interval (0 – 4)
2. 24.5 % of the respondents have spent in the service a period that ranges between (20 – 44) years. When it is fully considered that to retire voluntarily a civil servant must complete 25 years or more in permanent pensionable service, or to be 50 years old or more, it can be seen that the members of this group have the right to retire voluntarily. But practically they would rather like to stay in their jobs as longer as possible, not because their jobs are attractive ones, but for the following reasons:

   a. At this age it is very hard to quit one's job and start allover again. This risky adventure may rather be taken by younger employees.
   b. They still hope that some changes that may improve their job conditions may take place. This situation by time becomes some kind of addiction or slavery.
   c. They hope to be promoted to the highest potential job grade that improves both their salaries and pensions later on.
   d. In spite of the fact that wages and salaries are poor, but post-service benefits are more humble.
(e) The bitter experience undergone by the retired employees at both social and economic levels discourages any one who thinks about the idea.
(f) Retirement in the Sudan is perceived and dealt with as the end of life; so many employees – by instinct – are scared of it.

(3) 0.8 % of the respondents have an experience that ranges between 40 and 44 years of service. Although this portion seems to be an insignificant one, but it indicates a falsification of age because this means that they have been employed when they were 16 years old, which is both illegal and illogical. In many cases the age estimation certificates issued by the Medical Commission cause shameful and laughable discrepancies, this phenomenon has prevailed in many governmental units particularly in the Ministry of health. It can be found by simple calculations that some employees, who refuse to retire, are supposed to have been employed when they were 9 years old. This scandalous situation destroyed the trueness and credibility of the Medical Commission and converted it into a mere revenue collector.

The distribution of respondents according to the period spent in their present job grades can be illustrated in table (4.1.8):

Table (4.1.8)
The distribution of public servants according to current job grade and the time spent in it (current seniority)

<table>
<thead>
<tr>
<th>Grade</th>
<th>12 – 14</th>
<th>10 – 8 – 6 – 4 – 2 – 0 – Total</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>3rd Sp</td>
<td>1</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>1st</td>
<td>2</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>2nd</td>
<td>1</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td>3rd</td>
<td>1</td>
<td>1</td>
<td>3</td>
</tr>
<tr>
<td>4th</td>
<td>6</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td>5th</td>
<td>3</td>
<td>7</td>
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</tr>
<tr>
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<td>3</td>
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<td>99</td>
</tr>
<tr>
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<td>2</td>
<td>14</td>
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<tr>
<td>13th</td>
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</tr>
<tr>
<td>14th</td>
<td>7</td>
<td>6</td>
<td>9</td>
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<tr>
<td>15th</td>
<td>1</td>
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</tr>
<tr>
<td>16th</td>
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</tr>
<tr>
<td>17th</td>
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<td>3</td>
</tr>
<tr>
<td>Total</td>
<td>31</td>
<td>40</td>
<td>62</td>
</tr>
<tr>
<td>%</td>
<td>3.1</td>
<td>3.9</td>
<td>6.1</td>
</tr>
</tbody>
</table>

Source: the questionnaire, secondary information, questions (2, 3)
From table (4.1.8) the following facts can be observed:

(1) 3.1% of the respondents have spent twelve years or more in their current job grades without being promoted.
(2) 21.9% of the respondents have exceeded six years without being promoted.
(3) 39.1% of the respondents have completed more than four years in their present job grades.

This prolonged stay in one job grade is apt to cause job dissatisfaction, which in turn has its destructive impact on performance.

Question (4): Have you any additional source of income?
Yes (      )                     No (      )

The respondents’ answers are summarized as follows in table (4.1.9):

Table (4.1.9)

<table>
<thead>
<tr>
<th>Additional source of income</th>
<th>Frequency</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>151</td>
<td>14.9</td>
</tr>
<tr>
<td>No</td>
<td>864</td>
<td>85.1</td>
</tr>
<tr>
<td>Total</td>
<td>1015</td>
<td>100%</td>
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</table>

Source: the questionnaire, secondary information, question (4)

Figure No. (4.1.9)
The distribution of public servants according to additional income

Source: derived from table (4.1.9)
Table (4.1.9) shows that (85.1 %) of the respondents have no additional source of income, while (14.9 %) of them have different sources of additional income. This shows that the majority of civil servants are totally dependent on the poor pay they receive, not because it is sufficient, but because they have no other alternatives. This point shall be clarified later in the assessment of pay.

These sources are as follows in table (4.1.10):
Table (4.1.10)
The distribution of public servants according to additional income

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<thead>
<tr>
<th>Source</th>
<th>Frequency</th>
<th>Percentage</th>
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<tr>
<td>Private sector</td>
<td>88</td>
<td>58.3</td>
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<tr>
<td>Business enterprises</td>
<td>30</td>
<td>19.86</td>
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<tr>
<td>House rent</td>
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<td>Bank deposit</td>
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<tr>
<td><strong>Total</strong></td>
<td><strong>151</strong></td>
<td><strong>100 %</strong></td>
</tr>
</tbody>
</table>

Source: the questionnaire, secondary information, question (4)

Table (4.1.10) shows that working in the private sector is the major source of additional income that constitutes 58.3 % of these sources. Business enterprises occupy the second rank with a score of 19.86 %, 9.93 % of the additional income sources comes from house rent, 2.64 % of the additional income seekers resorted to join another governmental job beside their jobs, 2.1% of this group are females who partially depend on their husbands to bridge the gap between their poor incomes and growing needs, the other sources, which are insignificant, include private lessons, car or raksha rent, second shifts in other units, overtime in the same unit, working with N.G.Os, bank deposits, farms and poultries.

Regarding that all the public servants – according to the sub-sections (44/f) and (44/g) respectively – are forbidden to hold two posts - simultaneously - in public service or to mix between a public job and a private work or profession without a written permission from the head of unit, it will be clear that these sub-sections are violated by many public servants, who according to this questionnaire are (14.9 %).

Table (4.1.11) shows the regional and tribal distribution of respondents:
Table (4.1.11)
The distribution of respondents according to tribe and place of birth:

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<th>D</th>
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<th>B</th>
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TOTAL          443 | 138 | 101 | 1 | 44 | 74 | 24 | 35 | 34 | 12 | 19 | 1015 | 100 |

%           43.6 | 13.6 | 9.9 | 91 | 4.3 | 7.3 | 2.4 | 3.4 | 3.4 | 1.2 | 1.9 | 100  |

Source: the questionnaire, primary information, questions (2, 8)
Glossary:
Kh: Khartoum State
J: Jazeera State
N: Northern State
R. N : River Nile State
W. N : White Nile State
K: Greater Kurdofan State (North, South and West Kurdofan)
D: Greater Darfur State (North, South and West Darfur)
E : Greater Eastern State (Al-Gadarif, Kasala and Red Sea states)
BN : Greater Blue Nile (Sennar and the Blue Nile States)
SS: Southern Sudan States

Table (4.1.11) shows that:
1. 43.6 % of the respondents are born in Khartoum State.
2. 13.6 % are born in Al-Jazeera State.
3. 9.9 % are born in the Northern State.
4. 9 % are born in the River Nile State.
5. 7.3 % are born in Greater Kurdofan (North, South and West Kurdofan States).
6. 4.3 % are born in the White Nile State.
7. 3.4 % are born in the Eastern region (Red Sea, Kasala and Al-Gadarif).
8. 3.4 % are born in the Blue Nile & Sennar States
9. 2.4 % are born in Greater Darfur (North, South and West Darfur States.
10. 1.2 % are born in the Southern Sudan.
11. 1.9 % are born in abroad.

The same table also reveals that:
1. (51.6 %) of the respondents belong to four tribes; Jaaliyeen, Shaigiya, Danagla and Mahas.
2. The Bideiriya, Kawahla and Rubatab occupy (3.3 %), (3.2 %) and (3.1 %) of the posts respectively.
3. The Nuba are 2.7 % of the respondents.
4. Each of the Halfawiyeen and Rufaah receive (1.8 %) of the posts.
5. The shares of Al-Jaafra, Al-Jawamaah and Al-Jammoiya are (1.6 %), (1.3 %) and (1.3 %) respectively.
6. The shares of Al-Taaisha, Al-Four, Al-Hassaniya and Al-Hamar are (1.1 %), (1.1 %), (1%) and (1%) respectively.
7. (2.1 %) of the respondents did not mention their tribes.
8. (24.1 %) of the respondents belong to 77 tribes, the insignificant shares of these minorities range between (0.9 %) and (0.1 %).

Viewpoints and attitudes of respondents:
To study the equity and adequacy of compensation and, hence, the respondents’ satisfaction with pay, they are asked whether the pay they receive is more than the work they do, equivalent to it or less than it.

Question (5): Do you believe that the pay you receive is:
More than the work you do (   )   Equal to it (   )   Less than it (   )

Their answers are as shown in table (4.2.1):
Table (4.2.1)
The distribution of public servants according to their assessment of wages and salaries (satisfaction with pay)

<table>
<thead>
<tr>
<th>Assessment of pay</th>
<th>Frequency</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Less than the job done</td>
<td>887</td>
<td>87.4</td>
</tr>
<tr>
<td>Equivalent to it</td>
<td>107</td>
<td>10.5</td>
</tr>
<tr>
<td>More than it</td>
<td>21</td>
<td>2.1</td>
</tr>
<tr>
<td>Total</td>
<td>1015</td>
<td>100%</td>
</tr>
</tbody>
</table>

Source: the questionnaire, secondary information, question (5)

From table (4.2.1) it can be seen that (87.4 %) of the respondents are dissatisfied with pay, while (12.6 %) of them show satisfaction with pay, dissatisfaction is an indicator of poor morale, which – in turn – implies poor performance and undesirable forms of organizational behavior.

Question (4): Have you any additional source of income?
Yes (    )                       No (    )

Question (5): Do you believe that the pay you receive is:
More than the work you do (    )   Equal to it (    )   Less than it (    )

Regarding that those who believe that the pay they receive is more than the job done or equal to it are categorized as satisfied while those who believe that the pay they receive is less than the job they do are categorized as dissatisfied, the distribution of respondents according to additional income and satisfaction with pay can be shown in table (4.2.2):

Table (4.2.2)
Additional income and satisfaction with pay

<table>
<thead>
<tr>
<th>Additional income</th>
<th>Unsatisfactory</th>
<th>Satisfactory</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>No</td>
<td>759 (74.8)</td>
<td>105 (10.3)</td>
<td>864 (85.1)</td>
</tr>
<tr>
<td>Yes</td>
<td>128 (12.6)</td>
<td>23 (2.3)</td>
<td>151 (14.9)</td>
</tr>
<tr>
<td>TOTAL</td>
<td>887 (87.4)</td>
<td>128 (12.6)</td>
<td>1015 (100)</td>
</tr>
</tbody>
</table>

Source: the questionnaire, secondary information, questions (4) and (5)
Table (4.2.2) reveals that:

1. (87.8 %) of those who have no additional income state that the pay they receive is less than the work they do, i.e. they are dissatisfied with pay.
2. (84.7 %) of those who have additional incomes are dissatisfied with pay.
3. (85.6 %) of those dissatisfied with pay have no additional incomes.
4. (82 %) of those satisfied with pay have no additional incomes.
5. Dissatisfied respondents who have no additional incomes are (74.8 %) of the respondents.
6. Dissatisfied respondents who have additional incomes are (12.6 %) of the respondents.
7. Satisfied respondents who have no additional incomes are (10.3 %) of the respondents.
8. Satisfied respondents who have additional incomes are (2.3 %) of the respondents.

The implications of these findings are:

1. The bulk majority of public servants are dissatisfied with pay, yet they have no access to earn additional incomes.
2. Dissatisfaction with pay is apt to compel civil servants to pursue any economic activity that yields additional income to enhance their poor salaries.
3. Failure to gain additional income probably gives rise to more frustration.
4. Endeavour to gain additional income – regardless of failure or success – comes at the expense of performance and productivity.
5. Involvement in other activities to gain additional income is one of the major causes behind tardiness, evasion and absenteeism.
6. The belief that the pay received by civil servants is inadequate and inequitable accumulates a destructive feeling of injustice that discourages performance and demoralizes employees.
7. Poor pay is apt to push employees to pursue illegitimate ways of gaining money; they may embezzle when they find the chance, demand bribery or at least be weak when it is offered to them. On the other hand poor pay may provoke and encourage wicked clients to seduce weak corruptible employees so as to gain illegal benefits or to harm others through them.

**Equity and adequacy of promotion:**

Question (6): Do you believe that the confidential reports of performance appraisal – on which promotions are to be built – are written on the basis of:
- Merit and competence criteria (     )
- Favoritism, nepotism and subjective criteria (     )

Question (7): Do you believe that the pay increase resultant from promotion is:
- Valuable enough to retain the promoted and encourage further perseverance ( )
- Hardly enough to retain the promoted (     )
- Neither nor (     )

The respondents’ view points about the fairness of performance appraisal reports (question (6)) and feasibility of promotions (question (7)) are shown in table (4.2.3):
Table (4.2.3)
The distribution of public servants according to their assessment of confidential reports of performance appraisal (fairness of promotion) and its fiscal value (feasibility of promotion)

<table>
<thead>
<tr>
<th>Adequacy</th>
<th>Equity of promotion</th>
<th>Merit</th>
<th>Favoritism</th>
<th>Total</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Valuable enough to retain and motivate</td>
<td></td>
<td>116</td>
<td>58</td>
<td>174</td>
<td>17.1</td>
</tr>
<tr>
<td>Hardly enough to retain</td>
<td></td>
<td>123</td>
<td>152</td>
<td>275</td>
<td>27.1</td>
</tr>
<tr>
<td>Neither nor</td>
<td></td>
<td>159</td>
<td>407</td>
<td>566</td>
<td>55.8</td>
</tr>
<tr>
<td>Total</td>
<td></td>
<td>398</td>
<td>617</td>
<td>1015</td>
<td>100 %</td>
</tr>
<tr>
<td>%</td>
<td></td>
<td>39.2</td>
<td>60.8</td>
<td>100 %</td>
<td></td>
</tr>
</tbody>
</table>

Source: the questionnaire, secondary information, questions (6) and (7)

The following facts can be extracted from table (4.2.3):
1. (60.8 %) of the respondents believe that confidential reports of performance appraisal are written on the basis of favoritism and subjective criteria i.e. promotions are unfair. This implies that – according to the Expectation theory – they lack the element of (expectation).
2. (39.2 %) of the respondents believe that they are written on the basis of merit and competence criteria i.e. promotions are fair.
3. (82.9 %) of the respondents believe that the fiscal outcome of promotion is too poor to motivate further perseverance i.e. it is infeasible. This implies that they lack the element of (valence).
4. (17.1 %) of the respondents believe that it can motivate and encourage better performance and productivity i.e. it is feasible.
5. (55.1 %) believe that promotions are neither equitable nor feasible. According to the Expectancy Theory, it can be seen that the majority of respondents lack both the elements of motivation and are, hence not motivated.

