Recruitment and Selection Between Merit and Politics
The Case of Sudan in the Nineties

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Dedication

To my parents, wife and children
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Abstract

This study is about the Sudanese civil service and its methods of human resource management practices, especially in the area of recruitment and selection. This area has long been affected by malpractices from the different governments which ruled the country especially during the decade of the nineties. The study shows how selection to the public service was dominated by political affiliations rather than by the values of merit.

The issues and ideas of this study were discussed and tackled using the concept of modern 'Human Resource Management', or ‘Personnel Management’ as it used to be known. The human resource management, as a rising paradigm, will be a useful tool for discussing and explaining the problems faced by the Sudanese civil service.

The study also tries to show how the human resource management paradigm developed from the conventional personnel management into a full scale new discipline, incorporating a variety of theories that dominated the field of management recently.

The study examines the history of Civil Service in Sudan and how it was characterized by very significant landmarks; starting from the early days of its creation along the path of development till the Sudanization and independence stages. The study, thus attempts to highlight this aspect and how it resulted into the subsequent malpractices attached to this study.

As a matter of fact these malpractices were merely a reflection of a wider deterioration witnessed by the civil service in Sudan and exacerbated through the years until it reached its grave levels of today. Although each national government tried to attribute the crisis of the civil service to the preceding government, the main blame lies on all post independence governments, which ignored the importance of a competent merit-based civil service.

The study also tries to highlight the fact that such a desired civil service can only be achieved through sound human resource management practices. Such type of human resources is crucial to the Sudan at the present time as the country is witnessing a turning point in its history. This is because the Sudan has now entered the oil producing and exporting era; thus it requires, more than ever, a highly competent manpower to manage this new wealth as well as the huge number of development projects attached to this new economic boom. Moreover, the Sudan is widely known for its vast potentialities which
require sound rational policies supported by a competent body of human resource.

As mentioned before the malpractices were particularly manifested in the area of recruitment and selection which was not based on merit; rather it was based on political loyalty, patronage, kinship, tribalism and regionalism.

This state of affairs resulted in thousands of employees being sacked and thousands others being appointed, especially during the nineties. The result was more deterioration to the public service and more brain drain as thousands of highly qualified personnel left the country for the Gulf States and other locations abroad to escape these unfavorable conditions.

The study also suggests methods and plans to be implemented in order to restore the effectiveness and the efficiency of the public service. In addition it suggests a number of approaches towards solving the problems of thousands of those purged. On the other hand the study examines the various options in order to tackle the problem of thousands of incompetent employees pumped into the public service.

An analysis was conducted in chapter four of the study to show and prove the relationship between the selections made during the nineties and the deterioration the civil service is witnessing now. The analysis was based on data collected through a questionnaire and informal interviews. After this the statistical data collected was analyzed using the method of cross tabulation.

In chapter five the study examines the future prospects and how the civil service can be restructured and reformed in order to restore its previous competence and rise up to the challenges facing the public service and the country as a whole.

The study concluded by recommending several courses of action to be taken in order to tackle the various problems created by these malpractices in the public service in general and in recruitment and selection in particular.
مستخلص

هذه الدراسة عن الخدمة المدنية السودانية وأساليب إدارة الموارد البشرية فيها خاصة فيما يتعلق بطرق الاستقطاب والتعيين. فهذا الجانب تأثر لفترة طويلة بممارسات خاطئة من جانب مختلف الحكومات والأنظمة التي تعا Enlightened Handbook for Electronic and Data Processing. 2. nhằm أن الاختيار للخدمة العامة كانت تهيمن عليه المصالح السياسية بدلاً عن الكفاءة والجدارة.

الموضوعات الخاصة بهذه الدراسة تم مناقشتها ومعالجتها باستخدام أحدث مفاهيم إدارة الموارد البشرية أو إدارة الأفراد كما كانت تعرف في السابق. إن إدارة الموارد البشرية كأحد المفاهيم الفكرية الصاعدة تعتبر أداة مفيدة لمناقشة وإيضاح المشاكل التي تعانى منها الخدمة المدنية في السودان.

الدراسة أيضاً توضح كيف تطور مفهوم إدارة الموارد البشرية من إدارة الأفراد التقليدية إلى مادة جديدة تضم مختلف النظريات التي همتدت على مجال الإدارة مؤخرًا. تبحث الدراسة أيضاً تاريخ الخدمة المدنية في السودان منذ إنشائها وكيف تطورت عبر الحقب المتعاقبة وحتى مرحلة السودان والاستقلال. فالدراسة تحاول أبرز هذا الجانب وكيف أفضي إلى الممارسات التي تشهدها ومتصلة بهذا البحث.

في الواقع هذه الممارسات الخاطئة كانت مجرد انعكاس للتدهور الذي شهدته الخدمة المدنية في السودان وتفاقم هذا التدهور عبر السنين حتى وصل إلى المستوى المروع الذي تشهده اليوم. فرغم أن كل حكومة وطنية كانت تسب هذا التدهور إلي الحكومة السابقة لها إلا أن اللوم يقع على جميع الحكومات والأنظمة التي تعا Enlightened Handbook for Electronic and Data Processing. 2. نتائج هذه الدراسة أيضاً تؤكد حقيقة أن مثل هذه الخدمة المدنية يمكن الوصول إليها فقط عن طريق إدارة الموارد البشرية إدارة فعالة كفؤة. مثل هذه الموارد البشرية البلاد في حاجة ماسة لها وهي تشهد هذا التحول التاريخي، حيث دخلت البلاد عصر إنتاج وتصدير البتروال وبالتالي تحتاج أكثر من أي وقت مضى لقوة بشرية تستطيع إدارة هذه الثروة الجديدة وكذا العدد الهائل من مشاريع التنمية المصاحبة لهذه الطفرة الاقتصادية.
الهيئة. إضافة لذلك، السودان أشتهر بإمكانياته الكبيرة التي تحتاج لسياسات عقلانية معقدة بقوة بشرية ذات كفاءة عالية.

الممارسات الخاطئة المذكورة أنها كانت على الأخص في مجال الاستطباب والاختيار حيث أن الاختيار لم يكن على أساس الكفاءة والجدارة وإنما على أساس الولاء السياسي، وصلة القريب أو على أساس فقيلي أو إقليمي.

هذا الأمر أدى إلى تشريد آلاف العاملين وتعيين الآلاف مكانهم خاصة خلال حقبة التسعينات؛ وكانت النتيجة المزيد من التدهور في الخدمة العامة والمزيد من هجرة العقول إلى دول الخليج والدول الأخرى. رابا من هذه الظروف السائبة.

الدراسة أيضاً تقترب بعض الخطط لإعادة الخدمة المدنية إلى سابق عهدها من الكفاءة والفعالية. من ناحية أخرى، تقدم الدراسة بعض المقترحات لمعالجة مشاكل الآلاف الذين شردوا من وظائفهم وكذا مشاكل أولئك الذين عينوا في مواقعهم من غير ذوي الكفاءة.

تم إجراء تحليل في الفصل الرابع من أجل إثبات العلاقة بين التعيينات التي تم في التسعينات والتدهور الذي تشهده الخدمة المدنية حالياً. التحليل بني على أساس المعلومات التي تم جمعها باستخدام مختلف الوسائط، ومن ثم تحليلها باستخدام الجداول الإحصائية.

في الفصل الخامس تبحث الدراسة أفاق المستقبل وكيف يمكن إعادة هيكلة الخدمة المدنية وإصلاحها من أجل إعادة كفاءتها وفعاليتها السابقة حتى تستطيع الارتفاع إلى مستوي التحديات التي تواجه البلاد.

خلصت الدراسة إلى تقديم العديد من التوصيات التي تساعده في حل مختلف المشاكل التي خلفتها الممارسات الخاطئة في الخدمة العامة وخاصة في مجال الاستطباب والتعيين.
Source: Political boundaries from SIM and OCHA, Feb 2006
Chapter One

Introduction

1.1 General background

The Sudan is a vast country stretching between Latitude 3 - 23 degrees north and Longitude 22 – 39 degrees east. It has a total area of 2.5 million square kilometers, divided into 25 states (see the opposite map); each of these states has its own local legislative and local government (a cabinet of ministers).

Such a big country with so many administrative units requires a huge and competent administrative body capable of steering the country through the complex modern demands into the new millennium. Such a sound body of administration can only be found if the personnel management involved is in itself sound and competent.

Considering these facts one may imagine that the country is a huge administrative machine with a wide range of experience in this field, because managing such a country, as a matter of fact, requires special administrative talents. Thus efficient personnel administration is highly-rated in such circumstances.

The role of personnel administration worldwide has undergone historical changes from that of mainly record keeping to employment, employee welfare, human resource allocation and utilization; consequently it drew its modern name from this very last role. Human resource management, thus, can be defined as a well-rounded, planned, executed and evaluated approach to employee recruitment, use and development. It draws on a number of related disciplines especially the behavioral sciences, e.g. psychology, sociology, anthropology, law, economics, education and industrial engineering.¹

The simplest definition of human resource management, though, is "Managing people at work". There are a number of other conflicting definitions for the term. For instance the economists define it as "labor" or capital, i.e. one of the three factors of production and thus it is counted among the cost. Modern analysts on the other hand emphasize that human beings are not predictable commodity with definitions totally controlled by contract, but are creative and social beings that make contributions beyond labor to a society and to civilization.²
Advocating the central role of human resource in enterprises and societies has been a traditional role of socialist parties who claim that value is primarily created by their activity and accordingly justify a larger claim of profits or relief from these enterprises or societies. Critics say this is just a bargaining tactic which grew out of various practices of medieval European guilds into the modern trade unions and collective bargaining unit.³

A contrary view, common to capitalist parties, is that it is the infrastructural capital or intellectual capital owned and fused by "management" that provide most value in financial capital terms.⁴

The function of human resource is still to a large degree administrative and common to all organizations. The human resource function consists of tracking innumerable data points on each employee, from personal histories data, skills, capabilities, and experience to payroll records.

Nowadays the human resource department is invariably found in every organization whether it is public or private and it is considered the backbone of the organization. This department is known by different names in different countries. For instance it is called "Personnel Management" in the USA as due concern started to be given to the human aspect of administration due to the pressure exerted by the trade unions.⁵

In France and UK the department is known as "Public Service Administration." This also valued the human aspect by applying the principles of equality and employment justice which had been advocated by the French Revolution. It is also called "Civil Service Administration." in order to distinguish it from the military service and so forth until it acquired its current name "Manpower" or "Human Resource".⁶

The pioneers of scientific management are Henry Fayol and Fredric Taylor who are widely believed to be the founders of this subject. Taylor's theory of "Scientific Management" was based on:
   a) Economizing time.
   b) Maximum use of individual's energy.
   c) Reducing cost to the minimum.

Taylor's theory obviously stressed on the economic aspect of the individual's energy without giving due concern to the human dimension and the role it can play in achieving the organization's goals.
Management as a whole emerged as a scientific discipline around the end of 18\textsuperscript{th} century and the first written references appeared in 1914. These references set the foundations of management as follows:

a) Analysis of government performance.

b) Giving management the status of a science which enhanced the separation between politics and administration.

c) Efficient use of resources and time.

As mentioned human resource management is an applied professional field of work as well as an academic discipline. It derives much of its foundations from the social sciences which had emerged in the 18\textsuperscript{th} century. The principal social sciences which have contributed to the development of personnel management are psychology, industrial sociology, labor economics, political sciences and cultural anthropology. As already mentioned, the professional disciplines of management and public administration have also made their contributions. Workers have been hired and fired for centuries without a formal theory to guide those in charge.

1.2 Management experience in Sudan

Management in Sudan can be traced back as far as the Funj kingdom which dominated vast areas of central Sudan for more than three centuries. The kings used to appoint regional rulers to govern the conquered regions. The same practice was followed by the Fur Sultanate in the west of Sudan.

One of the advantages of the Turkish rule, if any, was that Mohamed Ali, after conquering the country, unified the separate and scattered kingdoms of Sudan into the integrated political entity Sudan of today; namely kingdoms of Fur, Funj, Nubia, Dajo and some Nilotic kingdoms extending up to the great lakes. It also organized the rule and administration of the country.

When Mohamed Ahmed Al Mahdi expelled the colonialists, he ruled most of Sudan with the help of Ameers appointed by him and so did his successor Khalifa Abdullahi, always with a powerful central authority. Both leaders adopted the colonial pattern of bureaucracy in their correspondence and dealings with the regional rulers.

During the Condominium rule the governor general as well as the top government officials were appointed by the British crown. The governor was helped by commissionaires in the provincial capitals; these in turn were helped by a body of bureaucrats in the main towns. At the rural level the governor appointed tribal dignitaries to manage the remote areas which were too remote to be governed directly from the centre. Most of the employees in
the bureaucratic body were of foreign origin mainly British or from the overseas British colonies e.g. Indians, Egyptians, Syrians, Armenians, etc. with very few Sudanese among them which reflected the biased policies of personnel management practiced by the colonial power.

The first efforts in legalizing and dealing with personnel management in the history of the country was the "The Officials Discipline Ordinance of 1912 followed by The Officials Discipline Ordinance of 1927". The Establishments Branch was also dealing with personnel affairs since its creation in the early 1920s. Then there was the Classification System of 1934 and the Public Service Commission Act of 1958. When the self- rule of Sudan was declared in 1953 in order to prepare the country for independence, the colonial authority was compelled to introduce what was known as "Sudanization Plan" with the aim of training Sudanese nationals to fill the administrative gap after the departure of the colonialists. As a matter of fact the process started earlier namely after the 1924 revolution when the British lost trust in their Egyptian counterparts and decided to replace them by Sudanese. The process started and progressed with a slow pace all through the first half of the 20th century until the self-rule of three years was declared as mentioned in 1953, after which the process went with a very fast pace and in a record period of time the Sudanese proved their competence and abilities.

The colonialists had expected a total breakdown of the system of administration as soon as they departed, but this never happened the way they desired, although a serious deterioration did happen in a far later stage. This was due to the fact that the Sudanese were determined to prove self-confidence and competence. As a matter of fact, management issues were not as complex as they are today; thus the national administrators did not face serious challenges in their day-to-day work. This can be attributed to the fact that development, construction, progress and welfare issues were not among the priorities of the colonial rule. The main aim of the Civil Service in the colonialists' view was to maintain their security and interests as well as ensure the continuation of their rule. Accordingly, the system of administration began to deteriorate in a later stage as mentioned and in 1966 this deterioration reached its peak, which prompted the then government to form a commission named "The Commission for Organizing Civil Service" with the aim of putting the Civil Service back in the right track.

That commission diagnosed the symptoms of the crisis in the following:

a) Deterioration of production levels in all fields.

b) Lack of efficiency and low performance levels.
c) Indifference and negligence on the part of employees.
d) The administrative gap and authority conflicts in different work units.
e) Mismanagement in the "Bureau of Employee affairs".
f) Bad planning and execution, especially in those big projects.
g) Lack of concern in public relations, especially in the relationship of the public with the administration.
h) Corruption and nepotism.9

Thus when the country gained its independence in 1956 there was a very competent and efficient body of civil servants who filled the gap and followed the British system of administration for a long time afterwards. The selection for this body of employees was based mainly on merit with very rare occasions of deviations from the stated rules due to the close family connections which characterized the Sudanese society of that time.

1.3 Development of Human Resource Management in Sudan

Human resource planning and development in Sudan started officially in the sixties of last century; as all efforts before that were merely isolated individual ones. In 1966 an agreement was signed between the government of Sudan and the Ford Foundation of UK to conduct a study about the work force in Sudan. As a result of this a report was submitted in 1967. Nevertheless, the most significant efforts in human resource planning were experienced in the country's successive development plans, namely the Ten Year Plan, The Six Year Plan and The Five Year Plan. It is worth mentioning that among the main reasons of the Ten Year Plan's failure was the failure to train and develop the necessary human resource element in order to execute the plan efficiently. Normally the practical steps adopted in the planning of human resource may take the structure shown in the diagram (fig.1.1).
Though the above-mentioned development plans set ambitious goals for human resource development, very little had been achieved due to various shortcomings. Besides, there were a number of factors that had negative impacts in human resource planning at that time and these can be summarized as follows:

a) Imbalance between the rapid population growth and the economic status of the country.
b) Lack of accurate data pertaining to human resource in the country.
c) Lack of funds and skills required for human resource planning in the country.

**Source:** Donald E, Public Personnel Management, Prentice Hall Inc. New Jersey.
d) The education policy of the country which stressed on academic rather than technical and vocational education.
e) The way by which the society viewed a government post at that time.
f) The instability of governments; as their short duration had a negative impact on HR development efforts due to haphazard layoffs of employees for political reasons.

In spite of the negative points mentioned above some appreciable efforts were made to promote the public service. A ministry was formed especially to deal with the public service and administrative reform. In this ministry the development of human resource was given priority, as a department was formed with the aim of setting a national plan for training and development of human resource. That was the first time in the history of the African continent and the Arab world that such an independent ministry for human resources was ever founded.

Human resource development in Sudan cannot be discussed without mentioning the Sudan Civil Service which played a leading role in that respect. Civil service in Sudan saw its glorious days in the few years that succeeded the country's independence. It was generally applying very rational methods in dealing with personnel management issues especially in recruitment as most of its members were selected on merit basis and a very rational method of development and promotion was followed. But rationality in the civil service began to loose ground to malpractices of all sorts, e.g. nepotism in appointments, sacking of employees for political reasons, etc. As a matter of fact the process started in an earlier stage and continued with varying degrees through the years until the era of what was known as "the second democracy" and then it grew steadily until it reached its peak in the Nimeri era. During the period of "the third democracy 1985-1989" and afterwards it was already out of control and developed into a crisis which was manifested in a large number personnel being sacked for political reasons or merely because they were not loyal to the regime. These layoffs were frequently followed by appointments of party loyalists regardless of their qualifications.

1.4 Selection procedures in Sudan

Selecting suitable individuals for specific jobs is one of the most difficult problems faced by human resource departments. This is because the process requires job analysis to determine the real requirements, accurate scrutiny of applicants, and detailed comparison of their applications in order to take rational decisions and select the most suitable among them. This can be achieved only if there are objective standards of measurement and evaluation.
The traditional methods of selection used in Sudan were based on specific rules and regulations which had been adopted for a long time and these are based on the following criteria:

a) Education: the person's level of education or the training courses attended.

b) Nationality: Sudanese nationality is normally required for the posts giving preference to Sudanese nationals in a quest to solve the indigenous unemployment problems.

c) Skill: the ability to relate his/her mental and physical qualities during his/her performance.

d) Past experience: what the individual had acquired during his/her past career which will be beneficial for the new post.

e) Responsibilities: the extent to which a person has the sense and can bear responsibility.

f) Personality: the person's tendencies, qualities and habits which may affect his/her performance.

g) Age: most posts require specific age range.

h) Conduct: the applicant who was convicted in any court will be disqualified.

Selection procedures in Sudan were previously the responsibility of ministries advised by the Establishments Office. Then this responsibility was given to the "Selection Commission for the Public Service". The formation of this commission was originally proposed by the UN experts who were called to tackle public service problems in the country in 1973. One of the main aims of this commission was to get rid of nepotism and kinship practices. After the implementation of the regional rule in 1981 typical selection committees were formed in the different regions to deal with recruitment and selection issues at the regional level.