Question (9): Do you think that selection and appointment in public service depend on:
Competence and fair competition between candidates (    )
Favoritism and non-merit criteria (    )

Question (14): Do you believe that the holders of senior leadership posts are competent enough and eligible to the posts they are occupying?
All of them are eligible (    )
Most of them are (    )
Most of them are not (    )
All of them are not (    )

The respondents’ points of view about the fairness of recruitment and selection (Question (9)) and the competence of senior officials (Question (14)) are as presented in table (4.2.4):
Table (4.2.4)
The distribution of respondents according to their assessment of fairness of selection and competence of senior officials

<table>
<thead>
<tr>
<th>Equity of selection</th>
<th>Merit</th>
<th>Favoritism</th>
<th>Total</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>All of them are eligible</td>
<td>11</td>
<td>6</td>
<td>17</td>
<td>1.7</td>
</tr>
<tr>
<td>Most of them are eligible</td>
<td>112</td>
<td>189</td>
<td>301</td>
<td>29.7</td>
</tr>
<tr>
<td>Most of them are ineligible</td>
<td>57</td>
<td>535</td>
<td>592</td>
<td>58.3</td>
</tr>
<tr>
<td>All of them are ineligible</td>
<td>11</td>
<td>94</td>
<td>105</td>
<td>10.3</td>
</tr>
<tr>
<td>TOTAL</td>
<td>191</td>
<td>824</td>
<td>1015</td>
<td>100%</td>
</tr>
<tr>
<td>%</td>
<td>18.8</td>
<td>81.2</td>
<td>100%</td>
<td></td>
</tr>
</tbody>
</table>

Source: the questionnaire, secondary information, questions (9) and (14)

From table (4.2.4) the marginal distribution of the respondents' viewpoints about the criteria adopted in recruitment and selection shows that:

(1) (81.2%) of the respondents believe that selection and appointment in civil service depend on favoritism and non-merit criteria.

(2) (18.8%) of the respondents believe that selection and appointment in civil service depend on merit and fair competition between candidates.

The marginal distribution of the respondents' viewpoints about eligibility and competence of the holders of senior leadership posts shows that:

(1) (1.7%) of the respondents believe that all of them are eligible.

(2) (29.7%) of the respondents believe that most of them are eligible.

(3) (58.3%) of the respondents believe that most of them are ineligible.

(4) (10.3%) of the respondents believe that all of them are ineligible.

Question (8): Do you have any relatives in the same unit you work in or in a relative unit?

Yes ( )  No ( )

The distribution of respondents according to the number of relatives in the same unit is as shown in table (4.2.5):
Table (4.2.5)
The distribution of respondents according to the number of relatives in the same unit

<table>
<thead>
<tr>
<th>Number of relatives</th>
<th>Frequency</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>None</td>
<td>652</td>
<td>64.2</td>
</tr>
<tr>
<td>1</td>
<td>169</td>
<td>16.7</td>
</tr>
<tr>
<td>2</td>
<td>101</td>
<td>9.9</td>
</tr>
<tr>
<td>3</td>
<td>39</td>
<td>3.8</td>
</tr>
<tr>
<td>4</td>
<td>22</td>
<td>2.2</td>
</tr>
<tr>
<td>5</td>
<td>8</td>
<td>0.8</td>
</tr>
<tr>
<td>6</td>
<td>5</td>
<td>0.5</td>
</tr>
<tr>
<td>7</td>
<td>12</td>
<td>1.2</td>
</tr>
<tr>
<td>8</td>
<td>1</td>
<td>0.1</td>
</tr>
<tr>
<td>9</td>
<td>1</td>
<td>0.1</td>
</tr>
<tr>
<td>14</td>
<td>1</td>
<td>0.1</td>
</tr>
<tr>
<td>20</td>
<td>1</td>
<td>0.1</td>
</tr>
<tr>
<td>More than 20</td>
<td>3</td>
<td>0.3</td>
</tr>
</tbody>
</table>
| Total               | 1015      | 100.0%

Source: the questionnaire, secondary information, question (8)

From table (4.2.5) it can be seen that:
(1) (64.2 %) of the respondents have no relatives in the same unit.
(2) (26.7 %) of the respondents have one or two relatives in the same unit.
(3) (35.3 %) of the respondents have a number of relatives in their units that range between one and nine.
(4) (0.1 %) of the respondents have nine relatives.
(5) (0.1 %) of the respondents have fourteen relatives.
(6) (0.3 %) of the respondents admitted that their relatives in the same unit are too many and uncountable.
(7) (35.8 %) of the respondents have relatives in the same unit where they work. This indicates or at least gives rise to some suspicions about favoritism and nepotism.

Question (10): Do you believe that employees who gain money or any other benefits by means of illegal practices deserve:

Punishment (     )
Sympathy and understanding (     )
Negligence and indifference (     )

Question (12): If you find the chance to get a large amount of money by virtue of your job and through illegal ways, shall you:

Take it promptly (     )
Hesitate to seize it (     )
Reject it instantly (     )
The ethical attitudes of respondents towards corrupt public servants and opportunities of illegal enrichment are as presented in table (4.2.6):

Table (4.2.6)

The distribution of respondents according to their attitudes towards dishonest public servants and the chance of illegal enrichment

<table>
<thead>
<tr>
<th>Attitude towards corrupt ones</th>
<th>Chance of illegal gains</th>
<th>Take it</th>
<th>Hesitate</th>
<th>Reject it</th>
<th>Total</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sympathy and understanding</td>
<td></td>
<td>31</td>
<td>81</td>
<td>46</td>
<td>158</td>
<td>15.6</td>
</tr>
<tr>
<td>Negligence (apathy)</td>
<td></td>
<td>12</td>
<td>38</td>
<td>86</td>
<td>136</td>
<td>13.4</td>
</tr>
<tr>
<td>Punishment (antipathy)</td>
<td></td>
<td>9</td>
<td>30</td>
<td>682</td>
<td>721</td>
<td>71</td>
</tr>
<tr>
<td>TOTAL</td>
<td></td>
<td>52</td>
<td>149</td>
<td>814</td>
<td>1015</td>
<td>100%</td>
</tr>
</tbody>
</table>

% 5.12 14.68 80.20 100%

Source: the questionnaire, secondary information, questions (10) and (12)

Table (4.2.6) shows that:
(1) (71 %) of the respondents believe that corrupt public servants deserve condemnation and punishment.
(2) (15.6 %) of the respondents believe that corrupt public servants deserve sympathy and understanding.
(3) (13.4 %) of the respondents are apathetic and indifferent with corruption and corrupt persons.
(4) (80.2 %) of the respondents stated that if they have the opportunity of illegal enrichment they will reject it promptly.
(5) (14.68 %) of the respondents stated that if they have the opportunity illegal enrichment they will hesitate to seize it.
(6) (5.4 %) of the respondents stated that if they have the opportunity illegal enrichment they will take it instantly.

It can be clearly seen that (29 %) of the respondents have either negative or passive attitudes towards corrupt practices. Furthermore, (19.8 %) of the respondents showed corruptibility, this can be attributed to poor pay, poor morale and the absence of good example.

Question (15): To what extent the following statements are true:
(a) Tribal, ethnic, geographic and social relations have a significant influence on the decision-making process in the Sudanese public service:
   I strongly agree (       )
   I agree to some extent (       )
   I disagree (       )
   I strongly disagree (       )

(b) Ideological orientation, intellectual and political attitudes and partisan belonging play a significant role in getting or losing job opportunities:
   I strongly agree (       )
   I agree to some extent (       )
   I disagree (       )
   I strongly disagree (       )
The distribution of public servants according to their points of view about the influence of tribal, ethnic, geographic and social relations on the decision-making process and the affect of partisan belonging (political and ideological orientation) on getting job opportunities is as shown in table (4.2.7):

Table (4.2.7)
The respondents' assessment for the social and political impact on civil service:

<table>
<thead>
<tr>
<th>Social effect</th>
<th>Political effect</th>
<th>Strongly agree</th>
<th>Agree</th>
<th>Disagree</th>
<th>Strongly disagree</th>
<th>Total</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly agree</td>
<td>373</td>
<td>57</td>
<td>5</td>
<td>7</td>
<td>442</td>
<td>48.54</td>
<td></td>
</tr>
<tr>
<td>Agree to some extent</td>
<td>168</td>
<td>237</td>
<td>15</td>
<td>9</td>
<td>429</td>
<td>42.72</td>
<td></td>
</tr>
<tr>
<td>Disagree</td>
<td>28</td>
<td>23</td>
<td>21</td>
<td>4</td>
<td>76</td>
<td>7.49</td>
<td></td>
</tr>
<tr>
<td>Strongly disagree</td>
<td>20</td>
<td>15</td>
<td>7</td>
<td>26</td>
<td>68</td>
<td>6.70</td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>589</td>
<td>332</td>
<td>48</td>
<td>46</td>
<td>1015</td>
<td>100</td>
<td></td>
</tr>
<tr>
<td>%</td>
<td>58.03</td>
<td>32.71</td>
<td>4.73</td>
<td>4.53</td>
<td>100</td>
<td>100</td>
<td></td>
</tr>
</tbody>
</table>

Source: the questionnaire, secondary information, questions (15/a) and (15/b)

Table (4.2.7) reveals the following facts:
(1) (58.03 %) of the respondents strongly agree with the idea of political effect on civil service and (32.71 %) of them agree with this idea, i.e. (90.74 %) of the respondents believe that partisan belonging and political attitudes play a significant role in getting or losing job opportunities.

(2) (4.73 %) of the respondents disagree with the idea of political effect on civil service and (4.53 %) of them strongly disagree with this idea, i.e. (9.26 %) of the respondents believe that getting or losing job opportunities is not affected by partisan belonging or political attitudes.

(3) (43.54 %) of the respondents strongly agree with the statement of socio-tribal effect on civil service and (42.27 %) of them agree to some extent with this statement, i.e. (85.81 %) of the respondents believe that tribal, ethnic, geographic and social relations play an influential role on the decision-making process in the Sudanese public service.

(4) (7.49 %) of the respondents disagree with the statement of socio-tribal effect on civil service and (6.7 %) of them strongly disagree with this statement, i.e. (14.19 %) contend that tribal, ethnic, geographic and social relations have no influence on the decision-making process.

It can be concluded that the:
(a) Sudanese civil service is badly affected by politicization and political intervention, which is a major factor behind political bias and prejudice. The final outcome of this situation is favoritism and injustice.
(b) Tribal, ethnic and social relations – particularly after the deliberate reemergence and revival of tribalism by this regime – play a destructive role in public service and cause nepotism that results in many inequalities and injustices.
The correlation between political effect & equity of selection:

Question (9): Do you think that selection and appointment in public service depend on:
Competence and fair competition between candidates (    )
Favoritism and non-merit criteria (    )

Question (15/b): Ideological orientation, intellectual and political attitudes and partisan belonging play a significant role in getting or losing job opportunities:
I strongly agree (    )
I agree to some extent (    )
I disagree (    )
I strongly disagree (    )

The correlation between the respondents’ points of view about the political effect on civil service (Question (14)) and the equity of selection (Question (9)) is shown Table (4.2.8) below:

Table (4.2.8)
The respondents’ assessment for the political impact on civil service and the fairness of selection:

<table>
<thead>
<tr>
<th>Political effect</th>
<th>Equity of selection</th>
<th>Favoritism</th>
<th>Merit</th>
<th>Total</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly agree</td>
<td>559</td>
<td>30</td>
<td>589</td>
<td>58.03</td>
<td></td>
</tr>
<tr>
<td>Agree</td>
<td>247</td>
<td>85</td>
<td>332</td>
<td>32.71</td>
<td></td>
</tr>
<tr>
<td>Disagree</td>
<td>11</td>
<td>37</td>
<td>48</td>
<td>4.73</td>
<td></td>
</tr>
<tr>
<td>Strongly disagree</td>
<td>7</td>
<td>39</td>
<td>46</td>
<td>4.53</td>
<td></td>
</tr>
<tr>
<td>TOTAL</td>
<td>824</td>
<td>191</td>
<td>1015</td>
<td>100 %</td>
<td></td>
</tr>
<tr>
<td>%</td>
<td>81.2 %</td>
<td>18.8 %</td>
<td>100 %</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Source: the questionnaire, secondary information, questions (9) and (14)

Table (4.2.8) above shows that:
(1) 81.2 % of the respondents believe that the recruitment-selection process is unfair and inequitable.
(2) 18.8 % of the respondents state that the recruitment-selection process is fair and equitable.
(3) (58.03 %) of the respondents strongly agree that selection in civil service is affected by political factors, (32.71 %) of them agree to some extent, i.e. (90.74 %) of the respondents agree to the idea that the recruitment-selection process is politicized and heavily affected by the political influence.
(4) (4.73 %) of the respondents disagree and deny the idea of political effect on selection, (4.53 %) of them strongly disagree, i.e. (9.26 %) of the
respondents contend that the recruitment-selection process is not affected by any political factors.

(5) (79.4 %) of the respondents believe that the recruitment-selection process is unfair and is – simultaneously – affected by politicization.

(6) (1.77 %) of the respondents believe that the recruitment-selection process is unfair, but – at the same time – they deny political intervention and its effect.

(7) (11.33 %) of the respondents believe that the recruitment-selection process is an equitable one, but – on the other hand – they admit the political effect on having or losing job opportunities.

(8) (4.49 %) of the respondents allege that the recruitment-selection process is an equitable one, and getting or losing job opportunities is not affected by political factors.