This commission mentioned above faced many problems and criticisms when it started its work. These can be summarized as follows:

a) The resistance shown by some departments and government units.

b) The commission lacked the knowledge about the real requirements of the organizations or departments. This was later solved by appointing representatives of the relevant ministries in the committee.

c) The commission depended primarily on theoretical exams of academic nature.

d) Lack of experience and the unclear goals of the tests. It was not clear whether those tests were for intelligence, appearance, personality or otherwise.
1.5 Previous Studies

Our academicians who wrote about this topic made a very valuable contribution, indeed, to the literature of the civil service in Sudan. Our own contribution will start where they had stopped and will try to add what we can in a quest to tackle the many problems faced by this important administrative body.

Ahmed Ibrahim Abu Sin, the most famous academic in the field of administration in Sudan, has a very rich literature in this subject. In his dissertation “The Development of Civil Service in The Republic of Sudan 1899-1961” he provided valuable information about the evolution of our national civil service.

Al Agab Ahmed Al Teraifi, for instance, gave us a very useful historical background about the evolution of the Sudanese civil service in his Ph D thesis: Administrative Reform in the Sudan with Special Reference to Personnel Aspects. He also brought to our attention the first symptoms of malpractices witnessed by the civil service during the era of post independence governments. This was manifested, particularly, in the area of recruitment and selection to the civil service, when local officials started to practice some sort of nepotism and patronage during the process of selection because they were obliged to do so otherwise they would not be regarded loyal to their tribe or society.

Mutasim El Bashir, on the other hand, highlighted the native Administration in his Ph D dissertation: Administration and Development- a Study of the Role of the Civil Service in the Sudan. He together with El teraifi could explain widely the period of Sudanization which represented the first step towards the local administration. He also provided a detailed account about the 'Public Service Commission' and its role in the development of the public service, in addition to the maintenance of the integrity and neutrality of the civil service.

As for our assumption about the deterioration of the civil service we got a very detailed account in the report prepared by the Commission of the Reorganization of the Civil Service which was convened by the government in 1968. In this report the commission explained the nature of the deterioration, the causes, the impacts and the remedial actions to be followed in order to tackle it.

Thus our main addition to the above-mentioned efforts will focus on the negative effects of politicizing the Sudanese civil service; especially in the
area of recruitment and selection and how that impacted the efficiency of the public service in general and the management of the human resources in particular. We also aim to show here the dangers of relying on manpower that has originally been selected on grounds other than merit.

1.6 Objectives of the research

A major objective of this research is to study the causes that led to the deterioration of the civil service and its human resource management practices in Sudan and the extent of this damage as well as the suitable methods that can be applied in order to reform it. It is of paramount importance to raise the public awareness of the actual and potential roles that can be played by a competent human resource in this historical stage.

There is an overwhelming privatization campaign engulfing the whole country recently and has involved most of the previous public sector organizations which have become private or semi private, i.e. government autonomous corporations. It is an established reality that managing these new organizations in this transitional stage of their history requires sound human resource management techniques; different from those practiced previously.

The research will take an insight view of the "Bureau of Personnel Affairs" and the role it played in the past, its current activities and the role it is supposed to play in the future. This bureau has established rules and regulations applied to all personnel management affairs throughout the country. The study will scrutinize them and see to what extent they are relevant and conform to modern personnel management concepts.

Thus this research will contribute in the efforts aimed at tackling the deterioration experienced lately and try to reach the best system of recruitment compatible with the country's local standards as well as the modernization requirements.

The research also aims at highlighting new concepts and views in the field of personnel management and suggesting ways to adopt such modern management practices in an effort to promote the existing human resource management system, enabling it to deal with the challenges facing the country's future.

1.7 Importance of the study

The Sudan is now entering a new era of economic, social and political development as the country started the production and export of petroleum.
This new development will make the country face many challenges in managing thousands of development projects expected in such circumstances, which will have enormous impacts on the different aspects of life. Thus there is an immediate need for a dedicated manpower capable of facing such challenges and leading this economic revolution successfully towards its goals.

Such modern projects normally require competent and open-minded personnel as well as sound human resource management practices. Thus, this research will conduct a thorough study of the established principles of human resource management in order to find out to what extent they can be applied in the country.

The relevance of human resource management analysis is justified by the importance of personnel in the process of socio-economic development in the Sudan, which has been mentioned above. It is evident from what has been said that the practices followed by the governments regarding human resource management as a whole and the process of selection in particular had a damaging impact upon the country’s present and future. Thus analyzing and describing these practices will help in diagnosing the crisis and finding suitable remedial actions for solving it.

The human resource behavioral approach as a rising paradigm in the social sciences is a useful tool for the explanation of this problematic issue. The behavioral approach in human resource management is concerned with the human aspect of management which puts great value on human behavior and its ability to achieve the organizational goals. The simplest definition, thus, given to human resource management is "Managing people at work"(Beach, 1985). The analysis of our case using these views and theories will add a further dimension to the study of human resource management in the country and help answering many questions raised in this study. The specific issue of recruitment and selection malpractices will be investigated, analyzed, tested and measured accordingly.

1.8 Research problem

As mentioned before civil service in Sudan has played a very significant role in the process of socio-economic development of the country. Similar to the other least developed countries, political and social factors have a considerable influence on recruitment and selection for both the civil service and the private sector.
However, despite the fact that civil service in Sudan was generally characterized by some sort of rational practices regarding recruitment and selection, nevertheless it began to deteriorate just after the October Revolution of 1964 and continued its deterioration during the May regime and the subsequent governments due to the increased economic and political problems on one hand and the rising interference of politicians on the other.

This kind of interference has reached its peak in the 1990s when the Salvation regime declared openly that "Political loyalty before competence". Under this slogan the regime launched its campaign of recruiting its followers in every field of work especially where there are substantial revenues or resources in an effort to control all sources of income and thus the whole economy. Since then the appointment at various levels for the civil service and for the other areas of importance has been dominated by political influence.

Implementing the above-mentioned slogan in reality has caused further deterioration to the stated human resources management system which was manifested in the breakdown of the whole system of management, and thus the failure of many organizations and development projects. Consequently this led to other types of shortcomings, e.g. corruption, nepotism, kinship, etc. In short these practices have led to the total breakdown of the system of management intensifying the political, social and economic crisis witnessed by the country.

It is worth mentioning in this respect that politicization of recruitment and selection was not confined to the civil service but it spread to include the government autonomous corporations, private organizations that belong to the regime followers, NGOs and even joint venture enterprises. This is because recruitment and selection in those areas is subject to security clearance which is accessible only to the regime followers, being totally controlled and influenced by the government.

Following the bleak picture drawn above there are a number of questions which we will attempt to answer in this study:

a) What is the truth behind the violations of the rules and regulations of recruitment and selection and malpractices during the specified period?
b) What are the areas and fields mostly affected by these violations and malpractices?
c) How are we going to deal with people mostly affected by these malpractices?
d) What are the impacts and consequences of these malpractices on the country's present and future?

e) What are the best methods to be adopted in order to reform the system of recruitment and selection in particular and the human resource management system in general as well as repair the damage?

1.9 Research hypotheses

This research starts from the following hypotheses:

a) Recruitment and selection was dominated by practices of partiality, factionalism, sectarianism, as well as political, ethnic and kinship practices in most post independence national governments, especially in the nineties.

b) The civil service in Sudan has witnessed a steady deterioration since independence in the area of human resource management, particularly in recruitment and selection due to the highly politicized practices, especially during the nineties, when selection rules and regulations were seriously violated in favor of ruling party followers.

c) These malpractices led to the appointment of a large number of incompetent personnel in the public service resulting in a wide range of deterioration and corruption in most governmental organizations.

d) In most cases employees are not paid equally according to their qualifications and posts; as some are paid more than others due to their political affiliations.

1.10 Research methods

The main method followed in this research is analytical and descriptive method using primary as well as secondary sources of data collection.

Issues and questions to be tackled and answered in this research are multiple; therefore different methods and techniques of research will be adopted. For example for the general background of this research secondary sources will be used. This will include coverage of literature in the relevant fields, e.g. human resource management, business administration, public administration and public policy. The Sudanese civil service literature will be widely used in this research as it is considered the basis upon which the modernization efforts of human resource management practices in the country are built.
Discussing such a vital issue must be based on previous study efforts made by Sudanese intellectuals and academicians whose contribution was very significant in this field. Thus our study has continued from where they had stopped, and for this purpose we have allocated a whole chapter for their work. As a matter of fact there are many academicians who have made significant participation in this topic or a similar one as mentioned above, e.g. Mutasim El Bashir, Al Agab Ahmed Al Teraifi, Hassan Abbasher El Tayeb, Abu Sin and many others.

However, the specific research undertakings include the collection of data through a structured questionnaire. Also various official documents mainly from the appropriate ministries, public and private organizations, and semi private corporations were used. This is not going to be an easy task due to the fact that many officials tend to be protectionists and avoid giving accurate details about their organizations or merely refuse to release what they regard as state secrets. This protectionist tendency stem from the fact that some officials try to hide corruption practices in their organizations or evade accountability for their wrong-doing.

The third and a very important level of data collection will include informal interviews with officials and particularly with individuals most affected by these malpractices, whether they are victims or beneficiaries or merely executors of such policies.

The research in its current setting cannot be complete without reference to the nature of the Sudanese society and the ability of different social groups to influence policy decisions. Thus the social, regional and ethnic background of officials serving within the state organizations and corporations will be studied or referred to, even though in broad and tentative manner in order to test proof some of the assumptions. This could be done through formal and informal interviews, observation and other relevant methods.

1.1 Research organization

This research is composed of six chapters which will be designed in the following manner:

a) Chapter One: Introduction; whereby a general background about human resource management in general and recruitment and selection in particular will be given. This will reflect the evolution of modern human resource concepts, theories and practices. The objectives of the research, the research problem, the hypotheses of the research, the
research methodology and the research organization will all be included here.

b) **Chapter Two:** Literature review. In this chapter a survey will be made on previous studies, books, magazines and papers pertaining to this subject. It will show the latest human contribution in this field as well as the negative and positive points during the evolution and development of the discipline.

c) **Chapter Three:** Here also a survey will be made on the Sudanese contribution in this field. Previous Sudanese studies on this topic, including research works and theses will be closely scrutinized. Also the prominent contribution of the country's Civil Service will be shown, i.e. the impact of this historical management body in modern human resource management in the country will be highlighted. The system of recruitment and selection in the Sudan will also be discussed, including the procedures and practices followed during recruitment and selection in the past.

d) **Chapter Four:** The primary data collected from the structured questionnaire and the informal interviews will be analyzed and the results highlighted. The method of cross tabulation will be applied in this as it is the most suitable in this connection. It will be seen whether the results are going to prove any malpractices manifested in any form during the specified period and what rules and regulations were violated during the process.

e) **Chapter Five:** Moving ahead. Here the future prospects of recruitment and selection in the country will be discussed, considering the country's huge potentialities in the fields of economic, social and human resource development.

f) **Chapter Six:** Conclusion and recommendations. A general summary of findings will be given, as well as a list of recommendations that will help or contribute in the future reform efforts.
1 R. K. Malhorta and others, Personnel Management, Anmol Publications Ltd. (New Delhi- India, 200) p 12
5 Dr Karam M. and others, Public Administration- Principles and Application, El Nielain University, (Khartoum- Sudan, 1998 ), p 27.
9 Ibid, p 15.
Chapter Two

Literature Review

2.1 Introduction

People are the assets on which competitive advantage is built, whether in the public or private sector, whether in the corporate world or in the world of education. In the words of the latest theory on human resource management, people are an “inimitable” asset. People and their skills are the one thing that competitor organizations cannot imitate. So human resource management and the practices associated with it have become accepted by managers in all forms of organizations as one of the most important strategic levers to ensure continuing success.

Any efficient and well-managed organization depends, for its existence and continued success, on the caliber of its employees. Placing the suitable person in the suitable place is an ethical matter in the first place. The consequences of a negative or improper selection go far beyond the internal environment of the organization to affect the community surrounding it. The correct recruitment and selection procedure, therefore, reflects the commitment of the organization to the local community and the respect to its ethical values. Thus proper and consistent principles of recruitment and selection must be applied in public as well as private appointments, with posts awarded on the basis of merit through a transparent system of open competition. This is particularly important in view of the violent conflicts witnessed in our modern communities due to the injustice and absence of the rule of law.

Recruiting the right person for the right job is the responsibility of the organization' Human Resource Manager. But what is Human Resource Management?

To answer this question we'll have to look into the different stages of the evolution of Human Resources Management, its concepts and theories till it reached its present state.

2.2 Evolution of Human Resources Management (HRM) theories and concepts

The modern concept of human resource management finds its roots in the early 20 century notion of employee welfare. The large factories that
evolved in the United States in the late 19 and early 20 centuries presented managers with major problems of workforce control. The large scale use of immigrant labour combined with the traditional factory organization of sub-contracting to produce workplaces that had essentially become uncontrolled in any centralized sense of the word. Part of the solution to the problem of re-establishing management control on the factory floor was found in the development of Scientific Management or Taylorism as it came to be known after its founder, Frederick Taylor (Taylor, 1911). Taylor actually devised his system in order to establish the leading role of managers in the control of organizations.

Thus Taylorism is an early form of human resource management. It embodies the controlling role of managers who need to have full access to the information held by workers on the best methods of carrying out their tasks and it advocates a major emphasis on the selection of the right person for the job, proper training to enable workers to gain the skills they require and good rates of pay to offset the boredom of working in a fragmented and high performance work environment.

Alan Price (2004), a British academic, thus, listed the stages of the evolution of HRM as follows:

- **Scientific Management.** In 1911, Frederick Taylor, known as the Father of Scientific Management, published *Principles of Scientific Management* in which he proposed work methods designed to increase worker productivity. One of his famous experiments had to do with increasing the output of a worker loading pig iron to a rail car. Taylor broke the job down into its smallest constituent movements, timing each one with a stopwatch. The job was redesigned with a reduced number of motions as well as effort and the risk of error. Rest periods of specific interval and duration and a differential pay scale were used to improve the output. With scientific management, Taylor increased the worker's output from 12 to 47 tons per day! The Taylor model gave rise to dramatic productivity increases.

- **Administrative management.** Emphasizes the manager and the functions of management. Henri Fayol (1841–1925), known as the Father of Modern Management, was a French industrialist who developed a framework for studying management. He wrote *General and Industrial Management*. His five functions of managers were: plan, organize, command, coordinate, and control. His fourteen principles of management included: division of work, authority and responsibility, discipline, unity of command, unity of
direction, subordination of individual interests to general interests, remuneration of personnel, centralization, scalar chain, order, equity, and stability of tenure of personnel, initiative, and esprit de corps (union is strength).

- **Behavioral or human relations management.** Emerged in the 1920s and dealt with the human aspects of organizations. It has been referred to as the neoclassical school because it was initially a reaction to the shortcomings of the classical approaches to management. The human relations movement began with the Hawthorne Studies which were conducted from 1924 to 1933 at the Hawthorne Plant of the Western Electric Company in Cicero, Illinois.

- **Human Resources School.** Beginning in the early 1950s, the human resources school represented a substantial progression from human relations. The behavioral approach did not always increase productivity. Thus, motivation and leadership techniques became a topic of great interest. The human resources school understands that employees are very creative and competent, and that much of their talent is largely untapped by their employers. Employees want meaningful work; they want to contribute; they want to participate in decision making and leadership functions.

Thus around the mid-80s, the term 'human resource management' (HRM) arrived from the USA to UK. To some, HRM was mainly connected with minimizing trade union influence and the titles of some personnel departments were changed to symbolize this. To others, though, it implied a more strategic role, with the HR department helping to achieve business objectives and planning (with line managers) how to achieve those objectives, and ideally with an HR director on the board of the company. With this, in some cases, came a kind of consultancy role, with the HR department acting as adviser to line managers. The term 'human resources' was (and is) an interesting one: it seemed to suggest that employees were an asset or resource-like machines (capable of being replaced or up-graded like machines?), but at the same time HR also appeared to emphasize employee commitment and motivation. Certainly it fitted the ideological climate of the times, and in some organizations there was a hard edge to HRM, in part a consequence of its perceived role in reducing union influence.¹

Alan Price went on to say:

¹At one point in the early 1990s, the debate on HRM took on almost theological dimensions, with academics discussing what it represented, and usually reaching no definitive conclusions. In recent years this debate has
declined and it is probably best to regard HRM as merely a part of the development of personnel management, a kind of labeling of the last point in the list above, and not as something separate. However, this is not to underrate its importance. In some organizations HRM has encouraged the devolution of certain operational personnel tasks from personnel specialists to line managers; more generally, it has helped to promote the view that personnel have an important role in the development of the business and of business strategy.'

Many people find HRM to be a vague and elusive concept - not least because it seems to have a variety of meanings. Pinning down an acceptable definition can seem like trying to hit a moving target in a fog. This confusion reflects the different interpretations found in articles and books about human resource management. HRM is an elastic term. It covers a range of applications that vary from book to book and organization to organization.

The writer added:

'So the philosophy of people management is based on the belief that human resources are uniquely important in sustained business success. An organization gains competitive advantage by using its people effectively, drawing on their expertise and ingenuity to meet clearly defined objectives. HRM is aimed at recruiting capable, flexible and committed people, managing and rewarding their performance and developing key competencies.'

'Some social scientists distinguished between hard and soft forms of HRM, typified by the Michigan and Harvard models respectively. ‘Hard’ HRM focuses on the resource side of human resources. It emphasizes costs in the form of ‘headcounts’ and places control firmly in the hands of management. Their role is to manage numbers effectively, keeping the workforce closely matched with requirements in terms of both bodies and behaviour. ‘Soft’ HRM, on the other hand, stresses the ‘human’ aspects of HRM. Its concerns are with communication and motivation. People are led rather than managed. They are involved in determining and realizing strategic objectives.'

Other social scientists defined HRM as shortly as "management of people at work", while others just defined it as "Management of human capital" assuming that human staff can actually be regarded as the other forms of capital investments in the organization.

Another academician 'Professor Andy Smith' sees the evolution of modern HRM from a different perspective:
By the 1960s, the notion of personnel management had become well-established with a number of clear areas of responsibility attached to it, including: selection and recruitment, training and development, pay and conditions of work, industrial relations, employee welfare and occupational health and safety. The emphasis in personnel management in the mid-twentieth century was on the regulation of the management of people in organizations. This regulatory role was reinforced, particularly in Europe and Australia by increasing government regulations of employment conditions through legislation concerned with the conduct of industrial relations, discrimination, employment rights, health and safety and other employment conditions.

Personnel departments and personnel managers were tasked in larger organizations with producing policies and procedures that ensured that managers kept within the law in their dealings with employees. The procedural and regulatory emphasis in personnel management ensured that personnel departments were viewed as organizational policemen with a brief to control how managers related to their workers. In some cases, personnel specialists were viewed as being on the side of the workers against management, not part of management at all. This ambivalence in the role of personnel in organizations led to the common complaint amongst personnel professionals that they were not taken seriously by other members of management and were often not included in discussions about the high level strategy of their organizations.5

Professor Smith went on to say:

In the 1980s, the concept of human resource management began to gain ground at the expense of personnel management. At the root of the new thinking about the management of people in organizations was the perception of the increasing competitiveness of the global economy. The success of large Japanese corporations in export markets for traditional western products such as cars and electronic goods in the 1970s and 80s took many western corporations by surprise. Studies of Japanese corporations emphasized the importance of effective people management in the competitive strategies of these organizations. The studies showed that Japanese employers performed far better than their western competitors in terms of labour productivity and in process innovation. The key to this success lay in the human resource management practices adopted by Japanese corporations such as Toyota and Matsushita.