The coefficient of association between political effect and fairness of selection can be calculated as follows:

\[
\text{Coefficient of association} = \frac{bc - ad}{\text{concord} - \text{discord}} = \frac{ad - bc}{\text{concord} + \text{discord}}
\]

Where: concord is the intersection cells of (yes, yes) and (no, no) i.e. (a) and (d) and disconcord is the intersection cells of (no, yes) and (no, yes) i.e. (b) and (c)

From table (4.2.8.1) below the association coefficient can be extracted as follows:

Table (4.2.8.1)
The association between favoritism and political bias

<table>
<thead>
<tr>
<th>Favoritism</th>
<th>Yes</th>
<th>No</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Political bias</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Yes</td>
<td>806</td>
<td>115</td>
<td>921</td>
</tr>
<tr>
<td>No</td>
<td>18</td>
<td>76</td>
<td>94</td>
</tr>
<tr>
<td>TOTAL</td>
<td>824</td>
<td>191</td>
<td>1015</td>
</tr>
</tbody>
</table>

Source: derived from table (4.2.8)

\[
\text{Ass.} = \frac{(806 \times 76) - (18 \times 115)}{(806 \times 76) + (18 \times 115)} = \frac{61256 - 2070}{61256 + 2070} = \frac{59186}{63326} = 0.935
\]

This indicates a very strong correlation between political bias and unfairness of selection. i.e. the unfairness of the recruitment – selection process is strongly associated with political bias.

To test the significance of this relation the \((X^2)\) can be used as follows:
The calculated chi-square:

It is extracted by the following equation:

\[ X = \frac{(O - E)}{E} \]

Where:
- \( O \): denotes the observed values (actual frequency)
- \( E \): denotes the expected values (theoretical frequency)
- \( E \): denotes the summation of expected values

The observed values (O) are those included in table (4.2.8.2) below:

Table (4.2.8.2)
The observed values of the association between favoritism and political bias:

<table>
<thead>
<tr>
<th>Equity of selection</th>
<th>Favoritism</th>
<th>Merit</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly agree</td>
<td>559</td>
<td>30</td>
<td>589</td>
</tr>
<tr>
<td>Agree</td>
<td>247</td>
<td>85</td>
<td>332</td>
</tr>
<tr>
<td>Disagree</td>
<td>11</td>
<td>37</td>
<td>48</td>
</tr>
<tr>
<td>Strongly disagree</td>
<td>7</td>
<td>39</td>
<td>46</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>824</strong></td>
<td><strong>191</strong></td>
<td><strong>1015</strong></td>
</tr>
</tbody>
</table>

The expected values (E) – in turn – are calculated by the following equation for every cell of the concerned table:

\[ E_{ij} = \frac{(R_i) \times (C_j)}{T} \]

Where:
- \( E_{ij} \) is the expected frequency of the cell that lies in the \( i^{th} \) row and the \( j^{th} \) column.
- \( R_i \): summation of the \( i^{th} \) row
- \( C_j \): summation of the \( j^{th} \) column
- \( T \): grand total.

Table (4.2.8.3)
The expected values of the association between favoritism and political bias:

<table>
<thead>
<tr>
<th>Equity of selection</th>
<th>Favoritism</th>
<th>Merit</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strongly agree</td>
<td>478.2</td>
<td>110.8</td>
<td>589</td>
</tr>
<tr>
<td>Agree</td>
<td>269.5</td>
<td>62.5</td>
<td>332</td>
</tr>
<tr>
<td>Disagree</td>
<td>39</td>
<td>9</td>
<td>48</td>
</tr>
<tr>
<td>Strongly disagree</td>
<td>37.3</td>
<td>8.7</td>
<td>46</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>824</strong></td>
<td><strong>191</strong></td>
<td><strong>1015</strong></td>
</tr>
</tbody>
</table>
Then the \((X)\) values are computed as follows:

<table>
<thead>
<tr>
<th>(O)</th>
<th>(E)</th>
<th>(O – E)</th>
<th>(O – E)²</th>
<th>(O – E) / E</th>
</tr>
</thead>
<tbody>
<tr>
<td>559</td>
<td>478.2</td>
<td>80.8</td>
<td>6528.64</td>
<td>13.65</td>
</tr>
<tr>
<td>247</td>
<td>269.5</td>
<td>-22.5</td>
<td>506.25</td>
<td>1.88</td>
</tr>
<tr>
<td>11</td>
<td>39</td>
<td>-28</td>
<td>784</td>
<td>20.10</td>
</tr>
<tr>
<td>7</td>
<td>37.3</td>
<td>-30.3</td>
<td>918.09</td>
<td>24.61</td>
</tr>
<tr>
<td>30</td>
<td>110.8</td>
<td>-80.8</td>
<td>6528.64</td>
<td>58.92</td>
</tr>
<tr>
<td>85</td>
<td>62.5</td>
<td>22.5</td>
<td>506.25</td>
<td>8.10</td>
</tr>
<tr>
<td>37</td>
<td>9</td>
<td>28</td>
<td>784</td>
<td>87.11</td>
</tr>
<tr>
<td>39</td>
<td>8.7</td>
<td>30.3</td>
<td>918.09</td>
<td>105.53</td>
</tr>
<tr>
<td>1015</td>
<td></td>
<td></td>
<td></td>
<td>319.9</td>
</tr>
</tbody>
</table>

The tabulated chi-square:

It is extracted from the (Chi-squared) table as follows:

\(X(\alpha, df)\)

Where: \(df\) denotes the degrees of freedom that are computed by the following equation:

\[
\text{df} = (R-1)(C-1) = (4-1)(2-1) = 3
\]

Regarding that the adopted significance level in this research is \(\alpha = 0.01\) in all of the tests of the research hypotheses.

i.e. the coefficient of confidence is \((1-\alpha = 0.99)\) which means that the probability of making the right decision is 0.99

The tabulated \((X)\) is then extracted from the \((X)\) distribution table from the cell that lies in front of the specific degrees of freedom \((4)\) and under the level of significance \((\alpha) = 0.01\).

\(X(0.01, 3) = 11.34\)

Since the calculated \((X)\) is larger than the tabulated one, the null hypothesis is rejected and, hence the alternative hypothesis is accepted. This implies that there is a significant relation between the inequity of selection and the political bias.

This result consists with the strong association between the two above-mentioned variables and confirms the first hypothesis of this study, which assumes that due to political intervention and politicization of public service, selection and appointment in public service are built on favoritism and non-merit criteria rather than merit and fair competition between candidates.
Intellectual and psychological orientation

Question (11): Do you believe that there is an intelligentsia (elite) that have the right to lead and orient all the other public servants regardless of any job grade?
   Yes (    )                            No (    )

Question (13): Do you feel that you are:
   Superior to others and one of that intelligentsia
   Equal to others
   Inferior to others

The distribution of public servants according to their belief in the domination of elite (intelligentsia) [i.e. intellectual orientation] and self – evaluation in relation with others [i.e. psychological orientation] can be shown in table (4.2.9) below:

Table (4.2.9)
The distribution of respondents according to intellectual & psychological orientation

<table>
<thead>
<tr>
<th>Self appraisal</th>
<th>Superior</th>
<th>Equal</th>
<th>Inferior</th>
<th>Total</th>
<th>100 %</th>
</tr>
</thead>
<tbody>
<tr>
<td>View point</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Yes</td>
<td>228</td>
<td>410</td>
<td>89</td>
<td>727</td>
<td>71.6%</td>
</tr>
<tr>
<td>No</td>
<td>36</td>
<td>200</td>
<td>52</td>
<td>288</td>
<td>28.4%</td>
</tr>
<tr>
<td>Total</td>
<td>264</td>
<td>610</td>
<td>141</td>
<td>1015</td>
<td>100%</td>
</tr>
<tr>
<td>Percent</td>
<td>26%</td>
<td>60.1%</td>
<td>13.9%</td>
<td>100%</td>
<td></td>
</tr>
</tbody>
</table>

Source: the questionnaire, secondary information, questions (11) and (13)

From table (4.2.9) the following points can be noticed:
1. (71.6 %) of the respondents think that there is an intelligentsia that have the right to lead and orient all the other public servants irrespective of any job grade.
2. (28.4 %) of the respondents think reject the idea.
3. (26 %) of the respondents feel that they are superior to others.
4. (60.1 %) of the respondents feel that they are equal to others.
5. (13.9 %) of the respondents feel that they are superior to others.

Those who suffer superiority complex usually have the tendency to control, coerce and subjugate others, they pretend and try to be leaders even if they lack the traits, qualifications and skills of leadership. On the other hand those who feel inferior tend to be submissive and subordinate to every body that belongs to the former category. This (superiority – inferiority) relation aggravates the already existing structural distortions and violations of rules.

The chi – square test can be used to test the relation between the respondents' satisfaction with pay and their attitudes towards corrupt employees. The null hypothesis (Ho): there is no significant correlation between the respondents' satisfaction with pay and their attitudes towards corrupt employees. i.e. the association between the two variables is attributable to mere chance.
The alternative hypothesis (Hi): the relation between the respondents' satisfaction with pay and their attitudes towards corrupt employees and corruptibility is a significant one. i.e. it can not be attributed to chance.

The calculated chi-square:

It is extracted by the hollowing equation:

\[ X = \frac{(O - E)^2}{E} \]

Where:
- \( O \): denotes the observed values (actual frequency)
- \( E \): denotes the expected values (theoretical frequency)
- \( E \): denotes the summation of expected values

The relation between satisfaction with pay and attitude towards corruption:

Question (5): Do you believe that the pay you receive is:
- More than the work you do ( )
- Equal to it ( )
- Less than it ( )

Question (10): Do you believe that employees who gain money or any other benefits by means of illegal practices deserve:
- Punishment ( )
- Sympathy and understanding ( )
- Negligence and indifference ( )

The observed values (O) are those included in table (4.3.1) below:

<table>
<thead>
<tr>
<th>Assessment of pay</th>
<th>Sympathy</th>
<th>Apathy</th>
<th>Antipathy</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Less than the job done</td>
<td>135</td>
<td>112</td>
<td>640</td>
<td>887</td>
</tr>
<tr>
<td>Equivalent to it</td>
<td>21</td>
<td>24</td>
<td>62</td>
<td>107</td>
</tr>
<tr>
<td>More than it</td>
<td>2</td>
<td>0</td>
<td>19</td>
<td>21</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>158</strong></td>
<td><strong>136</strong></td>
<td><strong>721</strong></td>
<td><strong>1015</strong></td>
</tr>
</tbody>
</table>

Source: the questionnaire, secondary information, questions (4) and (10)

The expected values (E) –in turn – are calculated by the following equation for every cell of the concerned table:

\[ E_{ij} = \frac{(R_i) \times (C_j)}{T} \]

Where:
- \( E_{ij} \): the expected frequency of the cell that lies in the \( i \)th row and the \( j \)th column.
- \( R_i \): summation of the \( i \)th row
- \( C_j \): summation of the \( j \)th column
- \( T \): grand total.
Table (4.3.2) the expected values:

<table>
<thead>
<tr>
<th>Assessment of pay</th>
<th>Sympathy</th>
<th>Apathy</th>
<th>Antipathy</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Less than the job done</td>
<td>138.1</td>
<td>118.8</td>
<td>630.1</td>
<td>887</td>
</tr>
<tr>
<td>Equivalent to it</td>
<td>16.7</td>
<td>14.3</td>
<td>76</td>
<td>107</td>
</tr>
<tr>
<td>More than it</td>
<td>3.2</td>
<td>2.9</td>
<td>14.9</td>
<td>21</td>
</tr>
<tr>
<td>Total</td>
<td>158</td>
<td>136</td>
<td>721</td>
<td>1015</td>
</tr>
</tbody>
</table>

Source: derived from table (4.3.1)

Then the ($X^2$) values are computed as follows:

<table>
<thead>
<tr>
<th>(O)</th>
<th>(E)</th>
<th>(O – E)</th>
<th>(O – E)^2</th>
<th>(O – E)^2 / E</th>
</tr>
</thead>
<tbody>
<tr>
<td>135</td>
<td>138.1</td>
<td>-3.1</td>
<td>9.61</td>
<td>0.07</td>
</tr>
<tr>
<td>21</td>
<td>16.7</td>
<td>4.3</td>
<td>18.49</td>
<td>1.11</td>
</tr>
<tr>
<td>2</td>
<td>3.2</td>
<td>-1.2</td>
<td>1.44</td>
<td>0.45</td>
</tr>
<tr>
<td>112</td>
<td>118.8</td>
<td>-6.8</td>
<td>64.24</td>
<td>0.39</td>
</tr>
<tr>
<td>24</td>
<td>14.3</td>
<td>9.7</td>
<td>94.09</td>
<td>6.58</td>
</tr>
<tr>
<td>0</td>
<td>2.9</td>
<td>-2.9</td>
<td>8.41</td>
<td>2.9</td>
</tr>
<tr>
<td>640</td>
<td>630.1</td>
<td>9.9</td>
<td>98.01</td>
<td>0.16</td>
</tr>
<tr>
<td>62</td>
<td>76</td>
<td>14</td>
<td>196</td>
<td>2.58</td>
</tr>
<tr>
<td>19</td>
<td>14.9</td>
<td>4.1</td>
<td>1681</td>
<td>1.13</td>
</tr>
<tr>
<td>1015</td>
<td>1015</td>
<td></td>
<td></td>
<td>15.37</td>
</tr>
</tbody>
</table>

The tabulated chi-square:

It is extracted from the (Chi-squared) table as follows:

$X^2 (\alpha, df)$

Where: $df$: denotes the degrees of freedom that are computed by the following equation:

$$df = (R-1)(C-1)$$

Where:
- $R$ denotes the number of rows
- $C$ denotes the number of columns
- $\alpha$ denotes the level of significance

$df = (3-1)(3-1) = 4$

Regarding that the adopted significance level in this research is $\alpha = 0.01$, i.e. the coefficient of confidence is $(1-\alpha =0.99)$ which means that the probability of making the right decision is 0.99
The tabulated \((X)\) is then extracted from the \((X)\) distribution table from the cell that lies in front of the specific degrees of freedom \((4)\) and under the level of significance \((\alpha) = (0.01)\).

\[
X (0.01, 4) = 13.277
\]

Since the calculated \((X)\) is larger than the tabulated one, the null hypothesis is rejected and, hence the alternative hypothesis is accepted. i.e. there is a significant relation between the respondents' satisfaction with pay and their attitudes towards corrupt employees.

This result confirms the fourth hypothesis of this study, which states that civil servants tend to have poor morale and poorer loyalty to their jobs and, hence, to lack their respect of laws and ethics of public service and have passive, negative, indifferent or defeatist attitudes towards corruption, due to politicization of the public service.

Similarly, the relation between the respondents' satisfaction with pay and corruptibility can be tested as follows:

**Satisfaction with pay & corruptibility:**

Question (5): Do you believe that the pay you receive is:

- More than the work you do (  )
- Equal to it (  )
- Less than it (  )

Question (12): If you find the chance to get a large amount of money by virtue of your job and through illegal ways, shall you:

- Take it promptly (  )
- Hesitate to seize it (  )
- Reject it instantly (  )

The null hypothesis (Ho): there is no significant correlation between the respondents' satisfaction with pay and corruptibility i.e. the association between the two variables is attributable to mere chance.

The alternative hypothesis (Hi): the relation between the respondents' satisfaction with pay and corruptibility is a significant one, i.e. it can not be attributed to chance.

The calculated chi-square:

<table>
<thead>
<tr>
<th>Assessment of pay</th>
<th>Take it</th>
<th>Hesitate</th>
<th>Reject it</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Less than the job done</td>
<td>39</td>
<td>110</td>
<td>738</td>
<td>887</td>
</tr>
<tr>
<td>Equivalent to it</td>
<td>12</td>
<td>34</td>
<td>61</td>
<td>107</td>
</tr>
<tr>
<td>More than it</td>
<td>1</td>
<td>5</td>
<td>15</td>
<td>21</td>
</tr>
<tr>
<td>Total</td>
<td>52</td>
<td>149</td>
<td>814</td>
<td>1015</td>
</tr>
</tbody>
</table>

Source: the questionnaire, secondary information, question (10)
Table (4.3.4) the expected values:

<table>
<thead>
<tr>
<th>Assessment of pay</th>
<th>Take it</th>
<th>Hesitate</th>
<th>Reject it</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Less than the job done</td>
<td>45.4</td>
<td>130.2</td>
<td>711.4</td>
<td>887</td>
</tr>
<tr>
<td>Equivalent to it</td>
<td>5.5</td>
<td>15.7</td>
<td>85.8</td>
<td>107</td>
</tr>
<tr>
<td>More than it</td>
<td>1.1</td>
<td>3.1</td>
<td>16.8</td>
<td>21</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>52</td>
<td>149</td>
<td>814</td>
<td>1015</td>
</tr>
<tr>
<td><strong>%</strong></td>
<td>5.1%</td>
<td>14.7%</td>
<td>80.2%</td>
<td>100%</td>
</tr>
</tbody>
</table>

Source: derived from table (4.3.3)

Then the ($X^2$) values are computed as follows:

<table>
<thead>
<tr>
<th>(O)</th>
<th>(E)</th>
<th>(O – E)</th>
<th>(O – E)</th>
<th>(O – E) / E</th>
</tr>
</thead>
<tbody>
<tr>
<td>39</td>
<td>45.4</td>
<td>-6.4</td>
<td>40.96</td>
<td>0.9</td>
</tr>
<tr>
<td>12</td>
<td>5.5</td>
<td>6.5</td>
<td>42.25</td>
<td>7.68</td>
</tr>
<tr>
<td>1</td>
<td>1.1</td>
<td>-0.1</td>
<td>0.01</td>
<td>0.01</td>
</tr>
<tr>
<td>110</td>
<td>130.2</td>
<td>-20.2</td>
<td>408.04</td>
<td>3.13</td>
</tr>
<tr>
<td>34</td>
<td>15.7</td>
<td>18.3</td>
<td>334.89</td>
<td>21.33</td>
</tr>
<tr>
<td>5</td>
<td>3.1</td>
<td>1.9</td>
<td>3.61</td>
<td>1.16</td>
</tr>
<tr>
<td>738</td>
<td>711.4</td>
<td>26.6</td>
<td>707.56</td>
<td>0.99</td>
</tr>
<tr>
<td>61</td>
<td>85.8</td>
<td>-24.8</td>
<td>615.04</td>
<td>7.17</td>
</tr>
<tr>
<td>15</td>
<td>16.8</td>
<td>-1.8</td>
<td>3.24</td>
<td>0.19</td>
</tr>
<tr>
<td><strong>1015</strong></td>
<td><strong>1015</strong></td>
<td><strong>42.56</strong></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Since the calculated ($X^2$) is larger than the tabulated one $X^2 (0.01, 4) = 13.277$ the null hypothesis is rejected and, hence the alternative hypothesis is accepted. i.e. there is a significant relation between the respondents' satisfaction with pay and corruptibility.

Thus, both of the third hypothesis of this research a, which states that the aspects of corruption including forgery, embezzlement, bribery, jobbery, abuse of power…etc are very common in public service, due to inadequate pay and poor conditions of service and the fifth hypothesis that states that there is a significant relation between civil servants' dissatisfaction, improper attitudes towards corrupt practices and corruptibility are confirmed.

**Association between satisfaction with pay & corruptibility:**

**Question (5):** Do you believe that the pay you receive is:
- More than the work you do ( )
- Equal to it ( )
- Less than it ( )

**Question (12):** If you find the chance to get a large amount of money by virtue of your job and through illegal ways, shall you:
- Take it promptly ( )
- Hesitate to seize it ( )
- Reject it instantly ( )
The coefficient of association between satisfaction with pay and corruptibility can be found as follows:

Coefficient of association = \( \frac{\text{concord} - \text{discord}}{\text{concord} + \text{discord}} = \frac{\text{ad} - \text{bc}}{\text{ad} + \text{bc}} \)

<table>
<thead>
<tr>
<th>Attitude</th>
<th>Proper</th>
<th>Improper</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>Satisfied</td>
<td>76</td>
<td>52</td>
<td>128</td>
</tr>
<tr>
<td>Dissatisfied</td>
<td>738</td>
<td>149</td>
<td>887</td>
</tr>
<tr>
<td>TOTAL</td>
<td>814</td>
<td>201</td>
<td>1015</td>
</tr>
</tbody>
</table>

Coefficient of association = \( \frac{\text{ad} - \text{bc}}{\text{ad} + \text{bc}} \)

\[ = \frac{(738 \times 52) - (76 \times 149)}{(738 \times 52) + (76 \times 149)} = \frac{38376 - 11324}{38376 + 11324} = \frac{27052}{49700} = 0.54 \]

This indicates a positive association between satisfaction with pay and ethical attitudes towards corrupt employees. i.e. those who are dissatisfied with pay are more probable to show sympathy or apathy towards corruption.

Attitudes towards corruption & corruptibility:

Question (10): Do you believe that employees who gain money or any other benefits by means of illegal practices deserve:

- Punishment (     )
- Sympathy and understanding (     )
- Negligence and indifference (     )

Question (12): If you find the chance to get a large amount of money by virtue of your job and through illegal ways, shall you:

- Take it promptly (     )
- Hesitate to seize it (     )
- Reject it instantly (     )

Following the same procedure the relation between the respondents’ attitudes towards corrupt fellows and their corruptibility can be tested as follows:

The observed values are as shown in table (4.3.5):
### Table (4.3.5) the respondents’ attitudes towards corrupt employees and corruptibility – the observed values

<table>
<thead>
<tr>
<th>Chance of illegal gains</th>
<th>Take it</th>
<th>Hesitate</th>
<th>Reject it</th>
<th>Total</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sympathy and understanding</td>
<td>31</td>
<td>81</td>
<td>46</td>
<td>158</td>
<td>15.6%</td>
</tr>
<tr>
<td>Negligence (apathy)</td>
<td>12</td>
<td>38</td>
<td>86</td>
<td>136</td>
<td>13.4%</td>
</tr>
<tr>
<td>Punishment (antipathy)</td>
<td>9</td>
<td>30</td>
<td>682</td>
<td>721</td>
<td>71%</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>52</strong></td>
<td><strong>149</strong></td>
<td><strong>814</strong></td>
<td><strong>1015</strong></td>
<td><strong>100%</strong></td>
</tr>
<tr>
<td>Percent</td>
<td>5.12%</td>
<td>14.68%</td>
<td>80.20%</td>
<td>100%</td>
<td></td>
</tr>
</tbody>
</table>

Source: the questionnaire, secondary information, question (10)

### Table (4.3.6) the respondents’ attitudes towards corrupt employees and corruptibility – the expected values

<table>
<thead>
<tr>
<th>Chance of illegal gains</th>
<th>Take it</th>
<th>Hesitate</th>
<th>Reject it</th>
<th>Total</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sympathy and understanding</td>
<td>8.1</td>
<td>23.2</td>
<td>126.7</td>
<td>158</td>
<td>15.6%</td>
</tr>
<tr>
<td>Negligence (apathy)</td>
<td>6.9</td>
<td>20</td>
<td>109.1</td>
<td>136</td>
<td>13.4%</td>
</tr>
<tr>
<td>Punishment (antipathy)</td>
<td>37</td>
<td>105.8</td>
<td>578.2</td>
<td>721</td>
<td>71%</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>52</strong></td>
<td><strong>149</strong></td>
<td><strong>814</strong></td>
<td><strong>1015</strong></td>
<td><strong>100%</strong></td>
</tr>
<tr>
<td>Percent</td>
<td>5.12%</td>
<td>14.68%</td>
<td>80.20%</td>
<td>100%</td>
<td></td>
</tr>
</tbody>
</table>

Source: derived from table (4.10.1)

Then the (X ) values are computed as follows:

<table>
<thead>
<tr>
<th>(O)</th>
<th>(E)</th>
<th>(O – E )</th>
<th>(O – E )</th>
<th>(O – E ) / E</th>
</tr>
</thead>
<tbody>
<tr>
<td>31</td>
<td>8.1</td>
<td>22.9</td>
<td>524.41</td>
<td>64.74</td>
</tr>
<tr>
<td>12</td>
<td>6.9</td>
<td>5.1</td>
<td>26.01</td>
<td>3.77</td>
</tr>
<tr>
<td>9</td>
<td>37</td>
<td>- 28</td>
<td>784</td>
<td>21.19</td>
</tr>
<tr>
<td>81</td>
<td>23.2</td>
<td>57.8</td>
<td>3340.84</td>
<td>144</td>
</tr>
<tr>
<td>38</td>
<td>20</td>
<td>18</td>
<td>324</td>
<td>16.2</td>
</tr>
<tr>
<td>30</td>
<td>105.8</td>
<td>- 75.8</td>
<td>5745.64</td>
<td>54.31</td>
</tr>
<tr>
<td>46</td>
<td>126.7</td>
<td>- 80.7</td>
<td>6512.49</td>
<td>51.4</td>
</tr>
<tr>
<td>96</td>
<td>109.1</td>
<td>- 13.1</td>
<td>171.61</td>
<td>1.57</td>
</tr>
<tr>
<td>682</td>
<td>578.2</td>
<td>103.8</td>
<td>10744.44</td>
<td>18.58</td>
</tr>
<tr>
<td>1015</td>
<td>1015</td>
<td></td>
<td>375.76</td>
<td></td>
</tr>
</tbody>
</table>
The tabulated \((X)\) is then extracted from the \((X)\) distribution table from the cell that lies in front of the specific degrees of freedom \((4)\) and under the level of significance \((\alpha) = (0.01)\).

\[
X (0.01, 4) = 13.277
\]

Since the calculated \((X)\) is larger than the tabulated one, the null hypothesis is rejected and, hence the alternative hypothesis is accepted. i.e. there is a significant relation between the respondents' attitudes towards corrupt employees and their behavior when they find an opportunity of illegal enrichment.

This result consists with and emphasizes those of previous tests of table (4.3.1) and table (4.3.3) and confirms the third, fourth and fifth hypotheses.

The coefficient of contingency can be computed as follows:

\[
\text{Coefficient of contingency} = \frac{X}{N + X} = \frac{375.76}{1015 + 375.76} = \frac{375.76}{1390.76} = 0.27
\]

This shows a positive relation between satisfaction with pay and potential behavior towards opportunities of illegal enrichment i.e. those who are dissatisfied with pay are more exposable to corruption and, hence, more corruptible.

Regarding that:
(a) The answer (they deserve punishment) is categorized as (proper attitude) while the answers (they deserve sympathy) and (indifference) are merged in one cell and categorized as (improper attitude)
(b) The answer (reject it) is categorized as (proper attitude) while the answers (hesitate to seize it) and (take it) are merged in one cell and categorized as (improper attitude), the association coefficient between the respondents' attitude towards corruption and their potential behavior towards opportunities of illegal enrichment can be calculated as follows:

<table>
<thead>
<tr>
<th>Satisfaction</th>
<th>Attitude</th>
<th>Proper</th>
<th>Improper</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>Proper</td>
<td>682</td>
<td>39</td>
<td>128</td>
<td></td>
</tr>
<tr>
<td>Improper</td>
<td>132</td>
<td>162</td>
<td>887</td>
<td></td>
</tr>
<tr>
<td>TOTAL</td>
<td>814</td>
<td>201</td>
<td>1015</td>
<td></td>
</tr>
</tbody>
</table>

\[
\text{Coefficient of association} = \frac{ad - bc}{ad + bc} = \frac{(162 \times 682) - (39 \times 132)}{(162 \times 682) + (39 \times 132)} = \frac{110484 - 5148}{110484 + 5148} = 0.911
\]
This very strong association confirms and consists with the same findings above. i.e. those who show sympathy with corrupt employees or look indifferently at them tend to be more corruptible if they find the chance of illegal enrichment. It can be concluded that the employees satisfaction or dissatisfaction with pay, their attitudes towards corrupt colleagues and their potential behavior vis-à-vis the possible opportunities of illegal enrichment are significantly correlated.
Conclusions and Recommendations

Conclusions:

From the previous chapters it can be concluded that:

(1) Corruption with its wider sense that includes all the aspects of undesirable forms of organizational behavior such as embezzlement, bribery, forgery, extortion, jobbery, abuse of authority, favoritism, nepotism …etc is very common in the Sudanese civil service.