These practices became evident in western countries as Japanese corporations established manufacturing plants throughout Europe and North
America. The human resource management practices which had been so successful in Japan were transplanted with great success to these overseas transplants. The practices included:

- Strict and rigorous selection and recruitment.
- High level of training, especially induction training and on the job training.
- Team working.
- Multi-skilling.
- Better management-worker communications.
- Use of quality circles and an emphasis on right first time quality.
- Encouragement of employee suggestions and innovation.
- Single status symbols such as common canteens and corporate uniforms.\(^6\)

The integration of these human resource management practices was to create an organizational culture that allowed workers to identify their own success with that of the corporation. Thus, organizational or corporate culture became an important element in understanding the competitive success of firms and was a major theme of management thinking in the early 1980s. These new human resource management practices and the emphasis on the creation and maintenance of corporate culture stood in sharp contrast to the regulatory view of personnel management that had emerged in the mid-20th century.

In fact, many of the new practices were not seen as the exclusive province of the human resource manager but were viewed as the responsibility of line managers in organizations. The human resource management department might play a role in facilitating these practices but human resource managers were not in charge of these processes. Thus, the modern notion of human resource management was born. Although the roots of human resource management might be relatively clear historically, the term itself and the meaning of human resource management has been the subject of fierce debate amongst practitioners, academics and commentators since its emergence in the early 1990s. Some have simply substituted the term human resource management for personnel management and claimed that everything has remained the same.

Professor Smith also added:

'Others have argued that human resource management represents a fundamentally new way of managing people at work that goes well beyond the old functional notion of personnel management and emphasizes the
creation of a culture in the workplace that harnesses the commitment of individuals to the organization. The notion of employee commitment is one which appears to be integral to many of the models and theories of human resource management that have appeared. This notion of harnessing the commitment of employees in organizations showed how modern organizations were moving their management styles from one based on control, to one based on commitment.”

2.3. Recruitment and Selection

Recruitment and selection represent one of the most important HRM activities. Before proceeding further with the issue of recruitment and selection, let's first discuss the meaning of this term. So my simple definition of "Recruitment" is: the process of generating a pool of capable people to apply for a job in an organization, i.e. attracting as many applicants as possible to apply. It is, therefore, the process by which the organization gathers the necessary information to determine the most suitable applicants to be selected. While "Selection" can be defined as: the process by which organizations use specific procedures to choose from a pool of applicants a person or persons most suitable for the job. There are certain standard procedures and techniques followed during the process of selecting the right person for any job.

Mistakes made during recruitment and selection require costly and extensive remedial measures such as:

- A greater need for guidance by managers at higher levels to help junior employees.
- Inability to function independently.
- Mentoring.
- Additional training.
- A heavier burden on other members of staff to ensure goal attainment.

The effectiveness of recruitment and selection is in itself dependent on the quality of HR planning, proper job description and staffing requirements dictated by transformation and service delivery objectives. If these areas are neglected, this will inevitably spill over into the area of recruitment and selection, setting off an ever-increasing vicious circle.
2.3.1 The Rationale of Recruitment and Selection

In this respect Derrick Torrington wrote the following:

“Recruitment and selection should include procedures directed to analyze the need and purpose of a position, the culture of the institution, and ultimately to select and hire the person that best fits the position. Recruitment and selection policy should, then, be directed toward the following objectives:

- Hire the right person.
- Conduct a wide and extensive search of the potential position candidates.
- Recruit staff members who are compatible with the goals of the organization.
- Place individuals in positions with responsibilities that will enhance their personal development.”

The author went on to say:

“Every vacancy will be filled based upon a thorough job analysis regardless of the level of the position or the extent of the search. The diversity goals of the organization, the internal work environment, and the external surrounding will be addressed in all recruitment and selection processes.

Organizations may use different processes for recruitment depending upon the circumstances surrounding the need to fill the position, but must take steps to ensure that the values of the profession are applied in all procedures that are used. A recruitment and selection committee will be formed and its members should be properly trained to assume the important responsibilities of recruitment and selection.

Recruitment and selection will be planned, implemented, and evaluated to ensure that each potential employee is provided equal opportunities to compete for the position.”

The recruitment and selection process starts by attracting candidates by various means. Once the personnel office has been consulted and the requirement specified, the recruitment and selection process will begin using certain rational steps.

The writer listed 12 steps for the process which may be summarized as follows:
1. Assess the Need For and Establish the Purpose of the Position

The organization’s goals and mission statement should be clearly defined and understood prior to conducting a search for qualified individuals. It should also emphasize the people oriented nature of the organization.

2. Perform a Job Analysis

Every division should identify the characteristics and requirements of the vacant position and the personality traits that would most benefit the individual who assumes the position. It is important to create a profile that best fits the position in the context of the organization’s culture.

Whether the position is new or recently vacated, there must be a careful determination of why the position is needed, precisely how it will assist the division and the organization in achieving its goals and mission, how it relates to other positions in the division, and what skills and other abilities are necessary to carry out its responsibilities.

Finally, the job analysis should include a judgment as to whether other positions in the division should be reconfigured in light of the vacancy.

3. Prepare the Job Description

The division should first establish a hiring profile, consistent with the idea of choosing the person who would best fit the position. It is imperative that a position description clearly defines the organization’s goals, and that employees are selected based on personality and chemistry that fit the defined goals.

The job description should indicate the need for the position in light of the organization’s goals. It also should make clear to other members of the unit in which the work is to be performed, what is expected of the new member.

The job description should take heed of ethical consideration in regards to ethnic, gender, and minority bias. It should be written so that it does not systematically eliminate members of underrepresented groups such as women and minorities. For example, because women's career paths are more often marked by absences related to maternal and family responsibilities, the expectation that an applicant's record show a steady progression of positions with increasing responsibilities is more likely to attract men than women.
In writing a job description, one should avoid "must statements" such as "the candidate must possess a Ph.D.". Use of such statements creates unnecessary limitations in the event the most successful candidate does not meet the qualifications that have been described as a "must." Instead expressions such as a "Ph.D. degree would be a privilege" are more suitable.

At a minimum a position description should include:

- Position title
- Credentials or position specifications
- Administrative location of the position
- Physical and working conditions
- Goals for the position
- Work activities
- Procedures and conditions of employment
- Institutional and divisional performance expectations

In this respect the Personnel Services of Staffordshire University added:

“All recruitment should begin with the preparation of a job description. A job description is a broad statement that identifies and systematically describes the essential elements of a job. There are six main elements:

- General details
- Job purpose
- Relationships
- Main activities
- The person sought
- Special conditions”

4. Appoint and empower the recruitment Committee

Recruitment committees are most frequently the mechanism used to carry out recruitment and selection processes. There are normally composed of three members. Persons frequently included in recruitment committees are:

- A representative from the division, preferably the immediate line manager.
- A representative from the Personnel Department of the organization.
- An independent person from any other division.
The recruitment committee members should be more widely representative of the entire organization and outside community. Care, however, should be exercised to keep the committee small enough so that it can communicate and function effectively. Large committees have difficulty in just scheduling meetings, and may impede timely reviews of applications, which may result in having highly qualified candidates withdraw because they have received offers from competing institutions.

The committee's duties and the role of the hiring authority should be clearly stated in writing. Because these committees are sometimes comprised of individuals outside of the division and others who may not be familiar with the credentials and experience required for professional work in the division, it is vital that all members of the committee are well trained regarding the necessary qualifications. The members of the committee should be educated as to the general progression of a career and what level of responsibilities is required at the particular level of employment where the vacancy exists.12

The empowering official or authority (who forms the committee) must clarify the following responsibilities with the recruitment committee members:

- Select a search committee chairman
- Prepare the position description (this responsibility is sometimes fulfilled prior to appointment of the search committee)
- Determine the timeline of the search process
- Prepare the position announcement
- Advertise the position
- Manage the overall search process
- Determine the finalists (shortlist)
- Make arrangements for interviews
- Make or recommend the final decision

5. Prepare the Position Announcement

This crucial step informs all who are interested in the position precisely what the committee is looking for in clear and unambiguous language. The announcement (advertisement) should include such information as:

- Title
- Location of the organization
- Supervisor
- Mission of the organization and the division
• Contributions expected by the staff member toward the accomplishment of these missions
• Goals and work requirements of the position
• Minimum education
• Experience and knowledge requirements
• Conditions of employment
• Date for beginning of review process
• Individual and office to contact for further information

If stated clearly, the position announcement can facilitate the overall search process by encouraging self-elimination of candidates who clearly do not fit the announced requirements.

6. Advertise the Position

The committee should evaluate all possible avenues for advertising a job vacancy. Limited budgets may determine the means by which a position vacancy is advertised. Therefore, it is important to consider carefully which advertising medium is most likely to target the audience most important to reach. Possibilities to consider are:

• Organization resources such as publications, offices, employee referrals, web-sites, or electronic bulletin boards
• Local newspapers
• Word-of-mouth
• Employment agencies
• Mass media advertising (radio, television, press, etc.)

7. Conduct the Search

The individual and office listed in the position announcement should receive all applications from candidates. Acknowledgment of the application should be sent to both the applicant and the committee. All correspondence and activity should be recorded in a log to ensure careful tracking of the candidates’ materials and status.

8. Screen the Applicants

Screening of applications should be conducted from the beginning of the search process, and reviews should begin immediately following the announcement. The division should test to ensure that each applicant fits the profile and hire a person who fits the profile remembering that good selection reduces turnover, training and recruitment costs, and thereby produces
stability, consistency, low operating costs and an ability to increasingly reward desired behavior.\textsuperscript{15}

Selection methods that focus both on crucial requirements and organizational culture include:

- Interviews
- Biographical data
- Work samples
- Self-assessment
- Personality tests
- Aptitude tests
- Physical abilities
- Use of an assessment center\textsuperscript{16}

A comprehensive employment application is the cornerstone of every successful pre-employment screening program. It will identify many undesirable applicants early in the selection process. The completion of an application form is important for equal employment opportunity reasons, for record keeping, and for gathering information from which to make a good employment decision.

Some institutions require that all applicants complete an employment application. An application should provide enough space to allow the applicant to list every job he/she has held for at least five years. Beginning and ending dates of each job, month as well as year, are also necessary. Precise dates of employment expose gaps between jobs.

Instructions should direct job seekers to list every job, including part-time, second jobs, and volunteer jobs. The search committee should always carefully study each applicant's employment history.

9. Arrange the Candidate Interviews

Once the applicant pool has been screened and individuals to be considered are identified, interviews should be arranged with those candidates. Often, the size of the departmental recruitment budget will determine both the type and the number of interviews that will be conducted. Regardless of what method of interviewing is used, certain arrangements are necessary prior to the interview:

- arrange and confirm dates and times with candidate
• develop the interview schedule and confirm with all individuals who will be involved in the interview process (provide a final copy of the schedule to the candidate, the interviewers, and the committee members)
• arrange for escorts to and from all interviews
• arrange overnight accommodations if necessary
• arrange for transportation if necessary
• arrange for a campus host (and pick up from airport, train station, etc. if necessary)
• arrange for any meals provided outside of the interview schedule if necessary
• arrange for a competitive tests.
• develop an evaluation tool for all interviewers to use upon completion of the interview\(^{17}\)

10. Interview the Short-listed

Interviewing an applicant from a resume can lead the search committee to overvalue assets and never see liabilities. The purpose of the applicant's resume is to highlight assets and hide shortcomings. Most applicants do not overtly lie on their resumes; they just omit negative information. Unsuccessful short-term jobs, reasons for leaving and dates of employment are the items most frequently omitted from resumes.

As a result, interviews must be conducted from completed employment applications. The committee should never grant an interview to an applicant who has not fully completed an application form. Interviews are most effective when they include questions based on a careful analysis of job functions. Interviews should be consistent from candidate to candidate and should evaluate a candidate's interpersonal and communication skills.

Interviews may involve multiple interviewers. It is always useful to see how different interviewers give different points of view on the same applicant, which leads to a better overall hiring choice. Additionally, it is easy for the committee members to forget some of the material that was covered in the interview. It is useful to document every interview session and to have one interviewer from each interview team provide brief notes regarding the gist of the interview.

11. Conduct Reference Checks

One of the most crucial but often neglected steps in the hiring process is reference checking. Reference checking can be a frustrating exercise that
yields little useful information about a candidate. Nevertheless, the desire to save time and avoid legal ramifications should not prevent any recruitment staff from conducting thorough reference checks on all prospective new hires.

Reference checks round out the profile of a job applicant by providing third-party support for first impressions. Reference checks should be made only for those candidates who have advanced to the short list stage and who are under serious consideration for the job.

When calling a reference, one has to be friendly and courteous. Begin with basic questions about the applicant. Ask for confirmation of employment dates, title, job duties, salary and the name of the previous employer. Next, segue into a brief description of the experience and skills you have been looking for and ask the reference to comment on the applicant's ability to handle some of the typical responsibilities associated with the position.

Some ways to improve reference checking are:

- Inform the candidates that, if they advance as a finalist for the position, the hiring supervisor will conduct a reference check. This information should encourage candidates to be frank and honest in their responses to questions.
- To increase the chances of contacting candid references, ask each applicant for at least five names, including immediate supervisors.
- The position supervisor should call all references personally.
- Ask open-ended questions in order to elicit broad information. Some people may be fortunate and contact a reference that is willing to frankly discuss the candidate's qualifications. But it is just as likely that the reference will be reluctant and offer minimal information.
- Avoid inquiring about the candidate's personal issues. Such information may not be used in making a hiring decision.

12. Make the Offer (selection)

After the committee has completed all of the interviews and has evaluated the candidacy of the short listed, the committee will submit a recommendation to the hiring authority. The committee may submit one of the following types of recommendations, depending upon the charge that was originally given to the committee:

- the name of one candidate
- the names of two or more candidates in order of hiring preference
• the names of two or more candidates in no particular order

Once a qualified candidate or candidates has been recommended to the hiring supervisor, the supervisor should strongly consider the recommendation that has been presented. The supervisor may accept a hiring recommendation or charge the search committee to continue the search.

Should a hiring recommendation be accepted, the supervisor should contact the preferred candidate and make the job offer. Some important issues that should be addressed in the job offer are:

• starting salary
• starting date
• length of contract
• employee benefits
• moving expenses (if applicable)
• living accommodations (if applicable)
• any other points of negotiation

The candidate should be given sufficient time to either accept or reject the offer. However, the hiring authority should not compromise the availability of other candidates if the candidate of choice declines the offer by allowing too much time to pass between the offer and the decision.

If the candidate accepts the position, the offer and conditions of hiring should be sent to the candidate in writing as soon as possible. If the candidate declines the position, the hiring supervisor should make the offer to the next candidate of choice or should reconvene the search committee to make other arrangements.

Once an individual has been secured for the position and placement made, all other candidates should be notified immediately. They should be informed of the closure to the search and thanked for their interest in the position. It is proper etiquette to notify those candidates who were interviewed, either by telephone or in person, personally.

Finally, the committee should be dissolved with acknowledgments of their time and service. Appropriate announcements should be made regarding the outcome of the search process. Figure (2.1) below summarizes the procedure discussed above. See also annexes (21-30) for all the activities connected with the recruitment and selection processes.
Fig (2.1)

Recruitment & Selection Procedure

Identify clearly the nature of the vacancy to be filled

\[\downarrow\]

Produce a job description

\[\downarrow\]

Produce a person specification identifying selection criteria for the post

\[\downarrow\]

Draw up an advertisement for the post

\[\downarrow\]

Shortlist candidates against the agreed selection criteria

\[\downarrow\]

Ensure appropriate preparation for the interview

\[\downarrow\]

Agree core questions for each Board member based on the selection criteria

\[\downarrow\]

Evaluate candidates against the agreed selection criteria

\[\downarrow\]

Make and communicate final selection decision

Source: prepared by the researcher from secondary data.
Now that we have seen the rational standard method of recruitment and selection, we are in a position to discuss the negative practices followed in this respect, which lead to a very deformed system of management in the state as a whole.

### 2.4 Recruitment and selection malpractices

In spite of the fact that recruitment and selection is a vital process for the future of any organization, some negative practices are often resorted to during this process. As a matter of fact such negative practices are neither new nor peculiar to specific communities or countries; it is rather a global issue which, for decades, preoccupied the intellectual and political circles allover the world. Even in well established democracies such as UK and USA these malpractices are still being witnessed in full swing as can be seen in this chapter.

For instance Ruth Whinstone in a research paper about the malpractices in the Civil Service in UK (2003) listed the following quotes:

“It was too notorious that the Civil Service was filled by the family fools of the aristocracy and middle classes, and that any family who had no fool to send, sent in lieu thereof some invalid past hope. Thus the service had become a hospital for incurable and idiots.’ Anthony Trollope, The three Clerks, 1858’.

In his novel Little Dorrit Dickens used the Circumlocution Office to illustrate the stifling effects of nepotism and patronage on the Civil Service, whereby all attempts at innovation or imagination are crushed, while in The Three Clerks, Trollope distilled his first-hand knowledge as surveyor of the General Post Office to write an ironic account of the reforms promised by that great modern scheme for competitive examinations”

Whinstone went on to say that:

“The non-political nature of the Civil Service has been under scrutiny in the light of a number of associated developments: the increasing employment of Special Advisers, the use of exceptions to the Civil Service Commissioners' principles of openness, fairness and selection on merit to recruit staff, etc.

As did other industrializing democracies, Britain developed what Peter Hennessy described as 'the greatest single governing gift of the nineteenth and twentieth century: a politically disinterested and permanent Civil Service with
core values of integrity, propriety, objectivity and appointment on merit, able to transfer its loyalty and expertise from one elected government to the next'.

As a matter of fact the Civil Service body is traditionally suspected by politicians of all parties of having its own agenda. This is due to the fact that civil servants always resist and oppose decisions that do not conform with the public interest or breach rules and regulations.

Professor Neild summarized his views of the changes to the civil service over the past twenty years in his book *Public Corruption*:

'I cannot think of another instance where a modern democracy has systematically undone the system by which uncorrupt public services were brought into being. One can see why it happened. The administrative elite with Victorian values became like other elites self-perpetuating; in the 1960s it was criticized by the Fulton committee for having failed to develop modern technocratic and managerial expertise; it has been perceived by the Thatcher government and its successor to be dedicated to obsolete values and incapable of producing the results that the government wants'.

### 2.4.1 The American Spoils System

The spoils system originated in Europe in the middle ages during the era of feudalism, when the public employments were granted to relatives, friends, and followers of kings, princes, nobles and rich people. No common people had access to any public posts as the posts were granted on the basis of patronage, nepotism, and favoritism. After the development of the political system and emergence of political parties the public posts were regarded as rewards for the winning party. Thus the practice shifted to party followers in addition to the other malpractices of nepotism, favoritism, etc.

That practice was then taken by Europeans to the New World when the Americans developed their own Spoils System of recruitment and selection whereby the winning party will replace most public employees by their own followers. This practice had been ongoing since 1801 when the Republican Party won the elections under the leadership of President Jefferson. At first the president distributed the public posts between the followers of the winning and opposition parties, but afterwards when there was a shortage of government posts, he expelled the employees of the other party and replaced them by his own party followers.

When President Jackson won the elections in 1829 he issued 'The Public employment Act' which specified the period of the public post by four
years, i.e. the executive and administrative posts were treated just like the political posts. So you can just imagine an individual who was given a post that he knows will be removed from him after four years. This practice, consequently, led to a wide range of corruption triggering strong criticism by intellectuals and reformists, who called for the separation of administration from politics. This wide opposition led in 1883 to the introduction of what was known as the 'The Pendleton Act'. This law reformed the old one to some extent when it legislated the system of tests for the acquiring the posts. The law also stated that a committee of three would be formed by the president and approved by Congress to conduct the tests.\(^{22}\)

In spite of that law which was also amended in 1940 the practice is still going on in some areas, e.g. the high court, the public prosecutors, etc. The following are some examples of cases of malpractices which happen there.

In a motion brought forward to the senate because of the controversial firing of eight public prosecutors a senator made the following statement:

"The mass firing of U.S. attorneys appeared to be part of a systematic scheme to inject political influence into the hiring and firing decisions of key Justice employees," said Senate Judiciary Committee Chairman Patrick Leahy. "This secret order would seem to be evidence of an effort to hardwire control over law enforcement by White House political operatives."

At that time the press stated that Attorney General Alberto Gonzales gave two top aides authority to hire and fire political appointees other than U.S. attorneys, according to a Justice Department order obtained by The Associated Press. The March 2006 order gave Gonzales' then-Chief of Staff Kyle Sampson and later White House liaison Monica Goodling authority to hire and fire about 135 politically appointed Justice Department employees who did not require Senate confirmation. When Gonzales issued the order, top Justice Department officials were well into the process of determining which U.S. attorneys to fire. A month later, Goodling became White House liaison. The list eventually was narrowed to eight U.S. attorneys, and their dismissals began in December. The uproar that ensued spawned congressional and internal Justice Department investigations, claimed Sampson's and Goodling's jobs and imperiled Gonzales' position.
Discussing malpractices in recruitment and selection requires us to elaborate on the most common types of malpractices witnessed in such occasions. We will try to neglect those which are not applicable to our communities, e.g. discrimination against sex orientation, etc and focus in cases that are familiar in our environment. These malpractices may be summarized as follows:

2.4.2 Racial discrimination.

One of the main types of such malpractices is discrimination on grounds of race or ethnicity. One can imagine this to happen in backward tribal societies of Africa or some countries in Asia, but not in Europe for instance. Now look what Clare Dyer, the legal, editor of the Guardian, wrote:

'Warwick University has agreed to pay £35,000 in compensation, subject to appeal, to an Irish academic after a unanimous employment tribunal ruling that it discriminated against her on the grounds of her race. The Birmingham tribunal ruled last month that the university failed to select Patricia Walls for a research job because she was Irish and gave the post to a less-qualified instead'\(^{23}\)

The writer went on to say that:

'The tribunal said the candidate who was appointed had much less research experience than Dr Walls (the person discriminated against). While Dr Walls had submitted a detailed CV, the successful candidate had not put in a CV at all. Dr Walls was given various reasons for her failure, which were all baseless.'\(^{24}\)

This happened in spite of the fact that the UK race discrimination laws prohibited such acts. The UK race relation act of 1976 stated that it is unlawful for an employer to discriminate against someone because they are French or American, or to treat someone less favorably because of their racial origins. Among other things the law would not allow employers to set conditions which make it difficult for the discriminated groups to apply for the jobs. For example in a case called Hampson v. Department of Education and Science (1990) a teacher was able to show that the requirement to have a three-year training course before being appointed to a teaching post in the UK unfairly discriminated against people of Chinese origin who had qualified in Hong Kong. She won the case because she was able to convince the Court of
Appeal that her two-year qualification followed by eight years' classroom experience made her well-qualified to teach in Britain.\textsuperscript{25}

In spite of the legislation evidence of discrimination continues to exist. It is reported that the level of unemployment for black and Asian communities is 12\% compared with that for the white population which is only 5\%. In addition there is continued segregation in the labour market, with ethnic minority male employees being employed in hotels, catering, repairs, distribution sectors and manufacturing industry, to a much greater extent than their white counterparts.\textsuperscript{26}

In Europe as a whole racial discrimination is still practiced widely in appointments. We all followed the news about the riots erupted in the suburbs of Paris when thousands of unemployed youth, most of whom are emigrants from north and west Africa, led an uprising against the system as they felt they were neglected because of their colour or origin. Such discrimination practices are also applied widely in countries like Belgium, the Netherlands, Russia, etc.

The Guardian (2000) contained the following report:

'The IT industry is often considered to be one which is more open to the employment of different racial groups. But while the workforce may look more diverse, the top jobs are still mostly filled by white people.'\textsuperscript{27}

\subsection*{2.4.3 Sex discrimination.}

Another form of discrimination is practiced on the basis of sex or gender. In spite of the great fuss made recently about equal opportunity between man and women, most organizations still prefer to employ a man rather than a woman, when they both carry the same qualifications.

Mark Hunter wrote in an article about this tendency the following:

'Five women consultant psychiatrists have launched a sex discrimination action against National Health Services (NHS) alleging that male consultants received pay deals worth up to £15 000 ($22 500) more than those offered to their female colleagues.'\textsuperscript{28}

Hunter went on to say that:

'The discrimination in appointments was becoming increasingly common and might be linked to an emerging business culture. NHS Trust
declined to comment on the case while the legal action was still pending, but according to the opinion of an employee who refused to reveal his name the reason is that: "It's a sellers' market at the moment and that does seem to be benefiting the men who are maybe a bit more pushy in asking for these kind of deals." 

Apart from the reason given by the employee there are, of course, other reasons such as the frequent leaves women are entitled by law due to pregnancy, delivery, maternity, etc. Other reasons seem to be attributed to deep-rooted culture of some communities which regard women weak creatures that can easily be twisted and exploited due to the dominating influence nature of the man. The discrimination in appointments is coupled, sometimes, by unequal pay between man and woman for the same job.

In this context Derek Torrington brought forward the following case:

'Ms Smith was taken on to work for a company as a stockroom manager at a salary of 50 pounds a week. After a few months she discovered that her predecessor (a man) had been paid 60 pounds a week for doing the same job. When she brought her case to the European Court of Justice, the court ruled in her favor.'

On the other hand discrimination on grounds of pregnancy or maternity is also widely practiced against women not only in the developed countries, but also in the established democracies of Western Europe. In many occasions some organizations simply turned down a job application from a well-qualified woman because of her pregnancy, for fear of her taking a maternity leave soon after taking the job. Such organizations argue that women are normally less-productive than men, in addition to that women are merely unsuitable for certain types of jobs such as those which require lifting heavy loads. They also argue that there are circumstances when the employer restricts recruitment to people who are physically able to comply, for example by including a test of strength in selection procedures.

In spite of this bleak picture there are increasing signs of favourable developments for women. Some of the more obvious signs of discrimination, such as those in recruitment advertising, may have disappeared, and there is some evidence to suggest that women are beginning to enter some previous male-dominated occupations. However the great majority of managers and administrators are still men while most women occupy less important occupations such as clerical, secretarial, catering, etc.

Sex discrimination may happen the other way round, i.e. when an organization favors women in selection procedures. This is termed positive
discrimination and happens when organizations discriminate in favour of women in situations where they are underrepresented, and it seems justifiable to act in that way. It is also true that some jobs, due to their nature, can only suit women, e.g. nursing, midwifery, beauty products marketing, etc. Apart from the causes given above there are still some organizations which prefer to employ women rather than men, because they are simply looking for good-looking women for their businesses.

### 2.4.4 Age discrimination

This simply means treating an individual less favourably by employers because of his / her age, using various covert methods in this respect. While advertisements for employment are generally less obviously discriminatory in respect of age, employers still use coded language to indicate that they are looking for a specific age group by using such phrases as 'young', 'articulate youngsters', 'young dynamic', etc. Line managers usually have negative perceptions of older workers, seeing them as less able to cope with change, training or technology. This type of discrimination is also practiced against younger individuals seeing them as too young for the jobs advertised, or that the responsibilities are too big for their young age. Older workers are also seen to be more loyal and conscientious, to have better interpersonal skills, or be more efficient in the job. Older workers, unlike the ambitious young people, are generally more satisfied with their jobs and have fewer accidents and a better absence record. Older workers also have lower turnout rates which saves the organization a considerable amount of money.  

On this basis Torrington argues that discrimination for being too young is at least as common as that for being too old. Both forms of discrimination adversely affect commitment to the organization and hence may impede achieving its goals.

When discrimination occurs or seen to occur, those discriminated against can become resentful and disillusioned because their hard work and achievement of high levels of academic performance is not fairly recognized. This certainly will also have negative impacts on the organization's goals and reputation.

Some people may argue that there is a need for 'new blood', i.e. for younger people to bring in enthusiasm and new ideas. This argument lacks rationality, as 'new blood' does not have to be 'young blood', e.g. older people, especially those with a range of experiences, can provide just as much enthusiasm and as many new ideas as young people. Chronological age itself has no relevance to a person's ability to perform a job or to generate enthusiasm and new ideas. Age discrimination, therefore, should be ruled out
just as discrimination should be ruled out on the basis of sex, ethnic origin, political affiliation, religion, nationality, sexual preference and other such factors.

A report by a Canadian Association of University Teachers Fact-Finding Committee on Discrimination or Unfair Hiring Practices in Making University Appointments introduced its discussion of fair appointment practices with this statement: "It is unlikely that anyone associated with any Canadian university would take issue with the general proposition that university appointment practices should be fair, both in avoiding discrimination on invalid grounds such as race, sex, age, or political opinion, and also in affording every candidate an equal opportunity for consideration on her or his individual merits."

2.4.5 Discrimination on grounds of religion or belief

The U.S. Equal Employment Opportunity Commission (EEOC) in a report about religious discrimination provided the following findings:

'In Fiscal Year 2006, EEOC received 2,541 charges of religious discrimination. EEOC resolved 2,387 religious discrimination charges and recovered $5.7 million in monetary benefits for charging parties and other aggrieved individuals (not including monetary benefits obtained through litigation).'

The Commission went on to say that:

'This happened in spite of the fact that the Civil Rights Act of 1964 prohibits employers from discriminating against individuals because of their religion in hiring, firing, and other terms and conditions of employment. Employers must reasonably accommodate employees' sincerely held religious practices unless doing so would impose an undue hardship on the employer. A reasonable religious accommodation is any adjustment to the work environment that will allow the employee to practice his religion. An employer might accommodate an employee's religious beliefs or practices by allowing: flexible scheduling, voluntary substitutions or swaps, job reassignments and lateral transfers, modification of grooming requirements and other workplace practices, policies and/or procedures. Employers must permit employees to engage in religious expression, unless the religious expression would impose an undue hardship on the employer. Generally, an employer may not place more restrictions on religious expression than on other forms of expression that have a comparable effect on workplace efficiency.'
2.4.6 Disability discrimination

Again the (EEOC) released in the report mentioned above the following facts:

'In Fiscal Year 2005, EEOC received 14,893 charges of disability discrimination. EEOC resolved 15,357 disability discrimination charges in FY 2005 and recovered $44.8 million in monetary benefits for charging parties and other aggrieved individuals (not including monetary benefits obtained through litigation).'

An employer may treat a person less favorably because of his / her disability although this has the required qualifications and that the disability will not hinder the person from carrying the duties of the job.

As a matter of fact employers avoid taking disable persons in their organizations, because of the resulting commitments and unfavourable financial obligations, e.g. making certain adjustments to the physical working environment, working arrangements and working conditions to suit that person's needs. Sometimes the disabled persons need special alterations to be made to their offices, tables, toilets, etc. They may also need adjusted working hours or even and more sick leaves than the others. For these reasons employers resist selecting disabled people although the laws prohibit that type of discrimination especially in western countries.

2.4.7 Discrimination on the basis of political belief or activity

This type of discrimination is so important as it represents the main focus of this study and most of our research findings will be orbiting around this issue. Again this negative practice is not peculiar to Third World countries, but rather a global phenomenon.

F. Smith, a columnist in "Times" magazine had this to say:

"To the victor belong the spoils. That old political adage may have been laid to rest last week when the Supreme Court ruled that government employees cannot be routinely fired by a new administration simply because of their political affiliation. Critics, including two of the three dissenting Justices, quickly claimed that by striking a blow against the traditional patronage system, the decision could injure the already ailing political parties."
Smith went on to say:

"The case before the court was brought by two assistant public defenders from Rockland County, N.Y., both Republicans. When a Democrat was appointed as their boss in 1978, he tried to replace them with members of his own party. The former test, developed in the 1976 decision Elrod vs. Burns, permitted dismissal of employees who held policy-making or confidential positions. The court ruled last week, however, that under the First Amendment's protection of the freedoms of belief and association, a public employee cannot be fired for partisan reasons unless "party affiliation is an appropriate requirement for the effective performance of the public office involved." The two plaintiffs could stay on".

So from the ruling of this court it is clear that some positions require to be filled by party affiliated employees; the justification being the need for effective performance of such positions. So one can imagine how many employees are hired and how many are fired each time a new administration has been elected.

2.5. The Impact of political Discrimination on HRM

Since this study is based on the assumption that recruitment and selection in Sudan was politically oriented, we will now discuss the implications of such practices. We will also see to what extent can political discrimination affect management efficiency, performance competence and impede development efforts as well as make life difficult for so many in various areas of life, when it interferes in the process of recruitment and selection.

A well-known Canadian commission on a report published in 2004 had this to say, on defining discrimination on grounds of politics practiced when selecting people for jobs:
“Discrimination is differential treatment of, or failure to accommodate, an individual on the basis of the individual’s actual or presumed membership in or association with some class or group of persons, rather than on the basis of personal merit.

Political belief or activity includes but is not limited to:

- Affiliation with a political party.
- Adhering to a specific ideology.
- Being a member of an organized lobby or association engaging in public advocacy.
- Promoting the establishment of, or working for a professional, business or trade association.
- Participating in or being affiliated with a political protest or movement.
- Running for office.
- Working for a political candidate.”

The report went on to elaborate the following:

It also applies to:

- Job ads, applications, interviews.
- Selection and hiring.
- Termination.
- Terms and conditions of employment.
- Membership in labor unions and professional associations.
- Asking a potential employee about their political beliefs or activity in an application or during an interview.
- A job ad that requires job applicants to have, or excludes applicants on the basis of, specific political beliefs or affiliation.
- Asking an applicant’s references about their political affiliation or activity.”
- Refusing an employee promotion or advancement opportunities due to political belief or activity.
- Disciplinary action or termination resulting from political belief or activity.
- Harassment of an individual employee due to their political belief or activity.
- Abusing one’s authority as an employer or union leader to coerce employees to endorse political beliefs or engage in political activities.”
Discrimination can also be practiced on the services rendered to the public in respect of accommodation, services or facilities available to the public merely for political reasons, and this may include the following:

- Hospitality services and accommodations.
- Private and public educational services.
- Private and public health care services.
- Insurance policies.
- Nursing homes and residential care facilities.
- Transportation and public transit services.

This can be expanded further to include the public tendering process for goods and services. Service providers are required not to deny services or discriminate against clients or prospective clients in the provision of services based on their political beliefs or activities. This can include discrimination in the manner in which services are offered or denied, advertising, or harassment of clients based on their political beliefs or activities.

The prohibition of discrimination based on political belief or activity also applies to all other sectors of activity, this includes:

- The housing sector.
- Publicity.
- Professional, business or trade associations.
- Refusal to rent based on the prospective tenant’s political beliefs.
- That a given publication discriminates against an individual based on his or her political beliefs.
- That a professional, business or trade association is refusing membership, excluding or harassing a given member based on his or her political beliefs or activity.\(^\text{40}\)

In order to show the magnitude of the above mentioned malpractices let us examine the statistics shown in table (2.1) below. It shows the number of employment tribunal claims registered by the nature of the claim in each of the last three years in USA. Discrimination claims registered have increased from 11.6% of all claims registered in 2002/03 to 13.2% in 2004/05. Equal pay and sex discrimination claims were higher in 2004/05 compared with 2002/03, while disability and race discrimination claims had both fallen over this period (see table 2.1 below).
(Table 2.1)

Employment tribunal claims registered by nature of claim (a)

<table>
<thead>
<tr>
<th>Number of claims</th>
<th>2002/03</th>
<th>2003/04</th>
<th>2004/05</th>
<th>% of total claims</th>
</tr>
</thead>
<tbody>
<tr>
<td>Unfair dismissal</td>
<td>46,534</td>
<td>46,370</td>
<td>39,727</td>
<td>27.0</td>
</tr>
<tr>
<td>Unauthorised deductions</td>
<td>39,451</td>
<td>42,524</td>
<td>37,470</td>
<td>22.9</td>
</tr>
<tr>
<td>Breach of contract</td>
<td>29,635</td>
<td>29,861</td>
<td>22,788</td>
<td>17.2</td>
</tr>
<tr>
<td>Sex discrimination</td>
<td>11,001</td>
<td>17,722</td>
<td>11,726</td>
<td>6.4</td>
</tr>
<tr>
<td>Working Time Directive</td>
<td>6,436</td>
<td>16,689</td>
<td>3,223</td>
<td>3.7</td>
</tr>
<tr>
<td>Redundancy pay</td>
<td>8,558</td>
<td>9,087</td>
<td>6,877</td>
<td>5.0</td>
</tr>
<tr>
<td>Disability discrimination</td>
<td>5,310</td>
<td>5,655</td>
<td>4,942</td>
<td>3.1</td>
</tr>
<tr>
<td>Redundancy - failure to inform and consult</td>
<td>3,112</td>
<td>5,630</td>
<td>3,664</td>
<td>1.8</td>
</tr>
<tr>
<td>Equal pay</td>
<td>5,053</td>
<td>4,412</td>
<td>8,229</td>
<td>2.9</td>
</tr>
<tr>
<td>Race discrimination</td>
<td>3,638</td>
<td>3,492</td>
<td>3,317</td>
<td>2.1</td>
</tr>
<tr>
<td>Written statement of terms and conditions</td>
<td>2,753</td>
<td>3,288</td>
<td>1,992</td>
<td>1.6</td>
</tr>
<tr>
<td>Written statement of reasons for dismissal</td>
<td>1,658</td>
<td>1,829</td>
<td>1,401</td>
<td>1.0</td>
</tr>
<tr>
<td>Written pay statement</td>
<td>1,117</td>
<td>1,387</td>
<td>1,076</td>
<td>0.6</td>
</tr>
<tr>
<td>Transfer of an undertaking - failure to inform and consult</td>
<td>1,054</td>
<td>1,321</td>
<td>1,031</td>
<td>0.6</td>
</tr>
<tr>
<td>Suffered a detriment/Unfair dismissal - pregnancy</td>
<td>1,028</td>
<td>1,170</td>
<td>1,345</td>
<td>0.6</td>
</tr>
<tr>
<td>Part Time Workers Regulations</td>
<td>500</td>
<td>833</td>
<td>561</td>
<td>0.3</td>
</tr>
<tr>
<td>National minimum wage</td>
<td>829</td>
<td>613</td>
<td>597</td>
<td>0.5</td>
</tr>
<tr>
<td>Discrimination on grounds of Religion or Belief</td>
<td>0</td>
<td>70</td>
<td>307</td>
<td>0.0</td>
</tr>
<tr>
<td>Discrimination on grounds of Sexual Orientation</td>
<td>0</td>
<td>61</td>
<td>349</td>
<td>0.0</td>
</tr>
<tr>
<td>Others</td>
<td>4,655</td>
<td>5,371</td>
<td>5,459</td>
<td>2.7</td>
</tr>
<tr>
<td>All discrimination claims</td>
<td>19,949</td>
<td>27,000</td>
<td>20,641</td>
<td>11.6</td>
</tr>
<tr>
<td>All claims</td>
<td>172,322</td>
<td>197,365</td>
<td>156,081</td>
<td>100.0</td>
</tr>
</tbody>
</table>


Notes:
(a) A claim may be brought under more than one jurisdiction or subsequently amended or clarified in the course of proceedings but will be counted only once.
(b) This figure now includes the jurisdiction for unfair dismissal as a result of a transfer of an undertaking, which was previously shown separately.
(c) This figure now includes three jurisdictions relating to pregnancy that were previously recorded under ‘Other’.
(d) This column is the sum of sex, disability, race, religious and sexual discrimination claims.