(2) The undesirable forms of organizational behavior, such slackness, negligence, evasion, tardiness, absenteeism, apathy, malinger and passive defeatist attitudes – even if they are practiced by apparently honest employees – are considered as an indirect or implicit form of corruption that weakens the overall performance of civil service and encourages corrupt civil servants to dominate the civil service and keep violating all the rules and regulations, simply because they defeat and abort all the potential reformatory attempts.

(3) Corruption is caused and aggravated by many factors. These factors overlap and interact with each other, yet they can be classified into the following factors:

- political factors
- legal factors
- economic factors
- administrative factors
- social factors
- psychological factors.

The political factors behind corruption

The political factors behind corruption include the absence of democracy that results in the lack of transparency and constructive criticism, the unlawful desire to monopolize power and wealth, the abuse of power to pass unacceptable legislations that consecrate and perpetuate injustice, providing illegitimate privileges to compliant disciples of the regime and oppressing and annoying its opponents particularly those who hold influential posts so as to replace them with the formers either through voluntary turnover (resignation and retirement) or involuntary turnover (discharge for service or public interest). Under the umbrella of policy many inexperienced, ineligible and unqualified persons have been appointed in higher posts (grade four above) that require specific qualifications and skills that they lack, regarding that the university graduates who are usually employed in grade nine need to spend about twenty years in service in order to be promoted to these posts.

The civil service, which is quite neglected and marginalized by the successive governments – particularly the totalitarian ones –, is located in a poor rank in the hierarchy of priorities, where defense and security occupy the first class, receive the lion’s share of the state budget and exhaust most of the revenues and resources of the country.

In spite of the fact that civil war in the Southern Sudan has been there since the 1950s, the ruling regime gave it a religious label and kindled its fire in the name of (jihad) that exhausted and exploited both the human and fiscal resources of the country, destroyed the infrastructures and impeded all the developmental plans and
compelled the people to burden and afford the costly bill of war in a matchless patience. Ironically, this regime has eventually come to give up all its slogans of holey war and sign a series of peace agreements. Under the umbrella of these agreements, the regime is coerced to take many complimentary actions to cajole and reconcile the foes of yesterday, who became the partners of today. At the highest levels many posts in the Ministry of Presidency, the Republican Palace, the Council of Ministers, the National Assembly and other units are created to welcome the new comers (the former enemies), the profligate expenditure in the incredible salaries, luxurious cars, palatial houses and other privileges and provisions of these new comers besides the already existing ones have badly affected the efficiency of civil service and the overall economy. One of the amazing examples of political fluctuations and contradictions that affect the civil service is the case of an employee in the Civil Service Department, who was fired for political and intellectual reasons in the name of public interest after few days of the 1989 military coup d'etat, this fired employee has eventually come to be appointed in the Republican Palace as a consultant for the President of the Republic under the umbrella of the recent peace agreement between the ruling regime and the East Front strivers. At the other levels of service, many additional burdens are going to be added and shouldered by the poor civil service. These new burdens that are legalized by the constitution and included in the amendments of the laws of civil service – quite like war – will compel the overburdened civil service to pay the more costly bill of peace. According to these agreements (20 %) of the posts in civil service have to be filled now by Southerners, this share must be raised to (30 %) by the end of the transitional period. Furthermore, the Darfur and the East Front rebels are fiercely pressing to have their share in wealth and power including the posts at all the different levels of public service.

Dr. Barakat Al-Hawwati, the ex Chairman of the resolved Administrative Reform Council stated that: "the three peace agreements of Abuja, Nifasha and the East imposed geographic and tribal belonging in civil service and converted public positions into political spoils, (14) commissions established by these agreements contradict the authorities of existing organs. (1)"

Another form of corruption is the ideological and political discrimination among civil servants, which prevailed in all the governmental institutions as well as the private sector, ethnic and geographic discrimination, which recently began to grow in both public and private sector, is part and parcel of the ruling regime, the allegations of persecution and marginalization raised by many opposing movements such as the Sudan People Liberation Movement (SPLM) and the Justice and Equality Movement (JEM), confirm this argument. An important factor behind this is the phenomenon of escaping punishment in spite of the Criminal Act and the Prohibited and Suspicious Enrichment Combat Act, the prolonged stay of senior officials in their positions is a major factor behind corruptibility. (2)"
The legal factors behind corruption:

The legal factors include the legislative limitations in most of the laws that govern the public service and the politically oriented amendments in order to enhance and perpetuate the domination of the regime's disciples and enable them to monopolize power and wealth. One of the most outstanding examples of the abuse of legislative power to achieve political goals is the publication of the (fresh) National Civil Service Act 2007, which asserted in its sub-section (48/4) that: "the service of any employee can be terminated by the cancellation of his / her post for objective reasons and in accordance with the requisites of PUBLIC INTEREST with a decision of the Council of Ministers". Many questions may arise; why such a section still exists in spite of all the recent changes? Who is authorized to define these (objective reasons) or decide that the employee concerned satisfies these reasons?

Another example is the Establishment Leaflet No. (4/98) dated 19/3/1998 in accordance with the Republican decree No. (615) for the year 1997 and the Cabinet decision No. (71) issued on 18/1/1998, which amended the Public Service Act 1995 and the Public Service Regulation 1995. The most salient features of these amendments are:

(a) The term striver (mujahid) was added to section (4) after the term (worker) and defined as any worker who voluntarily goes to strife in the battlefield or the war zone.

(b) According to the imposed sub-section (65/2) the (mujahid) is given an additional mark for every month that he spends in the war zone with a maximum score that does not exceed ten marks in addition to the marks given to him in the performance appraisal reports, hence, competition for promotion is spoiled and badly affected. This potential consequences of this situation are:

(1) Poor performers can be promoted at the expense of their more competent and eligible peers.

(2) Long periods of absenteeism can be not only justified but also blessed and rewarded.

(c) According to the newly inserted sub-section (88/e), the maximum period of secondment is extended to seven years for any (mujahid), while it is five years for the other (workers).

(d) The sub-section (88/f) gives the (mujahid) priority in selection in competing for secondment.

(e) According to sub-section (125/b) the (mujahid) that comes back from the war zone will be given – in addition to his annual ordinary leaves – a leave of operations that does not exceed one month, beside a fiscal pay that equals a one-month salary during that leave.

(f) The sub-section (154/4) stated that: "The (mujahid) will be given a strife allowance that equals 7000 Sudanese dinars per month through his existence in the war zone."

Another example of legislative limitations is the sub-section (11/c) of the Federal Chamber of Justice Act 1999, which decided that: "the fundamental sources of the Chamber's finance are:

(a) The funds specified and allocated by the state
(b) Gifts, grants and endowments
(c) Any other resources approved by the President of the Republic."
It is very clear that the sub-section (11/b) contradicts the sub-section (44/c) of the Public service regulation that prohibits accepting gifts, gratification or grants from any person whose interests are directly related with the activity of the institution. Moreover, it contravenes the sub-section (88 / 1) of the Criminal Act 1991, and hence puts the Chamber in an embarrassing dilemma and gives rise to many suspicions of bribery. The same limitation is found in section (11) of the Public Corrections and Grievances Board Act 1998, i.e. the officials in these two organs are highly exposed to bribery.

Another example is section (44) of the Public Service Regulation 1995; which prohibited the following actions for all public servants:
(a) Misuse of power and influence
(b) Abuse of job authority
(c) Accepting gifts, gratification or grants from any person whose interests are directly related with the activity of the institution
(d) Divulgence or betrayal of secrets or any confidential information with which he is acquainted by virtue of his job
(e) Misappropriating any document or a copy of it without a written permission from the head of unit.
(f) Holding two posts - simultaneously - in public service
(g) Mixing between a public job and a private work or profession without a written permission from the head of unit. The limitations of this section are:
(1) The terms used in sub-sections (44/a) and (44/b) are very loose and flabby ones that can not specifically be defined in spite of the fact that many officials even at the lower levels abuse and misuse their power and authorities.
(2) The sub-section (44/c) contradicts section (11) of the Public Corrections and Grievances Board Act 1998 and sub-section (11/c) of the Federal Chamber of Justice Act 1999 that legalize gifts, grants and endowments as one of the financial resources of these two important organs.
(3) The sub-sections (44/d), (44/e), (44/f) and (44/g) are usually being violated by civil servants including the heads of the units.
(4) In spite of the fact that this section is frequently violated no specific penalty is defined to punish the employees who do so.

The economic factors behind corruption:

The economic factors include the declining real incomes of civil servants due to inadequate and inequitable wages and salaries on the one hand and the continuously rising costs of living on the other hand. This situation results in poor morale, which – in turn – gives rise to many negative aspects of behavior such as absenteeism, tardiness, evasion, negligence and apathy. Dr. Al-Tayyib Mukhtar, the Undersecretary of the Ministry of Labour, Public Service and Human Resources Development admitted that : "poor pay has affected the employees' performance on the one hand and the government's ability to recruit and employ competent persons in different fields. " (1)

(1) Al-Tayyib Mukhtar, the state lacks the clear vision to develop the civil service, Al-Watan Newspaper, Sunday, May 25th 2008, issue (1796), p. 11
Al-Sheikh Ahmed Al-Mek, the ex Undersecretary of the Ministry of Finance and National Economy attributed corruption in the Sudan to the prevalence of poverty, the absence of the principle of dichotomy between the three authorities i.e. the legislative, the executive and the judicial authorities, the weakness of the supervisory organs, the absence of rules in the public sector, the poor services, the humble wages and salaries of employees, the lack of transparency and freedom of expression and the absent role of the civil society institutions. (1)

Ambassador Siraj Al-Din Ishag, the Director of Crisis Management in the Ministry of Foreign Affairs stated that: "one of the most prevalent forms of corruption is embezzlement; milliards of pounds are frequently being robbed and the amounts of embezzled public money are annually increasing, yet no corrective measures are taken to punish the embezzlers and get back these sums of stolen money." (2)

The administrative factors behind corruption:

The administrative factors include managerial weakness, failure to apply the rules and regulations, unfair selection, improper placement and transfer policies that resulted in considerable structural distortions, discharging the competent employees in the name of public or service interest, lack of training, inequitable rewards, overlapping authorities and responsibilities, duplication of work, weakness of supervision and internal control. The outcomes of these problems are inconvenient work environment, mutual lack of confidence, overlapping duties and clashing authorities, undue conflicts, absence of accountability, indiscipline and disorder, obvious disrespect of law and job grade and irrational profligate expenditure at the expense of the urgent necessities. The Undersecretary of the Ministry of Labour, Public Service and Human Resources admitted that: "the work environment is one of the most serious problems of our civil service." (3)

Admitting its failure to lead and reform the civil service, Al-Hawwati urged the destructurelization or the reorganization of the Ministry of Labour, Public Service and Human Resources Development to cope with the recent changes in the market.

(1) Kamal Mohammed Osman, Rasha Saeed, op.cit, p. 7
(2) Ibid, p.11
(3) Ibid, p. 11
According to Al-Sheikh Ahmed Al-Mek, the causes behind administrative corruption are:

1. The high rates of inflation
2. The high rates of unemployment
3. The lack of transparency
4. The wasteful profligate use of the state's resources
5. The immunities given to many officials and the prolonged complicated procedure needed to lift them
6. The overlapping of responsibilities and authorities due to the lack of accurate scientific job description and specification
7. The weakness of reward / punishment procedures, which indicates a defective motivation system. (1)

The term "undersecretary", which referred to the undersecretary of the Personnel Chamber (Civil Service Department) since the year 1975 as stated in section (4) of the Public Service Regulation 19975 and section (4) of the Public Service Regulation 1995, has recently been replaced and substituted with section (4) of the National Civil Service Regulation 2007, which defines the term "undersecretary" as the undersecretary responsible for the National Civil Service, i.e. the Undersecretary of the Ministry of Labour, Public Service and Human Resources Development. This amendment deprived the Undersecretary – now the General Manager – of the (CSD) of all his powers and authorities as a head of unit, this disgraceful demotion reached the extent that the General Manager of the (CSD) can not appoint a grade seventeen worker without referring to the Undersecretary of Labour and Public Service to get the final approval, furthermore the (CSD) itself has been reduced to a marginal subunit of the Ministry of Labour.

Furthermore, Dr. Al-Hawwati, who criticized the establishment of the recent commissions in accordance with the three peace agreements for their inconsistency and contradiction with some existing organs, ironically contradicted himself and recommended the establishment of an Administrative Reform Commission that takes the authorities of the Civil Service Department (CSD) and the Administrative Reform Council. This illogical argument reveals the bad intentions of Al-Hawwati, who – due to old conflicts and animosities with some senior officials of the (CSD) – used his influence to establish and chair the so-called Public Supervision and Administrative Reform Council (Ombudsman) at the expense of the reduced (CSD), and shows that he will not be satisfied until the (CSD) is completely destroyed.

The (33) federal ministries include (202) units the majority of which perform joint and overlapping functions, this resulted in a considerable loss of resources and undue conflicts.

(1) Ibid, p. 7
The social factors behind corruption:

The social factors include social culture, norms, traditions, influence of tribal and ethnic belonging, influence of social relations and extended families, lack or weakness of national sense and patriotism…etc, which result into nepotism and favoritism.

The psychological factors behind corruption:

The psychological factors include poor morale, job dissatisfaction, frustration, superiority / minority complex, authoritarianism / submissiveness, possessiveness and greediness.

Aspects of corruption in the Sudanese civil service:

The Sudanese civil service has undergone and is still undergoing a painful experience of non-merit practices that establish and legalize illegitimate unprecedented practices and destroy the merit system. The period of the Salvation regime, which began in 1989 is absolutely the worst one ever witnessed by the Sudanese civil service. The following are but examples:

(1) In competition for promotion the so-called (mujahideen) are given additional marks with a maximum score that does not exceed ten marks, i.e. they are given the priority in promotion. This sub-section nullifies the rules of promotion that emphasize equity and fair competition on the basis of performance, qualifications and seniority that receive (70) marks, (20) marks and (10) marks respectively. This implies that an incompetent employee – in the name of (jihad) and allegiance – can be promoted at the expense of his more competent and eligible peers. Moreover, an absentee employee can be rewarded rather than punished.

(2) In competition for secondment, the (mujahideen) are given the priority at the expense of their colleagues.

(3) The total period of secondment, which was supposed to be five years, is extended for the (mujahideen) to be seven years.

(4) In addition to their annual ordinary leaves, the (mujahideen) are given a leave of operations that does not exceed one month, beside a fiscal pay that equals a one-month salary during that leave.

(5) The (mujahideen) are given a strife allowance that equals 70000 Sudanese pounds per month through their existence in the war zone.

(6) Many inexperienced and incompetent persons are placed in the senior and the most influential posts that do not suit their qualifications and given incredible authorities and control over the resources of units concerned.

(7) Governmental cars are specialized for many unqualified persons who occupy lower posts at the expense of those who deserve this privilege.

(8) Many provisions and privileges such as cars and very large financial rewards are given favorite pet persons who are not even permanently employed.
(9) The Judiciary and the Ministry of Interior, in an unprecedented way refused to deal with the General Auditor's Chamber and prevented its teams to do their jobs, this unlawful behavior of state organs that should protect the law, violates section (99) of the Criminal Act, which stated that: "Whoever obstructs, assaults or uses criminal force with a public servant to prevent him to perform the duties of his office or by reason of performing such duties, shall be punished according to section (99) with imprisonment for not more than six months, with fine or with both." (1)

(10) The supervisory role of Central Bank of Sudan as the bank of banks has been weakened by politically supported corruption and political intervention; an inspection team came from the Central Bank to check and audit the accounts and performance of the Omdurman National Bank, the team members were led to the Director general's office where they met a general officer in his military suit, who very confidently said: we are a government, have you ever seen a government being detected? Few minutes later, they received a phone call from their superior that ordered them to withdraw.

(11) This period witnessed the poorest real incomes of civil servants, the highest numbers of unfair discharges, grievances, crimes against public money and misuse of power.

The following features are very common in civil service:

(1) Recruitment and selection are often built on favoritism rather than equitable criteria and fair competition between candidates, hence, job opportunities go to the wrong persons. Under such condition partisan belonging, compliance and loyalty to the ruling regime are the most important causes of selection, employment and advancement irrespective of qualifications, seniority, skills, experience or any other merit criteria. This has already been clarified in table (4.2.4), which shows that:

(a) (81.2%) of the respondents believe that selection and appointment in civil service depend on favoritism and non-merit criteria.
(b) (18.8%) of the respondents believe that selection and appointment in civil service depend on merit and fair competition between candidates.

(2) Rules and regulations are usually violated to employ the disciples of the ruling regime in the most influential posts regardless of their qualifications, capabilities and experience on the one hand and to cause frequent inconveniencies and problems that disturb and annoy its undesirable (enemies) and get rid of them on the other hand. An outstanding example of this practice is the appointment of those ineligible persons as assistant general managers, general trustees, administrative & financial managers, medical managers, quality control managers, quality control coordinators and – ironically – assistants of assistant general managers in governmental hospitals, those young unskilled persons behave as if those units are their own colonies, they illegitimately exploit the available resources on the one hand and illegally oppress the workers on the other hand.

(1) Section (99) of the Criminal Act 1991
The deliberate absence of rules and the prevalence of indiscipline reached the extent that enabled those pretended (managers) – in spite of the indisputable fact that they are only grade eight employees – to take disciplinary actions against their (subordinates) who hold grade five posts, such cases are several in the Federal Ministry of health and the federal hospitals. The following are but examples:

(a) A medical manager in grade nine was selected as a member in a disciplinary board held for a laboratory medical assistant in grade seven.
(b) A (delegated) medical manager in grade eight was chosen as a head of a disciplinary committee, while the other two members are grade four employees for an X – Ray technologist in grade nine.
(c) The same (delegated) medical manager was enabled to suspend a lab. Technician in grade four without a salary and be a member in the accountability board set up for that technician.
(d) A secretary general (administrative manager) in grade eight did dare to punish a grade five engineer with blame and fine (reduction of pay), the submissive victim accepted the matter silently.
(e) A poorly qualified inexperienced employee, who was temporarily employed in the Ministry of Health in 2007, has suddenly in the beginning of 2008 been the manager of internal management.
(f) A notorious disreputable corrupt employee, who holds an influential post in the Ministry of Health, managed to void and cancel all the transfer decisions and stay in the ministry for more than eleven years, this employee has mutual benefits with similar colleagues and these benefits will imply his existence there.

Those who come to power by means of unfair practices tend to do the same practices to enhance their monopoly of power and wealth, which gives rise to a vicious cycle of corruption.

The opposers of such policies and practices are persistently being annoyed and oppressed; this situation either leads them to dismissal in the name of service interest or compels them to give up resistance and show compliance and obedience.

Public property is usually misappropriated, stolen or wasted.

The robbers of public property often escape with their deeds without any punishment, on the contrary, they are usually rewarded by promotions and transfer to higher and richer posts to increase their spoils. The offenders of these crimes usually escape punishment because they are politically supported; politicians are immune and protected under the political umbrella of the National Congress Party.

Corruption has many complications that interact and breed fearful noxious outcomes at the individual, the institutional and the national levels. At the individual level, corruption created and aggravated negative sentiments that lead to unsatisfactory performance and unpleasant forms of organizational behavior. The reflections of corruption on individuals can be seen in low morale, slackness, reluctance and unwillingness to work, absenteeism, tardiness, evasion, abuse of sick leaves (maligner), gross negligence, indifference, bribery, embezzlement, extortion, jobbery, abuse of authority, misappropriation, nepotism, bias and prejudice.
At the institutional level corruption results in voluntary and involuntary turn over, structural distortions, functional distortions, indiscipline and administrative disorder, underemployment, unemployment, migration, brain drain, decrease of effectiveness and efficiency, crimes against public property, waste of time and loss of resources. The ministry of Labour, Public Service and Human resources Management, which reduced the post of the Undersecretary of the Civil Service Department (CSD) to be a General Manager, subjugated him to the Undersecretary of the Ministry of Labour instead of its Minister, robbed the authorities of the (CSD) and legalized this robbery by the amended section (4) of the National Civil Service Regulation 2007, which defined the "Undersecretary" as the Undersecretary of the Ministry responsible for the National Civil Service i.e. the Undersecretary of the Ministry of Labour, regarding that the former corresponding subject (4) in the former Public Service Regulation 1995 defined the "Undersecretary" as the Undersecretary of the (CSD). This ministry in spite of its ridiculously long name, which reflects authoritarianism, has not only utterly failed to reform or improve the civil service, but also contributed in the prevailing disorder and aggravated the administrative situation of civil service. Dr. Al-Tayyib Mukhtar, the Undersecretary of the Ministry of Labour, has eventually admitted this failure, he stated that: "the government has no clear specific view to develop the civil service." (1)

Dr. Mukhtar attributed the weakness of civil service to the Transitional Constitution, which gave the federal ministers the ultimate decision and the final say in many technical matters, this implies that the those parties or bodies affected by these decisions can but appeal to the Council of Ministers to repeal them. He argued that the flabbiness of civil service is due to the resistance of some parties to the recent restructuralization process that shall compel them to leave their positions as redundant. He exemplified the Ministry of Labour itself stating that: "the Ministry of Labour, for instance, embraces (30) accountants while its real need – according to job description – does not exceed (8) ones." (2)

At the overall socio-economic level, corruption impoverished a considerable part of the Sudanese society through the exploitative market machine that exhausts the civil servants' low incomes by the high costs of living.

The following symptoms can be seen at the socio-economic level:

1. Distorted unequal distribution of income, where the dishonest individuals enrich excessively at the expense of the impoverished, crushed and underpaid civil servants, who suffer and strive to live at the subsistence level. This has been shown before in table (2.3), which reveals that the real income of an employee in grade (14) ranges between (3.92 %) and (16.6 %) throughout the period (1996 – 2006).

2. Diminishing real incomes of public servants, where the lack of a sound compensation policy results in incremental trivial increases in wages and salaries that cannot help workers and employees to face the increasing costs of living.

3. Severe social stratification, where the monopoly of wealth and power enables the rich to be richer while the deprived poor majority are being poorer.

(1) Economic editor, op.cit, p. 11
(2) Ibid, p. 11
(4) Fearful sums of robbed and stolen public money that exceed milliards of pounds. This irrefutable fact is revealed in the Auditor General's Report for the 2004, which classified the ways of misappropriation as shown in table (4.4):

Table (4.4): the distribution of stolen public money according to the ways of misappropriation:

<table>
<thead>
<tr>
<th>Way of misappropriation</th>
<th>Embezzled sum</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Breach of trust</td>
<td>455 billions</td>
<td>83.87</td>
</tr>
<tr>
<td>Profligate expenses</td>
<td>54.9 billions</td>
<td>10.12</td>
</tr>
<tr>
<td>Forgery</td>
<td>22 billions</td>
<td>4.05</td>
</tr>
<tr>
<td>Illegitimate payment</td>
<td>9.6 billions</td>
<td>1.78</td>
</tr>
<tr>
<td>Robbery</td>
<td>1 billions</td>
<td>0.18</td>
</tr>
<tr>
<td>TOTAL</td>
<td>542.5 billions</td>
<td>100 %</td>
</tr>
</tbody>
</table>

Source: The Auditor General's Report 2004

(5) In spite of the awfully increasing robbed amounts of public money, which exceeds milliards of pounds in many cases, the redeemed sums are shamefully insignificant and reveal a serious deficiency at the administrative as well as the legal level. Moreover, the robbers of these large funds by virtue of their influence or immunity usually escape with their crimes and do not receive the severe punishment they deserve.

(6) Failure and collapse of the developmental plans and projects, where the funds of all the assumed schemes are usually and shamelessly misappropriated and embezzled by senior officials. An outstanding example of this is the funds of the so-called (Western Salvation high Road) that exceeded forty million dollars, which has gone with the wind. Other examples include the misappropriation of the milliards of the wretched retired employees by some officials of the National Pension's Fund, the hundred millions of the Sudan National AIDS Program (S.N.A.P) embezzled by its former general director, who admitted before the Attorney of Public Property that he had received and misappropriated the sum to implement illusory programs of AIDS combat in 1993.

(7) Corruption has penetrated even the most sensitive and influential units including the Judiciary, the Ministry of Interior, the Chamber of Alms (Zakat), the federal educational hospitals …etc, This shameful situation pushed the minister of Justice to urge the lift of parliamentary immunity of some members of the National Assembly, who are involved in fiscal corruption, in order to enable the Attorney of Public Property to prosecute them.

(8) Severe changes and reversals in the ethical codes of behavior and the ethics of job, embezzlement – for example – is no longer that disgraceful deed, embezzlers are neither ashamed of people nor of themselves, they talk and behave so defiantly and haughtily as if they are brilliant genuine heroes. Honest straightforward employees are considered as foolish, idiot and coward creatures that belong to other planets.
The worse is the shocking scandal revealed by Al-Hadi Mahjoob Makkawi, the Director of the General Directorate for Prohibited & Suspicious Enrichment Combat, who declared that his directorate received no (property declaration) since the year 1989, regarding that the Combat of Prohibited & Suspicious Enrichment Act 1989 obligates all those statutory officials to introduce a detailed list of their property before holding their privileged positions, during the period of holding these positions and after leaving them.
Recommendations

In spite of the fact that corruption in the Sudanese public service is almost an inextricable problem and the pessimistic viewpoints that it is a hopeless case that needs a miracle to be reformed and the belief that corruption is invincible, hope should not be given up. It must be admitted that any reformatory attempt under the prevailing status quo conditions will be a vain effort but yet reform is not impossible. If the Sudanese public service is to be reformed, the following conditions must be satisfied:

(1) **Restoring democracy:**

Corruption is more prevalent in the Third World countries, simply because these unlucky countries are usually governed by totalitarian dictator regimes. The strong association between totalitarianism and corruption can be attributed to the following factors:

(a) The foremost priority of any totalitarian regime to protect and perpetuate or eternalize its existence in power, to achieve this the bulk of the budgets and available resources are oriented to and specified for defense and security at the expense of health, education, public utilities and developmental projects that achieve the welfare and well being of people. Under such a hierarchy of priorities, all the other fields including the civil service will be neglected and destroyed.

(b) The dominant values under totalitarian regimes are oppression, confiscation of liberties, violations of human rights, misleading falsification and obscuration. Corruption is protected by the political umbrella of government.

(c) In the absence of democracy, liberalism, transparency and freedom of expression, the performance of government is not expected to be subject to closer supervision and accountability to the Parliament (the legislative power), the executive power and the Judiciary, in addition to mass media and public view (the fourth authority). This situation provides protection for corruption and corrupt persons particularly the disciples of the regime who enjoy and abuse immunities.

An example of this situation is the attitude of Al-Hadi Mahjoob Makkawi, the General Director of Prohibited and Suspicious Enrichment Combat, who resorted to the Ministry of Presidency urging the lift of these immunities to enable his directorate to sue and prosecute those immune persons, who refuse to submit their property declarations. Makkawi declared that his directorate received no property declaration since the year 1989, regarding that the Prohibited & Suspicious Enrichment Combat Act 1989 obligates all those statutory officials to introduce a detailed list of their property before holding their privileged posts, during the period of holding these posts and after leaving them.

(d) Totalitarian regimes are the bitterest enemies of transparency, which constitutes the most important weapon to combat and defeat corruption.

(e) Totalitarian regimes tend to monopolize power and wealth; this creates and consecrates many injustices and inequalities including competition to get job opportunities.

(f) Democratic governments – on the other hand – accept and give room for heterogeneity, coexistence, public liberties, civil rights, freedom of expression,
transparency, constructive criticism and accountability. This argument does not necessarily mean that the democratic countries are corruption-free; corruption does exist everywhere with different shapes and sizes. It can easily be defeated and beaten in the light of trueness and transparency but it can not be fought or conquered in the darkness of suppression and inhibition of the other points of view.

As the monitor of the executive performance, the parliament should play a major role in establishing stern measures against embezzlers, who should stand open trials to make example of them. It must be emphasized that all citizens are equal before the law and no one is immune from prosecution. What would be needed is to uphold the criterion of public probity as the core of good governance. If required the laws should be amended to inflict the heaviest sentences on those who embezzle or misappropriate public funds.

(2) Reviewing the whole economic policy:

To alleviate inflation, reduce the severe inequalities and stratification, eradicate the serious distortions in the socio-economic structure, eliminate poverty and redistribute income and wealth a rational comprehensive model of public policy must be adopted. Under such a model the state should own all or at least most of the factors of production, shoulder the responsibilities of socio-economic development, establish and enhance all the infrastructures and public utilities and undertake the developmental projects.