Also Fig (2.2) below shows the outcome of employment malpractices brought before US courts during the period shown:
2.6. The concept of merit

2.6.1. Definition of Merit

There was a great deal of discussion surrounding the definition of merit and the apparent absence of a clear, single understanding of what merit means. It was noted that the term merit is surrounded by ambiguity and has different meanings for different people. In essence, there is a need for creating a common understanding of merit, including an understanding of what merit is intended to accomplish and how. Furthermore, clarification of the role of merit in the greater notion of fairness was on high demand.

In this direction The Canadian Civil Service Council wrote:

“Many people called for an objective, measurable definition of merit while some were more interested in a flexible definition which ensured no exceptions would be needed and was sufficiently robust to be functional over time. There appeared to be a need for a merit definition that did not permit
interpretation, particularly, by the courts. The issue of the subjectivity of merit in decision-making surfaced, e.g., weighting and assessment of personal suitability, setting of basic qualifications. In contrast, there was a call to better communicate that subjectivity is a part of the decision-making process like it or not.41

2.6.2. Application of Merit

The perceived inconsistency with which merit is applied to staffing actions was manifested in calls for the need to ensure that basic requirements are bona fide requirements; to deal with the subjective nature of personal suitability in relation to fairness, equity, and transparency, and to reconcile competency profiles with merit.

Concerning the application of merit, several suggestions were made for improving the current system:

- Better tools for identifying the most meritorious candidate including a role for seniority.
- Consideration of pre-qualified pools once their processes are reconciled with merit.
- Objective assessments of on-the-job performance in assessing merit.
- Basic requirements be bona fide requirements.
- Objective tests are barrier free.42

Ensuring effective and efficient recourse measures, shortening the time for appointments, and introducing the idea of accountability in measuring merit were also identified.

On the wider scale, the question of how to accept the inherent limitations of merit and the desire that the application of merit does not create unhealthy atmosphere were also expressed.43

2.6.3. Merit and Competitiveness

The application of a merit process which is fair and transparent and subject to an accountability framework obviously necessitates some level of process and documentation which may impact on turnaround time and efficiency. The organization must, however find the way to attract and retain highly competent staff from among a pool of candidates also being courted by other employers, often not subject to such process or rules. While the existence of fair and transparent processes may serve to retain staff, it is not so clear that this will be a determining factor in attracting new staff, particularly when they are courted by other employers who are able to respond quickly with offers of
employment, including attractive salaries and flexible benefit packages. The main concern raised by many people was the need for flexibility to balance the requirements of an accountability process with the realities of the employment market place.

2.6.4. Credibility of Merit

Public employees are cynical about the concept and the application of merit. Many people simply do not believe that staffing in the public service, and recently in public corporations, is conducted fairly.

Thus merit can be defined in terms of three related values: fairness, equity, and transparency. Fairness refers to objectivity, and to not bestowing an unfair advantage upon any candidate; equity refers to the provision of "reasonable access to competitive opportunities to potential candidates", and to greater representativeness; transparency refers to results that are clear and easily explainable to everyone concerned. In more general terms, the family of values to which merit belongs includes: non-partisanship, competency, representativeness, fairness, equity, transparency, flexibility, and efficiency or affordability. See (Fig 2.3) below.
Figure (2.3) The Merit Wheel

2 Ibid, p 33.
3 Ibid, p 35.
6 Ibid, p 6
7 Ibid. p 8
9 Ibid. p 506
10 Ibid. p 510
12 Opicit. p 512
13 Ibid. p 515
14 Ibid. p 517
15 Ibid. p 521
16 Ibid. p 523
17 Ibid. p533
18 Ibid. p534
19 Ruth Winstone, a research paper, Parliament and Constitution Centre, UK 2003. p 21
20 Ibid. p22
22 Ibid. p 178
24 Ibid. p 13
25 Opicit. p 179
26 Opicit. p 13
29 Ibid. p 3
30 Derek Torrington , Opicit p 509 .
31 Ibid, p 534.
32 Ibid, p 534.
33 Dale Gibson and others, ”Fact-Finding Committee on Discrimination or Unfair Hiring Practices in Making University Appointments”, a Report, CAUT Bulletin, Canberra – Canada, April 1984. p 9
35 Ibid. p 23
36 F. Smith “ system spoiled”, Time Magazine, 14 Feb 2007
37 New Brnswick Human Rights Commission,”Guideline on Political Belief or Activity,” Quebec, Canada Dec 2004. p 11
38 Ibid. p 13
39 Ibid. p 14
40 Ibid. p 19
42 Ibid. p 17
43 Ibid. p 19
44 Ibid. p 22
Chapter Three

Administration And HRM  
Experience In Sudan

3.1 Introduction

In the early days of post independence the newly born nation was faced with numerous problems, and a heavy burden of colonial inheritance was manifested in the economic, social, political and administrative difficulties. The administrative problem in particular represented the most serious one faced by the country in the dawn of independence. This is due to the fact that during the colonial rule the primary concern of the British administration was the maintenance of law and order intending to extend its hegemony as long as possible. Thus all of the administrative machinery was devoted towards achieving that goal.

After independence the role of the administration ( civil service ) extended far beyond the ordinary functions of 'law and order' to include more complex areas, e.g. economic, social and political development as well as nation building, i.e. leading the country to a new dawn of development and prosperity. This new role was a real challenge to the newly-born nation, considering the vast area of the Sudan (one million square miles) and more than 80% of illiterate inhabitants.

The Sudan's political system of post-independence was characterized by instability and shifting policies. This was caused by political crises of varying degrees which led to persistent reshuffling of ministries and constant changes of governments. This is supported by the fact that during the period 1964 - 1967 alone, the Sudan had five governments. Such a state of affairs had had a considerable impact on the administrative body ( the civil service ) causing a great damage, both in terms of efficiency and morale as well as its ability to perform in the proper way. That is why the pressure put on the civil service was so great, as it was required to lead the country through this chaotic situation.

3.2 The shape of the colonial administration

During the early days of the colonial period the British followed a system of administration dictated by the policy of 'Direct Rule'. At the top of this administrative structure was a governor general with supreme legislative, executive and judicial powers. He was assisted and advised by a triple
secretariat (civil, financial and legal) and a number of departments whose heads were responsible to the appropriate secretary. At the local level, there were the provincial governors assisted by district commissioners located in different parts of the province. The governors were supreme in their own provinces, but were responsible to the governor-general through the civil secretary. The district commissioner combined the powers of the political decision-maker, administrator, magistrate, land settlement officer, revenue collector, and coordinator of the central government staff in the district and chief executive of the local government. After 1910 the country was ruled by a council presided by the governor general known as 'the executive council', which was composed of the three secretaries, the inspector general, and two to four other members appointed by the governor general. See fig (3.1) below.

Fig (3.1)

The Structure of the Executive Council

![Diagram of the Executive Council]

Source: compiled by the researcher from secondary data

All other senior government posts were occupied by British administrators in areas such as agriculture, irrigation, veterinary services, education, railways, posts and telegram and public works. The lower positions were left to the junior staff, performing administrative functions of a routine nature.

As a matter of fact the first attempt to associate the Sudanese with the administration was made in 1915 when a small number of Sudanese clerks and school teachers were trained in law and appointed to hold junior
executive posts (sub-mamours). But since the number of educated Sudanese was small in those days, most of the junior positions were occupied by Copts, Syrians, Lebanese, Greeks and Maltese.2

3.3 The Evolution of the Civil Service in the Sudan

Sudan, like other colonies, adopted the British system of administration which was run by a body of government employees known as 'civil service'. Thus it will be useful in this respect to define what is meant by civil service?

3.3.1 Definition of Civil Service

The terms 'civil service', 'civil servants', 'public servants', and 'public service' are used interchangeably to refer to all public officials, other than political and judicial appointees, who are employed in a civil capacity.3 'Civil Service' is mostly referred to as being part of 'Public Service'; the definition thus includes all employees who get their monthly payment from the taxpayer's revenue. It, therefore, includes general employees, engineers, doctors, police officers and personnel, etc who work in the central government units, regional government units, semi-governmental units and public corporations, who are paid out of chapter one of the annual budget of these units. It does exclude, though, the ministers, members of parliament, political posts, members of the judiciary, and the Armed Forces.

It is also defined as the 'permanent' corps of officials whose major function is to supplement the thinking (via advice) and implement the decisions of the government in power. Its role is, therefore, to serve all governments, of whatever complexion, with equal loyalty, irrespective of their personal political affiliation.4

3.3.2 The founding of Sudan civil service

The civil service in Sudan started in 1901 when the first batch of 'six' British civilians joined the Sudan political service (as administrative staff came to be called). The number kept rising steadily until it reached 140 by 1933. Recruitment of British employees for the Sudan civil service was conducted by a board in London.5

In fact, the majority of the British employees held senior posts leaving the lower-rank positions to other expatriates, with the Sudanese employees, if any, coming in the lowest ranks, on the assumption that there was a lack of educated Sudanese to qualify for those high-ranking posts.
In 1903 when Lord Cromer, the British high commissioner to Egypt, visited Sudan, he stressed the importance of recruiting Sudanese, because he thought it was too difficult to govern any country properly without some administrative assistance from its inhabitants. In order to accomplish this objective the Sudan government set up an educational system, geared to provide Sudanese officials for the lower grades of administration and army, in order to replace the Egyptians and Syrians.  

Along this new policy the first Sudanese 'sub-mamours' were appointed in 1915 to assist the Egyptian 'mamours'. Accordingly a 'sub-mamours' training school was opened in 1919 and by 1924 there were twenty-six young Sudanese officers and sixteen civilians. Selection to these posts was primarily based on consideration of character and personality, but membership of families of good standing and educational qualifications also carried some weight.

All the above developments were the result of a new policy of 'indirect rule' suggested by Lord Cromer as mentioned above and was also, in part, a response to a recommendation which appeared in 'Milner Commission Report' of 1921, which advocated the increased use of natives in the administrative establishment in view of the vast extent of the country and the varied character of its inhabitants.

In pursuance of this policy, the practice of appointing young Sudanese to the posts of sub-mamour was continued and their number kept increasing from year to year. But this liberal policy of promoting education and increasingly appointing Sudanese was slowed down and sometimes halted due to the 1924 revolution, i.e. the policy was switched on again and off again, depending on circumstances and the political atmosphere in the country. The events of 1924 had shaken the colonial government's confidence in the educated Sudanese.

It is worth while to mention that the 1924 revolt was led by the graduates of the military school. The main aim of it was to end the British rule and establish the unity of the Nile Valley (Sudan and Egypt). That revolt led to a delay in the development of the civil service as well as the educational programs which were closely tied to the administrative requirements.

Again there was another positive shift in the colonial policy towards employing locals to the civil service, because in 1934 when Sir Stewart Symes became governor-general, some Sudanese were appointed to senior posts of assistant district commissioner and deputy police superintendent.
consonance with this attitude of associating the Sudanese with government administration, a committee was set up with the following terms of reference:

a) To generally review the progress made in the past ten years in the employment of Sudanese in more responsible posts in the technical departments.

b) To advice and wherever possible make specific recommendations as to how this process of Sudanese employment could be accelerated economically.\(^{11}\)

### 3.3.3 The Native Administration

Along this policy of 'indirect rule' the policy of what was known as the 'native administration' was also adopted, whereby the native elite including tribal chiefs (Shekhs, Nazirs, and Omdas) were recognized and permitted to exercise a wide range of powers under statutory regulations and close supervision of British provincial authorities. This development was in part a response to a recommendation which appeared in the Milner Commission Report of 1921 as mentioned above. This policy was rejected by the educated class, though, as one not lending itself to the political development of the country and as a deliberate attempt to restrict their recruitment to posts of greater responsibilities.\(^{12}\)

The native administration, however, had been a great help to the colonial government in maintaining communication with the remote areas of the country regarding tax collection, maintenance of law and order, health and veterinary services. The opposition to the policy of native administration continued, as presumed, a factor delaying the development of the local staff and the ultimate Sudanization of the civil service. Consequently the first political organization known as 'The Graduate Congress' was established in 1938; the majority of its members were civil servants. One of the main demands of this new organization was the effective participation of the Sudanese in government through their appointment to positions of political responsibility in all the main branches of government.

As time passed the British began to develop the native administration into 'local government'. Accordingly a series of ordinances were passed in 1937 establishing local government units in various parts of the country. In essence the establishment of local government units broadened the chances for the educated Sudanese to be recruited in the government service. Thus a large number of them joined the service as executive officers, municipal engineers, public health officers, clerks and accountants.
3.3.4 Sudanization

Sudanization was a process of replacing all foreigners in responsible governmental and military posts by Sudanese. Sudanization was, undoubtedly, a very important stage in the evolution of the civil service. In the period 1924-1936, in line with the policy of gradual involvement of Sudanese in the public service, a number of Sudanese (amounting to 36 - 60% of classified service) were incorporated in the junior administrative and clerical grades; the main objective being to supplement the expatriate civil service, not to supplant them.\textsuperscript{13}

A significant step towards 'Sudanization' came in 1936 with the conclusion of the Anglo-Egyptian Treaty, which stated that the primary aim of the 'Condominium' administration was the 'welfare of the Sudanese'. It also stated that Sudanese should have preference in government service and that British and Egyptian nationals should only be appointed if qualified Sudanese were not available. Thus greater efforts were made to recruit Sudanese into the higher official cadres. The immediate result of this was the steady increase of Sudanese in the lower and middle grades of the service in various departments.\textsuperscript{14}

The colonial policy towards the advancement of Sudanese to higher posts, however, did not change until late in the 1940s. The increased nationalist agitation and the pressure put by the Egyptian government and the British public forced the colonial government to broaden its policy of associating the Sudanese with the administration.

In 1948 the Sudan government invited Dr. A.H. Marshall, the City Treasurer of Coventry to inquire into and report on the policy and practice of Sudan Government in respect of local government and make recommendations upon any matter arising from the inquiry. Dr Marshall submitted his report in 1949 and it was unanimously approved by the Legislative Assembly.\textsuperscript{15}

Based on Dr. Marshall recommendations, many Sudanese nationals were appointed as local government officers, health and education officers, engineers, accountants and clerks. Those recommendations came in line with earlier plans of 'Sudanization', as the governor general set up in March 1946 a committee of four British officials and three Sudanese officials to study the 'Sudanization' of the public service. Table (3.1) below shows the progress made by the committee in 'Sudanizing' the higher and middle grades of public service from 1936-1948.
Table (3.1)
Progress of Sudanization in Higher and Middle Grades in the Years 1936-1948

<table>
<thead>
<tr>
<th>Year</th>
<th>Non-Sudanese posts</th>
<th>Sudanese posts</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1936</td>
<td>453</td>
<td>4</td>
<td>457</td>
</tr>
<tr>
<td>1937</td>
<td>473</td>
<td>9</td>
<td>482</td>
</tr>
<tr>
<td>1938</td>
<td>488</td>
<td>14</td>
<td>502</td>
</tr>
<tr>
<td>1939</td>
<td>511</td>
<td>26</td>
<td>537</td>
</tr>
<tr>
<td>1940</td>
<td>518</td>
<td>28</td>
<td>546</td>
</tr>
<tr>
<td>1941</td>
<td>517</td>
<td>31</td>
<td>548</td>
</tr>
<tr>
<td>1942</td>
<td>535</td>
<td>33</td>
<td>568</td>
</tr>
<tr>
<td>1943</td>
<td>539</td>
<td>43</td>
<td>582</td>
</tr>
<tr>
<td>1944</td>
<td>570</td>
<td>47</td>
<td>617</td>
</tr>
<tr>
<td>1945</td>
<td>585</td>
<td>48</td>
<td>633</td>
</tr>
<tr>
<td>1946</td>
<td>601</td>
<td>66</td>
<td>667</td>
</tr>
<tr>
<td>1947</td>
<td>632</td>
<td>91</td>
<td>723</td>
</tr>
<tr>
<td>1948</td>
<td>612</td>
<td>117</td>
<td>729</td>
</tr>
</tbody>
</table>

Original source: Sudanization Committee Report, p 35.

See also table (3.2) below which shows the nationalities of the employees working in the civil service during the period shown.
The significant development to the civil service happened when the Sudan gained the right for self-determination, based on the Anglo-Egyptian Agreement of 1953. According to this new development the Sudanization plan was accelerated. The new plan was to complete the Sudanization process with the completion of the self-determination period of three years, i.e. till 1956, while the original plan adopted by the colonial rule was to end in 1967. The Sudanization committee, however, completed the task in one year only, with all the influential posts Sudanized. Out of the total number of 1275 high-ranking posts held by expatriates in 1954 (of whom 1,111 were held by British, 108 by Egyptians and 56 by others), 734 posts were declared 'influential' and thus Sudanized. Consequently many middle-rank Sudanese civil servants were upgraded to higher executive positions.16

The rapid upgrading of Sudanese civil servants to cope with the new situation created by the sudden semi-total outflows of expatriates, had had some far-reaching implications for the present and future development of the civil service. This process had often been cited by some as one of the reasons that led to some of the weaknesses of the civil service and the lowering of its professional standards, a view which will be discussed in more details later in this chapter.

Although these developments put a great strain on the administration, a U.N. mission visiting the country in 1957 announced that: it considered the Sudan civil service to be one of the best it had seen in the underdeveloped countries in Africa.17

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### Table (3.2)
Nationalities of Established Civil Servants (1920-1958)

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Sudanese</td>
<td>1520</td>
<td>2760</td>
<td>7860</td>
<td>8774</td>
<td>9007</td>
<td>11521</td>
<td>13810</td>
</tr>
<tr>
<td>British</td>
<td>550</td>
<td>1030</td>
<td>1168</td>
<td>1111</td>
<td>732</td>
<td>259</td>
<td>182</td>
</tr>
<tr>
<td>Egyptian</td>
<td>1630</td>
<td>1320</td>
<td>145</td>
<td>108</td>
<td>124</td>
<td>120</td>
<td>163</td>
</tr>
<tr>
<td>Others</td>
<td>280</td>
<td>320</td>
<td>45</td>
<td>56</td>
<td>52</td>
<td>227</td>
<td>218</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>2960</td>
<td>5430</td>
<td>9218</td>
<td>10049</td>
<td>9915</td>
<td>12127</td>
<td>14373</td>
</tr>
</tbody>
</table>

Source: Al Teraifi (1978) p 106-107
This particular statement by U.N. supports one of our original hypotheses, which states that the Sudanese civil service was a very competent service during the early days of independence. Thus something must have gone wrong during the successive national governments. That is exactly the reason why we are searching for answers to this problem.