The argument here is that a prosperous economy assures relatively stable prices, tolerable costs of living, improved real incomes and reasonable standards of living.

A sound and strict pricing policy and market control must be undertaken to end the disorder of the (economic liberalization policies) that exhausted the poor incomes of citizens in general and civil servants in particular.

The point here is that minimizing the expenses side of the civil servants’ budget (i.e. the costs of living) is more effective and useful than the trivial, unscientific and meaningless adjustments in the revenue side (i.e. wages). The subsidization of basic commodities such as water, electricity, medicines, bread, sugar, petroleum products … etc can significantly reduce the cost of living and, hence, improve the citizens' standards of living. Subsidization is a prevalent practice all over the world in capitalist, socialist as well as mixed economy countries (1)

Compensation must be broadly understood to include all the non-cash benefits that can increase the civil servants' real incomes, reduce their expenditure, enhance their economic situation and improve their standards of living.

(1) Homs Joachim Esdert, Mustafa Jamaluddeen Abdalla, Comments on a paper written by Siddeeg A/Majeed, Khalid Affan, - Pricing Policies and Subsidization for basic Commodities – , paper No. 3 in: Macro Economic Conference, 1986, (DSRC), in collaboration with Frederich Ebert Foundation, Khartoum, p. 9
These benefits include housing, transportation between home and office, clothing, free education services and comprehensive health insurance. In addition to their fiscal value, these benefits provide the following advantages:

1. They satisfy the employees' self esteem needs, respect needs and belonging needs and raise their morale, and this will certainly improve their performance and organizational behavior.

2. They save the civil servants' physical effort and relief them from the concerns of public transportation that exhausts their mental as well as their physical energy.

3. They ensure the civil servants' punctuality in both arrival and leaving time and, hence, minimize tardiness, evasion and absenteeism.

In spite of the fact that taxation constitutes one of the most important sources of revenue, but under the monopolistic conditions of the economic liberalization and in the absence of pricing and market control all the direct taxes paid by the producers or the sellers of goods and services are sooner added to the cost of production or purchasing. These taxes are eventually converted into doubled and concealed indirect taxes to overburden the victimized consumers, who buy these commodities at the highest possible prices. The taxation system thus aggravates the severe inequalities of income distribution. To achieve a fair redistribution of income and minimize social stratification a progressive taxation system should be undertaken and associated with a sound pricing policy that preserves the purchasing power of money and protect the consumers of goods and services particularly those who earn poor incomes.

The direct tax imposed on the employees' personal incomes beside miscellaneous undue charges and subtractions such as the stamp of the war wounded, Darfur's support, Palestine's support, students welfare fund ...etc must be absolutely repealed because the majority of civil servants are destitute to the extent that they deserve the support of the Zakat Chamber.

3) Administrative reform:

(a) The personnel system had to be built on a sound understanding of the intersection and interaction of the personnel functions and the potential instrumentality of compensation in motivating employees. To secure the motivational force of compensation and incentive system rewards must be connected with merit, competence, effective performance and productivity.

(b) To secure effective performance as well as desired organizational behavior a sound understanding of human needs, satisfaction and morale must prevail; on the basis of this understanding, the incentive system should be built. Explicitly, permanent appointment – or termination of service – , after the probation period, annual increments, allowances, promotions, bonuses, rewards, pay increases...etc must be built on the objective criteria of merit, competence, effectiveness and efficiency, i.e. distinction must be made between good performers and poor performers. This implies the existence of an impartial, unbiased and sound performance appraisal system. The seriousness of this point lies in the fact that all the above mentioned incentives in reality have no motivational force, because they are awarded as an acquired right irrespective of the individuals' performance. This is apt to
encourage slackness, negligence and indifference on the one hand and
discourage earnest and devoted performance on the other.
(c) The personnel sections in all the units must endeavor to extend legal and
administrative awareness among workers and employees to know their rights
and duties. This can only help to solve many of the problems that confront
them but may even help to avoid those problems. Regarding that knowledge
itself is a power and that the many civil servants' ignorance of their rights often
encourages unfair and dishonest officials to harm and victimize them, it will
appear that administrative awareness can constitute a preventive weapon
against corruption

The administrative reform is difficult to achieve before reforming the supervisory
organs that should play a significant role in the reformatory process, simply
because any one who lacks a thing can never give it. So the following actions must
be taken:
(a) The Civil Service Department (C.S.D) should be rehabilitated, restructured,
activated and qualified to shoulder its heavy responsibility towards the
comprehensive reform of the civil service at the national level. The (C.S.D)
should be authorized to supervise, inspect and control all the executive units to
ensure that all the rules and regulations that govern the public service are
properly applied, to check, update and approve the organizational charts and
the annual nominal rolls and to formulate and issue the necessary leaflets that
can eliminate the shortcomings and limitations of the civil service performance
(b) The Federal Public Service Recruitment Board and its branches in the different
states must be structurally and functionally reviewed so as to ensure their
impartiality and neutrality in the recruitment – selection process, which
constitutes the first and the most important step to build an effective, efficient
and competent labor force.
(c) The Auditor General's Chamber, the Directorate General for Internal Auditing of
the State Organs, the Public Corrections & Grievances Board, the Federal
Chamber of Justice, the Directorate General for Combating Prohibited and
Suspicious Enrichment and the Attorney of Public Property must be reinforced
and enabled to play effectively and successfully the crucial roles entrusted to
them.
(d) The on- the job - training should be enhanced to develop and qualify the
personnel in all the units, particularly the supervisory ones.
A sound remuneration system must be built to enhance the employees' morale and
job satisfaction and, hence, to encourage good performance, effectiveness,
efficiency and proper organizational behavior. Adequate and equitable pay besides
improving the employees' standards of living enhances their loyalty and belonging
to their units and establishes the belief that what they receive is worth the effort
they exert in their job.
(e) A sound motivational system should be built on the basis of reward /
punishment to assure the reinforcement of good performance and desirable
organizational behavior on the one hand and eliminate unsatisfactory
performance and all the forms of undesirable organizational behavior on the
other hand.
(f) A national commission to combat corruption should be established at both federal and states' levels, this commission should be authorized by law to pursue embezzlers – regardless of their status or positions – and take all the procedure necessary to lift their immunities, and hence to sue and prosecute them. The duty of this commission is to assure that all the public money embezzlers have received the punishment they deserve on the one hand and the embezzled public funds have been completely redeemed on the other hand.

(g) The effective organs that play supervisory roles and control and conserve all the assets of the state should be restored and soundly reestablished, these organs include:

(1) The Mechanical Transport Department that controls all the purchases and maintenance procedure of the governmental vehicles.

(2) The Stores and Equipments Department that provides all the furniture, equipments and stationery for the governmental offices.

(3) Construction & Public Works Department that undertakes and follows up all the construction and maintenance processes of the governmental buildings.

(4) The Sudan Railways Corporation that constituted in its golden era the most efficient, effective and productive means of transportation throughout the country and employed large numbers of skillful competent personnel, who are now unemployed. The deliberate destruction of this important corporation resulted in a considerable loss for the civil service and exposed the discharged personnel to many economic and social hardships.

(5) The River Transport Corporation, which is absolutely the cheapest and the most economic means of transporting people as well as goods in addition to it strategic important role in connecting the Southern Sudan with the North.

(6) Al-Jazeera Scheme, which was one day the backbone of the Sudan economy. This gigantic agricultural scheme besides its economic importance in producing high quality cotton and supporting the country's exports had played a considerable social role; it recruited and brought many people who belong to heterogeneous tribes and culture to coexist for many decades.

(4) Reviewing the legislations of public service:

The legislations that govern the public service must be reviewed to eliminate all the sections that consecrate oppression of employees and monopoly of power and open the door for the abuse of authority, subjective bias and prejudice, and corruptibility in order to assure that they consist with the constitutional rights. Having reviewed and corrected the legislations of public service, the supervisory organs must assure that these laws and regulations are fully respected and impartially applied to eliminate and eradicate injustices and punish all the wrong doers irrespective of any other criteria.

(5) Activating the laws that protect public property:

The unpleasant phenomenon of escaping punishment, which has badly affected the reputation of the country and destroyed the citizens' trust in the state, should be strictly brought to an end by activating all the legislations that assure the severest punishment of embezzlers on the one hand and the full redemption of the stolen...
public money on the other hand, this includes the Criminal Act, the Prohibited and Suspicious Enrichment Combat Act. The attorneys should be given further authorities to sue and initiate the prosecution procedures against all the embezzlers.

(6) Reviewing immunities

To restore the citizens' respect and confidence all the financial and the public money matters should be highly transparently dealt with because public money is the people's property and, hence, they have the right to know where it goes. To achieve this and assure that all the citizens are equal before the law and should receive equal legal treatment the following actions should be taken:

(a) The phenomenon of escaping punishment should be brought to an end by activating the laws that govern and protect public money such as the Criminal Act, the Financial and Accounting Procedure Regulation and the Prohibited and Suspicious Enrichment Combat Act
(b) The immunities given to statutory and senior officials should be revised, reviewed and minimized.
(c) The attorneys of public money should be given more authorities that enable them to lift the immunities of corrupt officials in accordance with evidence – based charges and, hence, to initiate the prosecution procedure against them. This assures the severest penalty for embezzlers irrespective of their status on the one hand and the redemption of stolen money on the other hand.

(7) Enhancing the values of nationalism and patriotism:

It is almost too late to teach the present generation any lessons in patriotism, but through the curriculum of (patriotic education), the young pupils and students can be brought up as good men and women, who belong to the greater Sudan rather than the abominable narrow partisan, familial, tribal or ethnic belonging. This will help very much in establishing the values of impartiality, objectivity and fairness and conquering nepotism and favoritism.

To give the good example and restore the citizens' respect and trust, all the transactions of the state should be highly true and transparent, the public opinion and media should be encouraged to reveal and combat corruption, instead of obscuration and oppression of the other points of view, the freedom of expression and constructive criticism should be enhanced and socialized.

(8) Enhancing the role of social service:

The role of social servants should not be restricted to the very narrow area of providing financial support for the destitute poor patients in hospitals through the Alms' Chamber (Zakat); this limited role should be developed and extended to cover all the society including civil servants. Social service offices must be created in all the governmental units including the educational institutions (schools and universities) to serve the students and the labor force.
The creation of social service sections in the governmental units can serve the following purposes:

(a) The employment of many unemployed and underemployed graduates of sociology, who – instead of serving the society and solve the problems of its members – are almost going to be a problem themselves.

(b) To create the necessary foundation of ethics and proper organizational and social behavior that formulate a mature well grown up generation to shoulder the responsibility of social and service reform as well.

(c) Providing support for civil servants who need it to solve the problems they are undergoing or to avoid the potential problems that they may confront.

(d) To develop a social common sense that leads individuals to belong to the wide society rather than the shallow narrow sentiments of belonging to nuclear families, extended families, tribes, clans…etc

(9) Enhancing the role of psychologist - counselors:

The role of psychologist counselors is to reveal and treat these disorders and abnormalities, individual and collective treatment programs must be undertaken to awaken the conscience of civil service and combat all the forms of deviations and abnormalities such as selfishness, greediness, demoralization and lack of self esteem to ensure a healthy work environment that enhances transparency, reveals deviations and facilitates reform and corrective actions.
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Appendix (1)
Questionnaire

This questionnaire is specifically designed for the purpose of a research on (Corruption in the Sudanese Public Service – Causes and remedies).

(1) This research will be submitted in fulfillment of PhD degree in public administration from the University of Khartoum.

(2) All the information collected by means of this questionnaire will be strictly confidential and will never be used for any other purpose.

(3) To fill-in this questionnaire just put a tick mark ( ) in the bracket after the statement that you believe is the most suitable.

(4) The accomplishment of this study is significantly dependent on your carefulness, frankness, transparency and accuracy in filling-in this questionnaire.

(5) Your objective participation in discussing this issue is very much appreciated by the researcher.

**Primary information:**

(1) Date of birth:
(2) Place of birth:
(3) Sex: Male ( ) Female ( )
(4) Marital status:
   Single ( ) Married ( ) Divorced ( ) Widowed ( )
(5) Academic qualifications (educational level):
   Below secondary ( ) Secondary certificate ( ) Diploma ( )
   Bachelor or license ( ) Post-graduate diploma ( )
   Master ( ) PhD ( )
(6) Date of graduation:
(7) Date of award of the recent qualification:
(8) Tribe:

**Secondary information:**

(1) Date of appointment:
(2) The present job title and grade:
(3) Date of recent promotion to the current job grade:
(4) Have you any additional source of income?:
   Yes ( ) No ( )
   Please mention it if any: ______________________________________

(5) Do you believe that the pay you receive is:
   More than the work you do ( )
   Equal to it ( )
   Less than it ( )

(6) Do you believe that the confidential reports of performance appraisal – on which promotions are to be built – are written on the basis of:
   Merit and competence criteria ( )
   Favoritism, nepotism and subjective criteria ( )
(7) Do you believe that the pay increase resultant from promotion is?
Valuable enough to retain the promoted and encourage further perseverance ( )
Hardly enough to retain the promoted ( )
Neither nor ( )

(8) Do you have any relatives in the same unit you work in or a relevant unit?
Yes ( ) No ( )
If yes, how many are they? : ____________________________

(9) Do you believe that selection and appointment in public service depend on?
Competence and fair competition between candidates ( )
 Favoritism and non-merit criteria ( )

(10) Do you believe that the employees who gain money or any other benefits by means of illegal practices deserve?
Disdain and punishment ( )
Sympathy and understanding ( )
Negligence and indifference ( )

(11) Do you believe that there is an intelligentsia (elite) that have the right to lead and orient all the other public servants regardless of any job grade?:
Yes ( ) No ( )

(12) If you find the chance to get a large amount of money by virtue of your job and illegal means, shall you:
Take it promptly ( )
Hesitate ( )
Reject it instantly ( )

(13) Do you feel that you are?
Superior to others and belong to the intelligentsia ( )
Equal to others ( )
Inferior to others ( )

(14) Do you believe that the holders of senior leadership posts are competent enough and eligible to the posts they are occupying?
All of them are eligible ( )
Most of them are ( )
Most of them are not ( )
All of them are not ( )

(15) To what extent the following statements are true:
(a) Tribal, ethnic, regional and social relations have a significant influence on the decision-making process in the Sudanese public service:
Strongly agree ( )
Agree to some extent ( )
Disagree ( )
Strongly disagree ( )

(b) Ideological orientation, intellectual and political attitudes, and partisan belonging play a significant role in having or losing job opportunities:
Strongly agree ( )
Agree to some extent ( )
Disagree ( )
Strongly disagree ( )
Appendix (2)
The number of distributed and collected questionnaire copies according to units:

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<th>No.</th>
<th>Units</th>
<th>Distributed</th>
<th>Collected</th>
<th>%</th>
</tr>
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<tbody>
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<td>1</td>
<td>Khartoum Teaching Hospital</td>
<td>250</td>
<td>165</td>
<td>66%</td>
</tr>
<tr>
<td>2</td>
<td>Ibn Sina Specialized Hospital</td>
<td>250</td>
<td>193</td>
<td>77.2%</td>
</tr>
<tr>
<td>3</td>
<td>Al-Shaab Teaching Hospital</td>
<td>70</td>
<td>44</td>
<td>62.9%</td>
</tr>
<tr>
<td>4</td>
<td>Omdurman Teaching Hospital</td>
<td>40</td>
<td>40</td>
<td>100%</td>
</tr>
<tr>
<td>5</td>
<td>E.N.T. Teaching Hospital- Khartoum</td>
<td>75</td>
<td>66</td>
<td>88%</td>
</tr>
<tr>
<td>6</td>
<td>Dermatology &amp; Venereal Diseases Hospital</td>
<td>50</td>
<td>46</td>
<td>92%</td>
</tr>
<tr>
<td>7</td>
<td>Children's Emergency Hospital – Khartoum</td>
<td>30</td>
<td>22</td>
<td>73.3%</td>
</tr>
<tr>
<td>8</td>
<td>Dental Hospital – Khartoum</td>
<td>25</td>
<td>20</td>
<td>80%</td>
</tr>
<tr>
<td>9</td>
<td>Radiation &amp; Isotope Center - Khartoum</td>
<td>80</td>
<td>67</td>
<td>83.7%</td>
</tr>
<tr>
<td>10</td>
<td>National Medical Laboratory</td>
<td>25</td>
<td>17</td>
<td>68%</td>
</tr>
<tr>
<td>11</td>
<td>The Psychiatric Hospital – Khartoum North</td>
<td>50</td>
<td>34</td>
<td>68%</td>
</tr>
<tr>
<td>12</td>
<td>Federal Ministry of Health</td>
<td>200</td>
<td>172</td>
<td>86%</td>
</tr>
<tr>
<td>13</td>
<td>Ministry of Health – Khartoum State</td>
<td>20</td>
<td>12</td>
<td>60%</td>
</tr>
<tr>
<td>14</td>
<td>Ministry of Finance &amp; National Economy</td>
<td>45</td>
<td>31</td>
<td>68.9%</td>
</tr>
<tr>
<td>15</td>
<td>Central Laboratory for Veterinary Research</td>
<td>30</td>
<td>23</td>
<td>76.7%</td>
</tr>
<tr>
<td>16</td>
<td>Civil Service Department</td>
<td>40</td>
<td>31</td>
<td>77.5%</td>
</tr>
<tr>
<td>17</td>
<td>The Attorney General Chamber</td>
<td>25</td>
<td>18</td>
<td>72%</td>
</tr>
<tr>
<td>18</td>
<td>The Judiciary</td>
<td>20</td>
<td>14</td>
<td>70%</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>1320</td>
<td>1015</td>
<td>76.60%</td>
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## Appendix (3)
### List of Abbreviations

<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Expression</th>
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<tbody>
<tr>
<td>APM</td>
<td>Attorney of Public Money</td>
</tr>
<tr>
<td>BN</td>
<td>Blue Nile States (Blue Nile + Sennar)</td>
</tr>
<tr>
<td>COLA</td>
<td>Cost of Living Allowance</td>
</tr>
<tr>
<td>CPA</td>
<td>Constant Peace Agreement</td>
</tr>
<tr>
<td>CSD</td>
<td>Civil Service Department</td>
</tr>
<tr>
<td>D</td>
<td>Greater Darfur (North Darfur + South Darfur + West Darfur)</td>
</tr>
<tr>
<td>DAC</td>
<td>Departmental Accountability Committee</td>
</tr>
<tr>
<td>E</td>
<td>Eastern Region (Red Sea State + Kasala State + Al-Gadarif State)</td>
</tr>
<tr>
<td>FCJ</td>
<td>Federal Chamber of Justice</td>
</tr>
<tr>
<td>GDIA</td>
<td>General Directorate for Internal Audit</td>
</tr>
<tr>
<td>GDPSEC</td>
<td>General Directorate for Prohibited &amp; Suspicious Enrichment Combat</td>
</tr>
<tr>
<td>GOSS</td>
<td>Government of Southern Sudan</td>
</tr>
<tr>
<td>HAC</td>
<td>High Accountability Committee</td>
</tr>
<tr>
<td>J</td>
<td>Al-Jazeera State</td>
</tr>
<tr>
<td>JEM</td>
<td>Justice and Equality Movement</td>
</tr>
<tr>
<td>K</td>
<td>Greater Kurdofan (North Kurdofan + South Kurdofan + West Kurdofan)</td>
</tr>
<tr>
<td>KCB</td>
<td>Kenya Commercial Bank</td>
</tr>
<tr>
<td>Kh</td>
<td>Khartoum State</td>
</tr>
<tr>
<td>MLPSHRD</td>
<td>Ministry of Labor, Public Service and Human Resources Development</td>
</tr>
<tr>
<td>N</td>
<td>Northern State</td>
</tr>
<tr>
<td>NCP</td>
<td>National Congress Party</td>
</tr>
<tr>
<td>NCSA</td>
<td>National Civil Service Act 2007</td>
</tr>
<tr>
<td>NCSR</td>
<td>National Civil Servant's Discipline Act 2007</td>
</tr>
<tr>
<td>NCSR</td>
<td>National Civil Service Regulation 2007</td>
</tr>
<tr>
<td>NSRCC</td>
<td>National Salvation Revolution Command Council</td>
</tr>
<tr>
<td>PCGB</td>
<td>Public Corrections and Grievances Board</td>
</tr>
<tr>
<td>PCP</td>
<td>Popular Congress Party</td>
</tr>
<tr>
<td>PSA</td>
<td>Public Service Act 1995</td>
</tr>
<tr>
<td>PSADA</td>
<td>Public Servants' accountability &amp; Discipline Act 1994</td>
</tr>
<tr>
<td>PSECA</td>
<td>Prohibited &amp; Suspicious Enrichment Combat Act</td>
</tr>
<tr>
<td>PSPA</td>
<td>Public Servants' Pensions Act 1993</td>
</tr>
<tr>
<td>PSR</td>
<td>Public Service Regulation 1995</td>
</tr>
<tr>
<td>PSRB</td>
<td>Public Service Recruitment Board</td>
</tr>
<tr>
<td>RN</td>
<td>River Nile State</td>
</tr>
<tr>
<td>SMSB</td>
<td>Sudan Medical Specialization Board</td>
</tr>
<tr>
<td>SPLA</td>
<td>Sudan People Liberation Army</td>
</tr>
<tr>
<td>SPLM</td>
<td>Sudan People Liberation Movement</td>
</tr>
<tr>
<td>SS</td>
<td>Southern Sudan</td>
</tr>
<tr>
<td>SSU</td>
<td>Sudanese Socialist Union</td>
</tr>
<tr>
<td>VAT</td>
<td>Value Added Tax</td>
</tr>
<tr>
<td>WN</td>
<td>White Nile State</td>
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Appendix (4)
The federal and states’ ministries in the government of Sudan

(1) The Federal ministries:

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<thead>
<tr>
<th>No.</th>
<th>Ministry</th>
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<tbody>
<tr>
<td>1</td>
<td>Ministry of Republic Presidency</td>
</tr>
<tr>
<td>2</td>
<td>Ministry of Council of Ministers</td>
</tr>
<tr>
<td>3</td>
<td>Ministry of Federal Government</td>
</tr>
<tr>
<td>4</td>
<td>Ministry of National Assembly Relations</td>
</tr>
<tr>
<td>5</td>
<td>Ministry of Finance &amp; National Economy</td>
</tr>
<tr>
<td>6</td>
<td>Ministry of Labor, Public Service and Human Resources Development</td>
</tr>
<tr>
<td>7</td>
<td>Ministry of Foreign Affairs</td>
</tr>
<tr>
<td>8</td>
<td>Ministry of Defense</td>
</tr>
<tr>
<td>9</td>
<td>Ministry of Justice (Attorney General)</td>
</tr>
<tr>
<td>10</td>
<td>Ministry of Interior</td>
</tr>
<tr>
<td>11</td>
<td>Ministry of Irrigation and Water Resources</td>
</tr>
<tr>
<td>12</td>
<td>Ministry of Agriculture and Forestry</td>
</tr>
<tr>
<td>13</td>
<td>Ministry of Agriculture and Forestry</td>
</tr>
<tr>
<td>14</td>
<td>Ministry of Animal Resources and Fisheries</td>
</tr>
<tr>
<td>15</td>
<td>Ministry of Transport, Roads and Bridges</td>
</tr>
<tr>
<td>16</td>
<td>Ministry of Aviation</td>
</tr>
<tr>
<td>17</td>
<td>Ministry of Environment and Urban Development</td>
</tr>
<tr>
<td>18</td>
<td>Ministry of Health</td>
</tr>
<tr>
<td>19</td>
<td>Ministry of Social Welfare</td>
</tr>
<tr>
<td>20</td>
<td>Ministry of Human Affairs</td>
</tr>
<tr>
<td>21</td>
<td>Ministry of Guidance and Endowments</td>
</tr>
<tr>
<td>22</td>
<td>Ministry of Culture, Youth and Sports</td>
</tr>
<tr>
<td>23</td>
<td>Ministry of Information and Communications</td>
</tr>
<tr>
<td>24</td>
<td>Ministry of Tourism and Wildlife</td>
</tr>
<tr>
<td>25</td>
<td>Ministry of Education</td>
</tr>
<tr>
<td>26</td>
<td>Ministry of Higher Education and Scientific Research</td>
</tr>
<tr>
<td>27</td>
<td>Ministry of Science and Technology</td>
</tr>
<tr>
<td>28</td>
<td>Ministry of Energy and Mining</td>
</tr>
<tr>
<td>29</td>
<td>Ministry of Electricity</td>
</tr>
<tr>
<td>30</td>
<td>Ministry of Industry</td>
</tr>
<tr>
<td>31</td>
<td>Ministry of Investment</td>
</tr>
<tr>
<td>32</td>
<td>Ministry of Foreign Trade</td>
</tr>
<tr>
<td>33</td>
<td>Ministry of International Cooperation</td>
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(2) The States' ministries:

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<th>Ministry</th>
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<td>Ministry of Local Government</td>
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<tr>
<td>2</td>
<td>Ministry of Finance, Economic Development and Manpower</td>
</tr>
<tr>
<td>3</td>
<td>Ministry of Health</td>
</tr>
<tr>
<td>4</td>
<td>Ministry of Agriculture and Irrigation</td>
</tr>
<tr>
<td>5</td>
<td>Ministry of Education</td>
</tr>
<tr>
<td>6</td>
<td>Ministry of Engineering Affairs</td>
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<tr>
<td>7</td>
<td>Ministry of Social Affairs</td>
</tr>
<tr>
<td>8</td>
<td>Ministry of Information, Youth and Sports</td>
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(3) The States of the Sudan

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<td>2</td>
<td>Al-Jazeera State</td>
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<td>3</td>
<td>River Nile State</td>
<td>Al-Damer</td>
</tr>
<tr>
<td>4</td>
<td>Northern State</td>
<td>Dongola</td>
</tr>
<tr>
<td>5</td>
<td>Red Sea State</td>
<td>Port Sudan</td>
</tr>
<tr>
<td>6</td>
<td>Kasala State</td>
<td>Kasala</td>
</tr>
<tr>
<td>7</td>
<td>Al-Gadarif State</td>
<td>Al-Gadarif</td>
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<tr>
<td>8</td>
<td>Blue Nile State</td>
<td>Al-Damazin</td>
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<tr>
<td>9</td>
<td>Sennar State</td>
<td>Sinja</td>
</tr>
<tr>
<td>10</td>
<td>White Nile State</td>
<td>Rabak</td>
</tr>
<tr>
<td>11</td>
<td>North Kurdofan State</td>
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</tr>
<tr>
<td>12</td>
<td>South Kurdofan State</td>
<td>Kadugli</td>
</tr>
<tr>
<td>13</td>
<td>West Kurdofan State</td>
<td>Al-Nuhood</td>
</tr>
<tr>
<td>14</td>
<td>North Darfur State</td>
<td>Al-Fashir</td>
</tr>
<tr>
<td>15</td>
<td>South Darfur State</td>
<td>Nyala</td>
</tr>
<tr>
<td>16</td>
<td>West Darfur State</td>
<td>Al-Jinaina</td>
</tr>
<tr>
<td>17</td>
<td>North Bahr Al-Ghazal State</td>
<td>Aweel</td>
</tr>
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<td>18</td>
<td>West Bahr Al-Ghazal State</td>
<td>Wau</td>
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<tr>
<td>19</td>
<td>East Equatoria State</td>
<td>Kapoeta</td>
</tr>
<tr>
<td>20</td>
<td>West Equatoria State</td>
<td>Yambiu</td>
</tr>
<tr>
<td>21</td>
<td>Bahr Al-Jabal State</td>
<td>Juba</td>
</tr>
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<td>22</td>
<td>Upper Nile State</td>
<td>Malakal</td>
</tr>
<tr>
<td>23</td>
<td>Jongley</td>
<td>Jongley</td>
</tr>
<tr>
<td>24</td>
<td>Warab State</td>
<td>Warab</td>
</tr>
<tr>
<td>25</td>
<td>Lakes State</td>
<td>Rumbek</td>
</tr>
<tr>
<td>26</td>
<td>Unity State</td>
<td>Bentu</td>
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Appendix (5)
The values of chi-square