Again in support of our hypothesis let us have a close look to the famous statement made by Abdalla Khalil, the second prime minister of Sudan after independence:

"Before 1956, independence had for us become the answer to everything. It was the only thought in our minds and beyond it we thought of nothing else. We had developed no political philosophy, no economic philosophy, not even a philosophy of government. The one thing that saved us from absolute collapse was the excellence and efficiency of the civil service, which was trained and built by Britain during the years of the 'Condominium' Rule."

Let us also see what Edward Shils had to say:

"A great civil service such as that of India or such as the Sudanese civil service is on the way to becoming, enhances the dignity of its country."

In fact the accelerated Sudanization program of 1954 had far-reaching effects on the development of the public service. The sudden exodus of the British and Egyptian personnel caused an acute shortage in trained manpower, especially at the middle levels.

After independence Sudanese officials continued to retain colonial public service methods. Although some of these methods were well worth preserving, others were not appropriate for a national civil service with goals of social and economic development. Among those unhealthy methods the following can be mentioned:

a) Stress on law and order, just as the colonial administration used to do, in order to extend its hegemony.
b) Individualism and elitism.
c) Status distinction between senior and junior services.
d) Distrust of subordinates and reluctance to delegate authority.
e) A tradition of amateurism and glorification of the generalist administration.
On the other hand some of the outstanding traditions inherited by the civil service from the colonial service were: integrity, impartiality, efficiency of service, loyalty to the government of the day and devotion to duty while adjusting to the demands of development administration.

In spite of all the difficulties, the Sudan civil service was able to develop into a high prestige service, capable of attracting the majority of the educated Sudanese. They had been an invaluable asset to the Sudan post-independence political elite, as well as keeping the machinery of administration functioning.

3.4 The crisis of the civil service in Sudan

Before we decide whether the civil service had deteriorated after independence and during the successive national governments or not, we should consider the following facts:

a) Considering the number of employees in the civil service during the colonial period and their number afterwards, there was a big difference between the two, as after independence the number increased by several folds. The reason was that some new ministries and departments had been created to cope with the new requirements of the socio-economic development of the country.

b) During the colonial period the civil service structure was very simple, comprising mainly of the three secretariats (the administrative, judicial and financial) helped by a few provincial governors, district commissioners, mamours and sub-mamours, and a few departments. After independence it became more complex due to the same reasons mentioned in (a) above.

c) The role and objectives of the civil service during the colonial rule was very clear and straightforward, namely execution of government policies regarding the maintenance of law and order and pave the way to exploit the natural resources of the country, i.e. serving the interests of Great Britain. After independence this role became ambiguous and confused purposely or otherwise; is it to serve public interest or the interests of the ruling party?

d) During the foreign rule there was a unity of leadership, i.e. the political and the administrative leadership as mentioned before, while after independence this leadership had been distributed among different branches, e.g. the executive, the legislative and the judicial branches, due to the separation of powers in the democratic system.
e) The British employees were highly-educated, well-trained and supported by a heritage of centuries of governing experience with no or little emotions towards the local community, while their Sudanese counterparts lacked those qualifications.

f) There was also a big difference between the personality structure of the Sudanese during the colonial rule and after it, i.e. the Sudanese were simple, mostly illiterate nomads, but after independence there was a significant change in this personality as they became more educated, politically aware, democratically-oriented and self-esteemed.

g) After independence the objectives of the civil service were changed drastically, i.e. they were no longer confined to the maintenance of law and order. The role of the civil service then changed to the management of ambitious programs for the social and economic development of the nation.\(^{22}\)

In spite of all the argument about the deterioration of the civil service, there were many reports by international observers praising its high level of efficiency compared with its counterparts in Africa and the Middle East. As mentioned before it was the competence of the civil service that saved the country during the periods of political instability due to frequent change of governments. During those chaotic situations the civil service efficiently filled the vacuum avoiding total breakdown of the system of government (See table 3.3 below).

It is, nevertheless, inevitable to face the fact that the deterioration of the civil service was real, bearing in mind that it was not the only institution that had witnessed a steady deterioration during the years following independence. In fact the deterioration infected many other important areas too, e.g. trade, industry, agriculture, etc, but because the civil service is constantly under the spotlight, its deterioration was prominent and very vividly seen indeed. The beginning of this deterioration was manifested in many areas especially the following:

a) The delays in vital government activities which affected the principle of good governance in all aspects of life.

b) The delays in finalizing government accounts and, consequently, the delays in completing the auditing of these accounts.

c) Misleading figures that showed surplus in the annual budget while in reality there was a deficiency.

d) The huge number of claims before the courts that stayed for years without being dealt with.
e) The low level of employee performance in routine office work and the general inefficiency of government departments.

f) The indifference of government employees who neglected their duties and responsibilities.

g) The conflict in authorities and roles between the various departments and ministries.

h) The mismanagement of personnel administration which resulted in acute personnel shortages in some ministries and surplus in others, besides the lack of training for the new recruits.

i) Lack or bad planning manifested in many development projects which either failed or became a heavy burden to the country's resources due to their losses. This lack of planning also manifested in locating some factories in the wrong place; far away from the production areas of the raw materials required by them.

j) Corruption and nepotism which spread in all areas to the extent that it started to damage the moral values of our unique society.

k) Patronage and misuse of authority in recruitment and selection, promotion, transfer, etc. 

Table (3.3)

National Governments in the period (1956-1966)

<table>
<thead>
<tr>
<th>Government</th>
<th>Date of Appointment</th>
<th>No. of Ministers</th>
<th>No. of New Ministers</th>
<th>Duration in Months</th>
</tr>
</thead>
<tbody>
<tr>
<td>Al Azhary First Govt.</td>
<td>1/1/1956</td>
<td>14</td>
<td>14</td>
<td>1</td>
</tr>
<tr>
<td>Al Azhary Second Govt.</td>
<td>2/2/1956</td>
<td>11</td>
<td>9</td>
<td>5</td>
</tr>
<tr>
<td>Abdalla Khalil First Govt.</td>
<td>7/7/1956</td>
<td>16</td>
<td>15</td>
<td>20 1/2</td>
</tr>
<tr>
<td>Abdalla Khalil Second Govt.</td>
<td>27/3/1958</td>
<td>16</td>
<td>15</td>
<td>4 1/2</td>
</tr>
<tr>
<td>Abboud First Govt.</td>
<td>18/11/1958</td>
<td>12</td>
<td>12</td>
<td>4</td>
</tr>
<tr>
<td>Abboud Second Govt.</td>
<td>9/3/1959</td>
<td>16</td>
<td>4</td>
<td>11</td>
</tr>
<tr>
<td>Abboud Third Govt.</td>
<td>20/2/1961</td>
<td>16</td>
<td>4</td>
<td>33</td>
</tr>
<tr>
<td>Abboud Fourth Govt.</td>
<td>13/11/1963</td>
<td>16</td>
<td>1</td>
<td>10 1/2</td>
</tr>
<tr>
<td>Sir Al Khatim First Govt.</td>
<td>30/10/1964</td>
<td>15</td>
<td>15</td>
<td>3 1/2</td>
</tr>
<tr>
<td>Sir Al Khatim Second Govt.</td>
<td>13/2/1965</td>
<td>15</td>
<td>8</td>
<td>4</td>
</tr>
<tr>
<td>Mahgoub Govt.</td>
<td>13/6/1965</td>
<td>15</td>
<td>15</td>
<td>13 1/2</td>
</tr>
<tr>
<td>Al Sadiq Govt.</td>
<td>2/8/1966</td>
<td>16</td>
<td>13</td>
<td>-</td>
</tr>
<tr>
<td>Total</td>
<td>-</td>
<td>162</td>
<td>110</td>
<td>-</td>
</tr>
</tbody>
</table>


The table above supports our assumption that one of the causes of the deterioration of the civil service in the Sudan was the frequent changes of governments. A quick look to the table will show how often these changes
were taking place. As shown the total period of six of the twelve listed governments was less than five months, some other governments lasted between four and five months each. This state of affairs illustrates the extent of political instability in the country and the burden put on the civil service that time.24

Just to make things even worse than ever, the six years of the military rule (General Abboud regime) plus the years of October governments had a very negative impact upon the civil service. This is because many top and middle level civil servants were sacked under the pretext of cleansing the civil service while others were either suspended or transferred to far away locations, especially after the October Revolution. This development was regarded as the beginning of the destruction process for the civil service or the beginning of the end.

As a matter of fact there were certain historical circumstances that played a direct or indirect role in this deterioration of the civil service as explained by the Commission of the Reorganization of the Civil Service in their report. The commission gave four historical landmarks for the deterioration of the civil service as follows:

a) The impact of the colonial period before 1955.

We can also add two more historical landmarks in order to maintain the sequence of historical events as follows:

a) The impact of the May regime.
b) The impact of the Inghaz (salvation) regime.

During the colonial period although there was a highly competent and efficient civil service, the public reaction towards it was a negative one. The public used to look at the civil service with a suspicious eye and never trusted it, as being a colonial tool of hegemony.

As for the impact of the Sudanization in weakening the civil service, it can be said that the colonial power never thought of preparing the Sudanese and training them to fill the high level posts before the closing years of the 1940s. That is to say when the pressure of the movement for independence became so strong that the colonialists gave in and decided to start the Sudanization program. Even this program was designed to finish after twenty years, but when the Sudanization committee finished the work within one
year only, the colonial power chose to hand over the administration to the less-trained hands.

The impact of the military rule and the October revolution was also very significant and this was manifested mainly on the purge of civil servants as already mentioned.25

During the May regime, which succeeded the October Governments, the situation became even worse as the country was described as an administrative state. This is because the ideology of the regime was based on large-scale government intervention in the economy. Most of the economic activities were controlled by the government, e.g. the greater part of modern agriculture and almost half of the industrial sector. There were over sixty public corporations in agriculture, transportation, industry and commerce.26 Thus the whole administrative machinery was under the control of the central government. Consequently civil servants who chose to remain and work under this regime had no option but follow whatsoever plans drawn to them by the regime even if they were against their principles or the principles of established scientific administration.

Perhaps the worst experience ever witnessed by the civil service was the purge conducted by the 'salvation' regime (succeeding the April Revolution governments) throughout the first decade of its rule, especially the first years of that period. The regime started by a huge purge on the military when hundreds of officers of different ranks were sacked by decrees announced through the mass media within the first two or three days. Then after that the regime turned to the civil service and wiped away many top and middle level civil servants many of whom were highly qualified, for no reason other than lack of loyalty to the regime. The state of the Sudanese civil service in general and recruitment and selection in particular during this period (the nineties) will be discussed in more details in chapter four.

In addition to the above there were some other deeply-rooted cultural factors, which had participated in the weakening of the civil service and these can be summarized as follows:

a) Patronage and loyalty to the tribe made it difficult for the civil servant to be more consistent in carrying out his duties, as he will be forced to practice nepotism and mediation; otherwise he will be isolated from the society.

b) The internal emotions in the structure of the Sudanese personality obscure objectivity in his assessment of sensitive civil service issues. For instance he cannot write a negative report in assessing a
subordinate even if that person deserves it, because he does not want to damage his career. He will be willing, nevertheless, to list all the positive points of that person.

c) Misperception about courtesy and false concepts of generosity make it difficult for the civil servant to forbid friends and relatives from visiting him in the office during working hours.

d) Again the internal emotions may force the civil servant to cover a wrong doing or even a crime committed by a colleague against the public interest of the country.

e) The traditional value of respecting the old has its impact also on the civil service, because only the seniority will be given priority in promotions or rewards and not the other standards of performance or qualifications, i.e. not the individual's merits.

3.5 Central Public Service Personnel Agencies

The purpose of establishing a central personnel agency is to ensure that uniform personnel policies and regulations are applied throughout the service. In addition to this agencies are meant to establish and maintain operating programs with the objective of developing the service. The above argument about the causes of the deterioration of the civil service leads us to say something about the institutions which were created purposely to develop and upgrade it. But instead of upgrading the civil service they failed even to maintain its previous efficiency. These institutions are namely 'The Public Service Commission' and 'Establishment Office'. Thus we will briefly discuss each one of these two agencies in the following paragraphs. After that we will say a few words about 'The Public Service Recruitment Board'.

3.5.1 The Public Service Commission

In 1951 a commission known as 'Mill's Commission' was appointed by the government in order to revise the recruitment and classification pattern of 1934, and recommend on personnel practices and policies conducive to the effective growth and development of public service. Thus the first signal about the creation of the 'Public Service Commission' came as a part of the recommendations of the Mill's Commission report. This particular recommendation could not be implemented until it was later included in the transitional constitution of 1954 with the main purpose of inspiring confidence in the service by maintaining the integrity and neutrality of the civil service from interference by the politicians and safeguarding it against any political influence over policy decisions affecting the prospects of the public servants and their conditions of service generally. The commission was originally formed independent from the government and free from any
inference by the executive to enable it to monitor the civil service away from
any influence, i.e. to act as a watchdog of the merit system.

As a matter of fact the independence of the commission mentioned
above was jeopardized by shortcomings in the method of appointing its
members. This is because the executive had an access to influence their
appointment through loopholes in the constitutional article pertaining to this
matter.

Since there is no 'administrative judiciary' in our system this
commission was also meant to serve that purpose too by authorizing it to look
into the employee grievances beside the disciplinary measures and decide on
them while protecting the interests of the civil service.27

The 1954 transitional constitution (amended 1964) defined the
functions of the commission as follows:

a) To advise the Council of Ministers and the ministers concerned on
the general principles to be observed when making policy
decisions relating to such matters as recruitment, promotion,
transfers, retirement, the holding of examinations for purposes of
appointment or promotion, and the enforcement of discipline
within the entire service.

b) To recommend to the Council of Ministers and individual ministers
on regulations affecting the salaries or conditions of service of
public officials, the creation of new jobs to which super-scale
salaries are to be allotted and the promotion of government
officials to senior posts to which super-scale salaries are allotted.

c) To investigate and consider petitions submitted by classified
members of the public service appealing against decisions
adversely affecting their prospects and general conditions of
service.

As it can be seen the commission was given a range of authorities but it
could not practice them fully, because it was faced by two main obstacles:

First: The authorities were mainly advisory in nature, i.e. not binding
to either the Council of Ministers or the individual ministers concerned. The
final authority to decide on personnel policies and practices continued to be
vested in the Council of Ministers and the ministers concerned.

Secondly: The commission was not provided with the necessary aids
such as specialized secretariat, international experts in employee affairs.
These two obstacles resulted in neglecting its decisions and consequently it lost its awe and respect. Thus the commission failed in carrying out its tasks and responsibilities as well as its reform efforts.\textsuperscript{28}

The effectiveness of the commission and the degree to which it had been able to win political support and recognition for its recommendations, however, tended to vary from one regime to another. During the immediate post-independence period (1954-1958), for instance, the commission had maintained a relatively impressive record of achievements, particularly in its capacity as an appellate authority for hearing public servants' grievances against undue political pressure and capricious discipline. During the military regime (1958-1964), on the other hand, the commission was neither effective nor able to insulate itself from the influences and corrupt behavior of the military officers and politicians.\textsuperscript{29}

3.5.2 The Establishment Office

The Establishment Office, which had been functioning since the early 1920s, was entrusted with the task of advising on and carrying out rules and regulations pertaining to personnel policies and practices such as recruitment, classification of posts, qualifications for post-grading and promotion, training, retiring rewards, miscellaneous conditions of service, and staffing of the public service in general.

The office in its final shape, however, came into existence in 1946 when the Governor's Council decided to create a body with an independent entity to deal with service affairs due to the expansion of the number of employees which led to the complexity of their day-to-day affairs as well as the problems of conflicting authorities and responsibilities. Accordingly the bureau was formed with effect from 01/7/1946 and all the authorities previously practiced by the Financial Secretary regarding the Employee Affairs Rules of 1938 would be transferred to this new entity. This was, of course, with the exception of those authorities which the Financial Secretary (after independence the under secretary of the Ministry of Finance) wanted to remain in his hands.\textsuperscript{30}

There is a long list containing the duties and responsibilities of this office, but the major aims of the office can be summarized as follows:

a) Establish the general polices which ensure the recruitment of the qualified cadres for the public service, retain and motivate them.

b) Creation of a civil service on the basis of merit and legislate the necessary rules and regulations to realize this.
c) Carry out the necessary measures in order to develop the civil service, secure its stability and promote its productivity.

d) Provide a suitable administrative environment to enable the civil service to function impartially.

e) Establish the general principles and basic standards for personnel administration program as well as legislating the necessary regulations to achieve these aims and maintain the rights of personnel.

As for this office there was a consensus from all including its director that it failed in its mission. Its tasks, as shown by the terms of reference, were mainly establishing the basis for the policies and legislations pertaining to the organization and administration of the conditions of service as well as monitoring all public expenditure related to the central government employees.

The office could not fill the legislative and administrative gap; instead it continued to follow the old colonial rules and regulations. It could not set scientific basis and norms that will help keeping the balance in the civil service and maintain its reputation. In addition to this it started to practice some negative practices in recruitment and selection, promotion and transfer.

The above shortcomings were coupled by weaknesses in the qualifications and training of the staff in the bureau from the top to the bottom of the ladder. Thus if the central leadership of the civil service was weak to that extent, what would be the fate of this service! What supported this assumption was that about 27 of the staff were graduates of intermediate school, 15 secondary school graduates, and only 15 others were university graduates.31

What the above figures reflect was simply the fact that one of the main causes of civil service deterioration was the failure of this central personnel agency to fulfill its tasks. In short the civil service was led by unqualified staff lacking specialization and creativity which was badly needed to introduce the required changes. Besides, the control and over-centralization exercised by the Ministry of Finance that time over personnel policies and procedures was also among the factors that impeded the office from functioning properly. Hence the need for an independent status of the office was a matter of urgent necessity.
3.5.3 The Public Service Recruitment Board (PSRB)

In 1973 the Sudan government invited a U.N. mission to look into the problems of personnel administration. The commission proposed the establishment of a public service recruitment board. Thus the board came into existence on 29 September 1974 with the following functions:

a) To advice the framing of the recruitment regulations for the various public services in accordance with the terms of the board policy laid down by government, in consultation with the Public Service Council.
b) To realize the principle of equal opportunity and fairness in recruitment and selection.
c) To realize the principle of open competition and recruitment on the basis of merit.
d) To undertake the actual recruitment to posts in the administrative and professional class.
e) To select the right person for the right job.
f) To allocate such selected candidates to the various units.\(^{32}\)

The main shortcomings of this body are that it does not follow up the selection of candidates and monitor their training and development in their career. Also it does not consider the actual requirements of the units based on the specialties required; instead its selection depends on registration priority, i.e. who registers first gets the post. Moreover there are some areas of recruitment and selection on which the board is not involved, e.g. recruitment for the Ministry of Foreign Affairs, Ministry of Energy and some public corporations.

3.6 Civil service neutrality in changing governments

After independence, the Sudan adopted, with minor modifications, the Westminster type of government. A central feature of this system was that the civil service should be an impartial and politically neutral body, whose major function was the implementation of public policies as formulated by the government and approved by the parliament. Thus a public servant, especially of senior level, should not be a member of any political party.

The administrative laws and regulations in Sudan that time, as stated before, did not allow the civil servants, particularly those occupying senior or influential positions, to actively participate in political activities. While these regulations denied the civil servants the right to engage actively and openly in
politics, they allowed them to hold their own political views and express them via the ballot box only. The regulations mentioned above were meant to preserve the concept of political neutrality of the civil service.

The idea of politicizing the civil service, nevertheless, has its supporters too. Politicizing the service at its higher levels is still seen by many leaders of African one-party regimes to be as much desirable as it is feasible. In their view, it does not only help to avoid some of the possible clashes between professional senior civil servants and their bosses, but it also lends itself to the efforts of bringing about uniformity of action, an element that is so greatly needed if their countries are to meet their commitments towards nation building and rapid socioeconomic progress.\(^{33}\)

The supporters of politicizing the civil service also think that this practice has major benefits if adopted: first, it can be used as a lever to gain control over administration. The bureaucrats, however neutral they may be, have special interests of their own and if they are not faced with tight controls from the ruling party, they may substitute their own values which might conflict with the values of the party. Secondly, the spoils system gives a chance for some of the members of the party to be in a few of the top cadres of the bureaucracy. This has a dual benefit: on the one hand it will keep the party informed about what is occurring as far as the implementation of their decisions is concerned, and in such a case they can make rapid adjustments easily. On the other hand it keeps the solidarity of the party because those who are enthusiastic to find such places in the bureaucracy will strive willingly and work hard to gain the success of the party in the election. But in a system of merit there is no reason for the loyalty of the party, because it gives them no hope of rewards. So the merit system undermines the spoils system in two ways: First, through the concept of neutrality it deprives the winning party of its electoral gains and hinders the implementation of election promises and plans. Secondly, through the merit system the party will have limited channels to control.\(^{34}\)

In our opinion this view is far from rational and is advocated only by those leaders who try to remain in power indefinitely, as the case with many African leaders striving to be presidents for life. Civil servants who are involved in active party politics will be more keen to maintain the narrow interests of the party at the expense of the public interests, in addition to the consequences that will follow when there is a change of regime. This was so beautifully illustrated by one academic when he said:

"A civil service that is riddled with party politics loses its integrity and impartiality and its permanency of status is seriously undermined. Obviously,
if there is a change of power, or even a shift in power within the same party, then a purge would have to be carried out in the service to eliminate all those who were supporters of the party or the faction which has lost power. Moreover, the public is bound to lose confidence in the integrity and impartiality of the service since it would be assumed that the service would always pursue party political interests and disregards the interests of those who might be known to be politically opposed to the ruling party. Merit and qualifications would cease to be the criteria for appointments and promotions and political zeal would open the doors to high office. Such a state of affairs is inefficient, too, since trained manpower is not used effectively for what the people would best do, but rather because they are zealous members of the party in power. Thus officers would tend to look to political action for advancing their careers rather than to their own ability and proper evaluation of their experience.

In our view, the spoils system is a very dangerous approach to adopt, as it leads to a fragile form of civil service and will never provide the conditions it requires to perform its duties. The result will, most probably be a complete break down of the system of administration. Public servants will be preoccupied with political campaigns neglecting their duties and responsibilities, as the case now with many government offices while the personal interests precede that of the public or even the interests of the state.

The relationship between politicians and administrators was not that bad during the Abboud regime and the October governments, but this had been drastically changed after the establishment of the Sudanese Social Union (SSU) the only legal party in the country during the May regime. The notion of the political neutrality of civil service, which was upheld by the various pre-independence governments, had then been abandoned.

The military regime of Abboud attempted to mobilize the civil service into a political activity. The rejection by many civil servants of such mobilization resulted in mutual distrust, constant political intervention, and a politically inspired purge of many top-level ranks of civil service. Those who were suspicious and skeptical about the regime, including a number of top civil servants, were forced to retire and quit the service, while others worked indifferently and with less enthusiasm and effectiveness.

Capricious political and personal influences and incursions of political favoritism, particularly conspicuous at the top levels, of the departments and ministries, had been wholly absent under the several civilian regimes. The period following the termination of the military regime of Abboud and the formation of the so-called 'October Government', in particular, witnessed a
considerable degree of political interference and purge within the ranks of the civil service. It was under such circumstances that the civil servants were faced by the dilemma of balancing between two kinds of requirements: the observation of the principle of 'political neutrality' and the adaptation to a semi-politicized society. However while some civil servants were able to maintain such balance, the majority of them failed to stand the test.36

Political instability and the consequent political intervention in the administrative function in the Sudan have imposed serious limitations on the functioning and role of the civil service in national development. Many civil servants tended to avoid all but routine matters for fear of political reprisals, if they made decisions or gave an advice which might displease some political supporters. Thus civil servants became more interested and concerned about their survival, compromising their professional values in order to secure their careers.

3.7 Recruitment policies and practices

As mentioned in chapter two the concept of merit system necessitates that bureaucrats ought to be selected on the basis of universalistic achievement criteria and that the employment should be for a career.

Fortunately, the Sudan civil service for a long time in the past was described as a representative system which offers careers for those who can qualify. Political appointments were very rare during the early years of independence, even during the first military government of Abboud. People were recruited to the public service without discrimination relative to social rank or status. Appointments on political grounds or on the basis of nepotism were very rare those days. Initial selection was made according to the principle of merit and academic qualifications.

Like the British system, public service recruitment was closely bound up with the education system. This is most obviously shown by the classification of the civil service into three main classes: the administrative and professional, sub-professional and technical, and clerical classes, where entry primarily depends upon educational achievements.

Recruits to the administrative and professional class were drawn from the universities and high institutes of learning. On the other hand entry to the sub-professional and technical class was either by passing the civil service exam or attaining 'Sudan School Certificate' or its equivalent. Junior clerks were selected from pupils who had successfully competed junior high school.
There were certain general requirements for each applicant to apply for public service post. These requirements are as follows:

a) The person must be a Sudanese citizen.
b) The minimum age is sixteen.
c) Medical fitness.
d) Possession of the required qualifications.
e) Good personal conduct.  

Beside the general conditions mentioned above, there were specific conditions peculiar to each ministry, which differ from one job to another, in addition to the experience and training. Later (after the nineties) an additional condition was added and that the individual must have completed the compulsory military service.

As for the sources of information regarding the recruitment process, the 'National Service for Research' conducted a survey among 374 employees and the results are shown by table (3.4) below:

<table>
<thead>
<tr>
<th>Source</th>
<th>No. of graduates</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>University authorities</td>
<td>62</td>
<td>16.58</td>
</tr>
<tr>
<td>Labor department</td>
<td>164</td>
<td>43.85</td>
</tr>
<tr>
<td>Newspapers</td>
<td>23</td>
<td>6.15</td>
</tr>
<tr>
<td>Personal contacts</td>
<td>84</td>
<td>22.46</td>
</tr>
<tr>
<td>Friends and relatives (word of mouth)</td>
<td>8</td>
<td>2.14</td>
</tr>
<tr>
<td>Others</td>
<td>33</td>
<td>8.82</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>374</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>


From the table above it is clear that the labor department, as an employment agency, was the most important source. At that time, of course, there was no internet, while radio and TV advertising was very limited.
3.7.1 Recruitment and Selection and the Role of PSRB

Before the creation of the 'Public Service Recruitment Board (PSRB)' the task of appointment and placement was shared by the Establishment Branch Office of the Ministry of Finance and Economics, the Public Service Commission and the individual departments and ministers as we mentioned before. As regards the selection procedure, there were three methods followed: competitive examination, departmental committee interviews, and review of educational qualifications or achievements.

Appointment to top-level leadership positions is the authority of the president. Appointments to senior posts (Group 5, 6, 7) were made through the decision of the minister of Public Service and Administrative Reform on the recommendation of the minister concerned. The Civil Service Department has to approve the appointments to all other pensionable jobs. Appointments to non-pensionable jobs were the responsibility of the head of the department or the organization concerned. 38

That policy of recruitment and selection was criticized in many ways as follows:

a) It lacked a long-range planning.

b) There was a lack of understanding of the probationary period.

c) Lack of training for the new employees.

d) Lack of follow-up for the new employees. 39

In addition to the above-mentioned deficiencies, the social system placed a tremendous pressure on the civil servant in the performance of his role. This is because the native son was expected to support the causes of his own, i.e. by practicing some sort of nepotism in the process of recruitment and selection. Failure to do so would be interpreted as anti-family or anti-tribe bias. Some officials even defended this type of malpractice by arguing that it was justified, considering the official's keenness to surround himself by people whom he trusted most and who would be very dedicated to him and to the work.

In fact, the extended family system created so much pressure on the bureaucrat to favor his relative rather than others to the extent that some of them suggested to be posted far from their districts in order to avoid the pressure and demands of their relatives.

Among the negative practices also the lack of disciplinary actions against the employee even in the case of misuse of authority or any other
wrongdoing, as there are always mediators who are ready to provide their service. This practice is still impeding our development in the various fields, as everybody knows the magnitude of corruption and embezzlements which infected the whole civil service. Among thousands of such malpractices only few are brought to justice, i.e. only those with no powerful mediators.

Another type of malpractice was the predominance of men and the discrimination against women in selection, because of their high turn-over rate due to marriage, pregnancy, maternity or change of husband’s job location.

Another factor which had great negative effect on the public service had been the 'purge' of well-trained and experienced officials by the successive governments of each newly proclaimed revolution, (1958, 1964 and 1967). Hundreds of public servants were fired in each case, because of their cooperation with the former regime.

Dissatisfaction with such undue political pressures and irrational personnel policies had been a prime factor inducing government officials to look for careers elsewhere, mostly in the private sector or abroad. Closely related to the above-mentioned problems of the civil service is the fact that the Sudan, at that time, was also experiencing brain drain, as many well-trained manpower and thousands of skilled workers left every year for better jobs in the gulf countries. All these shortcomings mentioned above ultimately led to the deterioration of the civil service and made it less competent, especially after the influx of party followers into the once, highly-reputed civil service.

Before the formation of the board (PSRB) each ministry used to recruit its own employees, but afterwards this function was given to the newly-born board. The board also had the jurisdiction over both the civil service and public corporations. It did not; however cover the Southern Region due to the exceptional case of the region at that time. The idea behind the centralization of recruitment and selection was said to eliminate favoritism, corruption and nepotism from the government service.

The Southern Region, as mentioned above, was not part of the civil service plan for the rest of the country. This is because the region was lagging far behind, as the very slow and late development of education in the South had resulted in a short supply of southern employees. Even at the time of Sudanization the problem existed, as there were no enough southerners available to fill senior posts.
The procedure followed by the board was that, whenever there was a vacancy to be filled; the ministry or the department concerned approached the (PSRB) with its requirement, explaining the nature of the position. Applications were then solicited from all qualified persons. The Public Service Act of 1973 specified that such advertisements should be announced in newspapers and radios with the minimum period of 15 days for the filling of applications. There would be brief statements which included a reasonably detailed outline of the required qualifications.

After examining all applications, weeding out any candidate who did not possess the required qualifications, the board prepared a list of those who were eligible to take part in the written examination and/or interview. The selection method mostly used at that time was the interview, as the written examination was mostly used in the selection of applicants to the ministry of Foreign Affairs and Local government, or when it was the request of the employing organization.

As regards the specialists such as engineers, doctors, agriculturists, etc, they were exempted from both the exam and interview due to the fact that they had already passed their professional exam which led to the attainment of their degrees, and this served as evidence that they possessed the basic qualification. In addition to this the labor market of that time was in bad need of those specialties, i.e. the demand for those professions was more than the supply. After that results would be announced and appointments would be made based on the announced list and according to their order in the list.

Although the rationale behind the creation of the (PSRB) was to eliminate favoritism and other malpractices, the board was criticized for its slow procedures and remoteness from the real needs of departments. Besides the exams conducted were very theoretical in nature and tended to concentrate on assessing the general academic knowledge of the applicant.

The board was also criticized later for its discriminatory practices since it had later added to the selection criteria a requirement for "moral basis" which gave a high score to religious knowledge and religious culture, a condition considered discriminatory against southerners and inhabitants of Nuba Mountains. Another new addition to the requirements of selection (during the nineties) was that the applicant must have performed 'The National Service', conducted a training with the 'Public Defense Militia' / 'The Public Police' or served in the 'Operations Areas', i.e. participated in the 'Jihad' in the southern region.
3.7.2 Promotion

In principle, promotion recommendations are supposed to be made after full consideration of a number of factors including: the existence of a vacancy, qualifications and ability to carry out the functions of a higher post and proved competence and accomplishments. In practice, however, the notion of seniority was greatly empathized at the junior levels of service. This emphasis given to the seniority factor, directly or indirectly, has often impaired the value of promotion as an incentive and an important tool of staff development. This practice also encouraged a lot of employees to think of promotion as a right irrespective of the factors mentioned above.

A positive development came into existence later, though, with the introduction of 'The Public Service Act of 1973'. This act stipulates that the selection for promotion should be on the basis of the merit system, and consideration should be given to the performance reports, educational qualifications and seniority. These three criteria required for promotion were given different priorities, the greatest weight being given to performance (70%), educational qualification (20%) and seniority (10%).

Performance rating for the above was determined on the basis of annual reports written by the immediate supervisor. According to the regulations a person rated unsatisfactory twice should, subject to appeal, be dismissed.

In spite of this development, there were doubts about the fairness of the annual rating report of performance. The confidential report system in Sudan ignores one of its two main purposes: improvement of individual performance and development of the potentialities of the employee. This is because it appears to concentrate on behavior and personal traits, rather than evidence of performance, on faults rather than evidence of strength.

Besides, in the light of ascriptive norms in Sudan administration, factors such as ethnic background, sex, or age tend to influence promotions too, same as the case with recruitment and selection.

3.7.3 Important Personnel Laws

The first colonial law regarding personnel was 'The Officials Discipline Ordinance' of 1927 which was repealed later by 'The Officials Discipline Act' of 1965. These two acts were regarded as the first serious attempt to deal with personnel affair lawfully. The first attempt, however, to look into colonial
laws and regulations inherited from the colonial period with the aim to replace them, was made by the Commission of the Reorganization of the Civil Service in 1968.

The immediate task of the ministry of Public Service and Administrative Reform, after its formation, was to prepare a comprehensive public service code to replace the old laws and regulations inherited from the colonial rule. The new bill was then called 'The Public Service Act of 1973' which mentioned above.

In its content, the Public Service Act was a most comprehensive measure. In the field of employment affairs it provided for recruitment and selection by competition and exams, and promotion by merit. It laid down all conditions of service, including salaries, employee rights, welfare and obligations. It also included public service scheme of pension, job description and evaluation.

In spite of the above-mentioned efforts, the post-independence civil service inherited some of the colonial traditions which proved difficult to change. These included the following:

a) A maintenance administration which emphasized law and order.
b) A tradition of elitism.
c) Status distinction between senior and junior services.
d) Distrust of subordinates and reluctance to delegate authority.
e) A tradition of amateurism and glorification of generalist administration.

3.8. Modern methods of recruitment and selection

Since the old methods of recruitment and selection are subject to all that criticism why not try to change them? Some people may say that there is nothing wrong with the methods or the system; the problem is with the practice. This statement is generally true but there are many ways and loopholes that make it easy for anyone to violate the established methods and procedures. Take, for instance, advertising for the job, which is one of the procedures set by the law, may be tailored in a way that only one specific person may qualify for the job. In the same way every other procedure may be violated quite easily, and the only option open to us now is to introduce the new methods which may reduce such malpractices to the minimum.
There are several modern methods that can be adopted in recruitment and selection with the aim to reduce cost, time and effort. The following are examples of some of them:

3.8.1 Private recruitment agencies

In our view the modern methods and procedures of recruitment and selection must be adopted immediately as we are still lagging far behind. There is no point of following the old out-dated methods in the age of information technology, because there are revolutionary changes in this field with faster and more efficient methods of recruitment and selection. Moreover, we think the existing recruitment agencies are inefficient and can be easily penetrated, thus we must look for other modern alternatives, e.g. private employment agencies, since the process of privatization is the general trend in the country nowadays. Thus jobs can be advertised using the internet and websites can be created whereby CVs or personal history profiles can be e-mailed and stored to be used whenever required.

Organizations requiring personnel can approach these private agencies which will be ready with the stored data of the individuals required. This method not only prevents malpractices in recruitment and selection process but also helps develop the standards of civil servants as well as private sector personnel, as the competition will be on the basis of merit only.

Since we mentioned the employment agencies we must say a few words about them. Employment agencies are private personnel placement services which charge fees, whether direct or indirect, in consideration of providing information or employment opportunities for applicants seeking employment or for employers seeking applicants. Such staff employment agencies now provide an invaluable link between employers and employees and in addition provide many other services like travel documentation, etc to facilitate the process of seeking work with foreign companies.

Employment agencies also provide recruitment and interviewing services upon the request of the employing companies. These agencies are therefore often entrusted with tasks such as laying out the job's specifications, conditions and requirements as well as outlining job descriptions. On the other hand, they may also be entrusted with pinpointing a potential employee's strength and weaknesses and assessing what kind of training he or she may require. This, of course, makes it easier for the company to prepare appropriate job advertisements. In some cases even the advertisements are prepared by these agencies, i.e. employers outsource the process of recruitment and selection to these employment agencies.
3.8.2 Outsourcing

We may also try the system of outsourcing which also enhances the privatization drive and can provide employment services away from government intervention. Outsourcing is some sort of a contracted service rendered by an agency or a company specialized in that particular area of service, i.e. it is very similar to sub-contracting but not exactly the same. Outsourcing also can be very helpful in eliminating the irregularities practiced by government employment agencies like the labor office whose inefficient handling of this role was a subject of mockery for a long time. People register for a job in this office and were put in a waiting list for long times until some of them die without being appointed. Outsourcing which has been adopted in Sudan in limited areas can be used in a wide range of activities.

Outsourcing, as we mentioned, refers to an organization that contracts with another company to provide services that might otherwise be performed by in-house employees. Many large companies now outsource jobs such as billing services, e-mail services, checks clearing, payroll, etc. These jobs are handled by separate companies that specialize in each service.

There are many reasons that companies outsource various jobs, but the most prominent advantage seems to be the fact that it often saves money with regard to the organization on one hand and benefit the outsourcing company in doing business with the former on the other hand. In addition to this the outsourcing company participated in partly solving the problem of unemployment by employing the personnel working for the company. Many of the companies that provide outsourcing services are able to do the work for considerably less money, as they don't have to provide benefits to their workers, and have fewer overhead expenses to worry about.

Outsourcing also allows organizations to focus on other business issues while having the details taken care of by outside experts. This means that a large amount of resources and attention, which might fall on the shoulders of management professionals, can now be used for more important, broader issues within the organization. The specialized company that handles the outsourced work is often streamlined and often has world-class capabilities and access to new technology that the organization couldn't afford or wouldn't bother to buy. Moreover, if an organization is looking to expand, outsourcing is a cost-effective way to start building foundations in other countries.

No wonder, then, that outsourcing is gaining a lot of support now and many consider outsourcing a part of or even the entire HR functions. They
argue that it makes good business sense to hand over the payroll, benefits, fleet of vehicles and real estate management, training, recruitment and regulatory compliance tasks to an organization that is skilled in these areas. However, the opponents of HR outsourcing are of the opinion that it is just unwise to cut off pieces of your own body. Human capital, they say, is the most important asset of a business. Hence, it should be internally managed.

In adopting the new methods mentioned above it is of great importance to follow the scientific method of recruitment and selection which starts with job analysis, job specification, job description, attracting applicants by advertising, interviewing, short listing, selection, placement and evaluation.

3.8.3 Advertising

The aim of an advertisement is to reach the broadest possible pool of candidates within a specifically targeted field. For example, there is no sense in advertising a post to people who do not have the knowledge, skills and competencies to perform the job. Care must be taken that the principle of free competition is not compromised.

It is therefore vital that an advertisement clearly sets out what the requirements are that have to be met by applicants. This will enable them to do self-selection where they can compare their candidature to what is required. Further to this, it will assist in reducing the number of non-qualifying applications. The content of advertisements ultimately represents the selection criteria applicable to the filling of the post. It therefore stands to reason that the better the effort that goes into the content of the advertisement, the easier subsequent processes will be and the better the quality of the outcome. The content of a job advertisement, therefore, must be designed to appeal to the particular ‘market’ you want to attract, must be informative enough to reduce doubt and prompt quick response.

Advertising, on the other hand, need to be strictly compatible with the rules and regulations and must be general in nature addressing a wide range of applicants on a fair and equal basis. In addition to this a most suitable method of advertising should be used, e.g. you cannot use the internet only for advertising if the public has no access to such luxury. Newspapers, television channels, radio stations and word of mouth continue to be the most suitable tools for advertising.

By adopting these approaches in the process of recruitment and selection the malpractices and irregularities mentioned above can be reduced to the minimum. Moreover valuable resources and time can also be saved as these methods are far more efficient than the old procedures.
1 Mutasim El Bashir, Administration and Development - A Study of the Role of the Civil Service in the Sudan, a Ph D Dissertation, ( University of California, California LA, 1967 ), p 22
2 Ibid. p34
4 El Bashir, opcit. p 220
5 Al Teraifi, opcit. p 77
6 Ibid. p 83
7 Ibid. p 84
8 El bashir, opcit, p 32
9 Al Teraifi (1978), opcit. p 86
10 ibid. p 90
11 Ibid. p 91
12 El Beshir, (1967), opcit. P 33
13 Ibid. P 42
14 Al Teraifi (1978) opcit. p 98
15 Ibid. p 96
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17 Al Teraifi (1978), opcit. p 108
20 Al Teraifi (1978) opcit, p 111
21 Ibid. p 114
23 Ibid. p 51-56
24 Ibid. p 61
25 Ibid. p 67
26 ILO / UNDP, Growth, Employment and Equity: A Comprehensive Strategy for Sudan, Ch. 3-9 (1975), p 1
28 Ibid. p 71
29 El Beshir (1967), opcit p 175
31 Ibid. p 72
32 Ibid. p 153
33 El Beshir (1967), opcit. P 219
36 El Beshir (1967), opcit. P 230
37 Al Teraifi (1978), opcit. p 139
38 Ibid. p 144
39 Ibid. p 147
40 Ibid. p 151
41 Ibid. p 164
42 Ibid. p 274
Chapter Four – Part One

The Impact of the Malpractices
In Sudan Civil Service

4.1. Introduction

In chapter three we have discussed the history of civil service and how it evolved until it reached the highest levels of competence in the few years before and after the independence. We tend to maintain our basic assumption that the civil service during that period was indeed small in size but very efficient in performance, in spite of the fact that its role during the colonial period was limited to the maintenance of law and order and the colonial hegemony. Our discussion also showed this efficient civil service started to deteriorate during the successive national governments until it reached the existing levels of 'incompetence' which we ought to prove in the course of this chapter.

We started from the assumption that the deterioration of the civil service stemmed from the malpractices witnessed in recruitment and selection throughout the history of national governments, especially during the nineties. This period in particular witnessed the most conspicuous malpractices in the history of the Sudan with regard to the process of recruitment and selection as it was characterized by a large scale of nepotism, favoritism and patronage. These violations were not limited to employment in the public sector, but they also extended to the public corporations and the semi private sector.

It is important to note that when we mention the nineties in this research we mean the period between 1990 and 1999 where our main concentration will be. Thus the period before or after that will not be our main concern, although some of the events may be interlocking and difficult to separate, in which case we may be compelled to discuss. This is particularly true since some of the causes and effects may have started or continued before and after the period mentioned.

4.2. Malpractices: Ways and Methods

During the period specified above, appointments in these areas were limited to party followers; in this case the followers of the ruling party 'The Islamic Front' of the 'Salvation Revolution', as it calls itself. The philosophy of the regime with regard to this action was that they wanted to consolidate their regime, and forbid infiltration into the civil service by powers of
sabotage, i.e. those who are not loyal to the regime. Thus a huge campaign of cleansing began from the very first day of this regime, firing hundreds of employees in the public service and public corporations replacing them by their followers. The criteria for the appointment to any post then became the loyalty to the regime not the merit or the qualification of the individual. In certain senior or professional posts they appointed their followers in temporary deputy posts so that they can learn the secrets of the job and become ready to take over the full responsibility and replace their bosses in the nearest opportunity.

Some party followers were called from abroad to be appointed in certain jobs in the public service and public corporations; the justification being to strengthen the grip on the power and pave the way for the Islamic system and the Sudanese 'Superpower' state. These imported employees were given an open mandate to practice their authority over their organizations and subordinates or in some cases even over their superiors. These appointments were never made on merit basis or subjected to any form of open competition; which supports our hypothesis that assumes appointments not being made on merit basis.

The appointments mentioned above were followed by a large-scale administrative and financial corruption in all fields to the extent that some public corporations and government semi private companies had become just as family private businesses, because all employees from the organization head down to the security guard could belong to one family or village. In some cases a public post was reserved awaiting a family member who was about to graduate from the university. This state of affairs had become the norm rather than the exception and led to a serious damage yet to a civil service already shattered by a persistent deterioration along its way since independence.

Appointments, as mentioned, were not made on the basis of merit or on qualifications; they were rather made on loyalty to the regime, while public servants were fired merely for the same reason and sometimes even due to settlement of personal accounts. Some highly qualified individuals were sacked for the mere suspicion that they once supported other parties during the previous elections. Such malpractices were manifested in various ways some of which are going to be highlighted in the following experiences:

a) In 1990 a senior executive in Khartoum North Municipality was approached by a member of a popular committee to get a financial approval for a certain business. When the executive refused to sign the application as it was against the stated financial
rules and regulations, the individual threatened to sack him (the executive). That threat turned out to be a serious one, because after a few days the executive was truly sacked. Thus the country lost a highly qualified brilliant executive and a clean one too; to be replaced afterwards by a 'Yes' man. As for the executive, he left the country to one of the Gulf States where he got a very attractive job.

b) Another experience was witnessed in 1999 when a qualified Sudanese national applied for a job in Greater Nile petroleum Company. There was only an internal advertisement for this job and this individual came to know about it from a friend working in this company. Based on his qualifications the individual thought himself the most suitable for the job, especially after being subjected to a very comprehensive interview with seven other applicants. After two months he contacted the company trying to find out what happened, but there was no concrete answer. It is worth the while to mention that he learned out later that the job had not been offered to anyone of the applicants who attended the interview; instead someone else was mysteriously appointed. Thousands of similar cases took place in that period, some of which will be highlighted in the course of this study.

c) The third experience was with someone who retired from a government post in 1999 and spent only one week as an unemployed person, when he received a phone call from his friend the minister asking him to go to Greater Nile Petroleum Company and meet a certain person there. When he went to that person, he was informed that he had been appointed as a manager of a company under establishment and that he was given the full authority to appoint his staff and determine their salaries and his own salary too. The main issue here is that this friend had neither the knowledge nor the experience of such a job; because his specialty was totally different from the post he was given.

d) The fourth experience was in 1998 when someone who was a senior employee in a well-known government university, received instructions from his boss to arrange an aptitude test for two applicants to decide if they were qualified for the vacancies in the department. The result of the test showed that neither one of them was suitable for the job as both were far below the standards, but they insisted that it was the "Organization's" intention for them to work in these posts not theirs, and that the test was just a matter of
formalities. After a few days the two were appointed in the same posts regardless of the report made about them.

e) The fifth experience was the case of a junior employee who was absent from work without permission for more than seven months in 1993. As per the rules and regulations a board of inquiry was formed to investigate and report on the case. After the investigation the necessary action was taken which, in this case, dismissal of the individual on the basis of the established rules and regulations. Then all of a sudden that individual reappeared and with him came a letter from 'above' telling the individual's boss that the actions against him should be revoked and declared void. The letter went on to state that due to the security threats facing the country some individuals may be selected from time to time for highly classified missions and the employee concerned was on such a mission. Thus the letter requested organizations' heads to appreciate these circumstances and show some sort of understanding and flexibility. Our own investigation on the matter later revealed that this certain employee was entrusted with a large amount of cash for the purchase of some products from abroad without any sort of documentation for future accountability.

f) The sixth experience was in 1997 about a university teacher who was far below the standards required for appointment in that university post; as neither his qualifications nor his history would give him that job. When that individual's application was rejected by the faculty council, an order came from 'above' telling them to appoint that individual and, thus, he got the job.

g) All throughout the period mentioned some ministers, managers, senior employees, department heads and public corporation heads resorted to the appointment of their relatives openly in some important jobs in their institutions. Their justification was that they wanted to surround themselves with some trusted and reliable people who can keep the work secrets and protect them from any evil plans or conspiracy by their enemies.

h) During that period several employees who were appointed by the 'Organization' in different locations were accused with embezzlement of large amounts of cash. They were never put on trial; instead they were transferred to other locations, or they simply disappeared for sometime to reappear after a while in another post.
i) During the same period junior employees were entrusted with the financial management of organizations, bypassing the authorized employees whose sole responsibilities were the financial management of these organizations. The justification for this was that the regime wanted to strengthen its grip on the authority through the control of wealth.

j) Also in that period it was obvious that some junior employees had more authority than their bosses, as no decision can be implemented without the approval of these junior employees who enjoyed a wide range of powers, in violation of all principles of the administrative hierarchical structure.

As it can be seen from the above, the violation in the case of the executive mentioned in (a) above was that he was fired from his job simply because he tried to stick to the rules and regulations and protect the public interest. The main factor here is, therefore, the political interests of the regime, not the interests of the country.

In the case of (b) it was clear that the job was not announced in a proper way according to the rules in order to attract sufficient applicants and ensure the company's commitment to the principle of equal opportunity for all citizens. It was clear from the outset that the job was retained for a certain individual and in order to avoid criticism by the public they subjected the applicants to that fake painstaking interview practicing unjustified discrimination against them on grounds of political belief or opinion as mentioned in chapter three. Even if there was no suitable candidate among those who applied for the job, it would have been fairer to bring the person whom the job was offered to do the same interview with the other applicants. This is a clear violation of the established rules and regulations of recruitment to the public service which supports our hypothesis in this regard.

Regarding the case of subparagraph (c) here we have an outright case of patronage and nepotism, because there were a number of violations connected with this state of affairs confirming, again, our hypothesis regarding this issue. Firstly the post was never announced although the company was a government company dealing with the most critical national resource. Secondly the job was not granted on the basis of merit in clear violation of the principle of putting the right person in the right job. Such appointments could cause a great damage to this important sector and lead to unnecessary loss of resources due to mismanagement, ignorance, incompetence or outright corruption.
As with the case in (d) the two applicants appointed in the above-mentioned university, it needless to say that it was a clear case of political appointment regardless of their qualifications. Moreover the vacancies were not announced in any way and the decision of the appointment came from above in clear violations to all established rules and regulations.

Regarding the case in (e) it is a plain case of corruption, misuse of public resources and violation of all rules and regulations of HRM as the authority of the organization's head was jeopardized. The practice shows that such an employee will no longer be under the direct control of his boss as the influence he gained from the above-mentioned letter will give him an open mandate to do whatever he likes and may even intimidate his own boss by that. Moreover under the pretext of such special missions he can absent himself indefinitely without being questioned.

The case in (f) shows a plain interference by the organization (party) in matters of pure academic and technical dimensions. The result of such interference, as everybody knows, will be the quality of education we are going to offer to our future generations. So in a short period we are going to have a generation of university graduates of very low standards. The universities have, as far as we know, their own system of appointment which puts a very high value on the academic achievements of the individual applying for a job in them. So why don't we leave them to do their job without political interference.

The case in (g) is one of the most dangerous cases of the regime which had a very negative impact on the public service. This is because the practice led to the appointment of a large number of employees in government departments, public corporations and semi-governmental organizations to the extent that some of these organizations have become very similar to family businesses. Here we are before a plain case of nepotism, patronage, kinship; in short a clear case of systematic corruption in appointments, which deviate from the merit criteria. This, in turn, proves one of our main hypotheses in chapter one.

The case in (h) reveals how lightly the government deals with the resources of the country; as if it turns a blind eye or provide a cover up so that its party followers fill their pockets from public money and get rich as quickly as possible in a quest to distribute the wealth among themselves. The philosophy of the regime behind this is that whoever owns the wealth owns the power. This again proves our hypothesis regarding the corruption that marred the civil service during the nineties.
The case in (i) was about controlling the economy by the ruling party so that the resources of the country can be directed towards realizing the ends of the ruling party and its followers. This practice created a trend of opportunists who tried to capitalize from this situation and get their share of the cake. The ruling party, on the other hand, tries to use them as far as they are able to realize the party objectives.

The case mentioned in (j) reminds us of the system followed by the communist regimes in which there is a party representative in every government department or unit, who enjoys vast powers exceeding even those of the organization chief executive. No decision, whatsoever, can be implemented without the prior approval of this figure. Surprisingly, the same system was adopted by the Islamist Salvation Regime when it imposed in every government unit, informally, a representative who serves as the eye and ears of the regime in that unit whose recommendations would be implemented without question; such as hiring, firing, promotion, remuneration, transfers, etc. he can even report the boss himself if regarded uncooperative enough. Because these representatives are sometimes so young as to make wise judgments, they often misuse their powers and make wrong decisions on matters affecting the national interests, as the case with so many decisions made by them, the negative impacts of which still persist. These young 'commissars' often abused their bosses publicly degrading them before their subordinates.

We would move now from this endless list of experiences to a wider scope of malpractices which covered every field of life in Sudan during the specified period of time which began by a mass firing and dismissals.

4.3 The Great Purge

As we mentioned earlier the 'salvation regime' directed a heavy blow to the civil service far more than any other regime in the history of Sudan. The problem with this purge in particular was that it fell indiscriminately on the heads of all whether qualified or not, young or old, dedicated to the work or not; the main criteria for the firings was that they were merely not followers of the party.

A similar purge happened also in other areas such as the military, the police and the judiciary. Party followers, as we mentioned above, were called from different locations to participate in the plan of strengthening the regime 'Tamkeen'. Some were called back from retirement, some from abroad, e.g. expatriates from the Gulf countries or employees from International organizations. As already mentioned a large number of army officers were
sacked in a dramatic way during the first days of the regime through the state mass media. A number of highly qualified judges were also sacked in a similar way, which might have affected the dignity and integrity of this sensitive profession.

A very good description of this state of affairs was illustrated in an article by the famous journalist Mahgoub Mohamed Salih, editor in chief of Al Ayam newspaper, when he said:

'The civil service in Sudan had totally collapsed due to the purge on public servants practiced by the salvation regime. The few competent public servants who survived the purge found it very difficult to perform their duties properly in that wide sea of party loyalists who lacked the necessary qualification and commitment. Even the vice president of the Sudan confessed that the civil service had lost its qualified and experienced cadres during the previous decades due to the malpractices of the successive governments including the salvation government. Among all the previous regimes the salvation government is one that bears the responsibility of the greatest damage inflicted on the service throughout the history of the 'Sudan'.

He went on to say: 'The stability of the civil service can only be realized when the employees feel that they are protected against interference by politicians. This cannot be achieved since the government regards the public employment as if it is a reward and should only be given to party loyalists regardless of their qualifications. These employees, in their turn, with such a perception in their minds, started to do whatever they like with their positions; practicing all sorts of corruption without any type of accountability from any source whatsoever'.

Another journalist wrote in Alsahafa Newspaper saying:

'The civil service curve kept on descending steadily since the independence of Sudan in 1956 to till date. Thus any attempt to compare the state of the civil service before and during the salvation regime is meaningless. This is because the civil service before the salvation era was bad in all aspects and during the salvation years it is even worse. What this civil service really needs is a complete restructuring by carrying out a complete survey of those who work in it now, provided that the survey is conducted according to an accurate, professional, administrative standards and not only just reinstate those who were sacked.'

The writer went on to say: 'As for financial and administrative corruption, lack of discipline, weak performance and low productivity; these
were all present during the previous governments in limited proportions but during the salvation regime they have reached levels beyond any control. The dangerous development is that the corruption is not confined to the ruling party loyalists, but spread to include even those who regard themselves opponents of the regime, i.e. the epidemic infected all the civil service body.2

There was no system of accountability as can be seen from our discussion later; many departments and semi private government organizations were not audited for years which encouraged fraud and financial irregularities. Whenever there is a fraud of any type and the offender was discovered, he will be transferred to another location if he is a party loyalist, otherwise he will be tried and imprisoned.

The disorder extended further to include the long-time established financial rules, regulations and procedures. Huge government purchases were conducted without following the financial rules and regulations, i.e. without tenders, bids, or purchase committees. Contracts were offered to friends or relatives or upon bribes. In some cases purchase from abroad were conducted without letters of credit through the banks, but were made directly between individuals from the ruling party and the vendor. Those who conducted the purchases were sometimes unqualified for the job which resulted in incorrect purchases being made from the economic or technical point of view, leading to loss of valuable resources.

The above two quotes strongly support our hypotheses that:

- There is indeed a steady deterioration in the civil service since independence which reached its peaks in the nineties.
- The appointments during the specified period were not made on merit basis but rather on political loyalty. The result was the appointment of a large number of incompetent employees leading to a further deterioration of the civil service.
- These appointments were accompanied with a wide range of administrative and financial corruption causing the loss of a considerable amount of resources.

The above is further supported by the fact that during the period specified the established rules and regulations of the civil service were often violated during the appointments of party followers. In some cases these party followers were seconded from other locations and appointed as managers or given posts within the rank and file of the civil service. In most cases these appointments were accompanied by special contracts with salaries many times bigger than their careerist counterparts. A good example of this is that
many politicians were appointed as chief executives in the municipalities, a post purely reserved for careerist civil servants in their natural career development and promotion.

The special contract is something new in the culture of the civil service in the Sudan. We do not mean to say that it is peculiar to the Sudan civil service as it is practiced even in western democracies, but what we mean to say here is that this is one of the new developments in the civil service which is unprecedented before. This is particularly true in many public corporations and governmental semi-private companies such as Greater Nile Petroleum Company, Shiekan Insurance Company, Gum Arabic Company, General Corporation of Electricity, Water Corporation, etc.

These special contracts are characterized by the following:

- Very high salaries.
- High housing allowances.
- Brand new expensive cars.
- Cash payments in occasions such as biarams (ids).
- Medical treatment in expensive hospitals; sometimes abroad.
- Other attractive privileges such as education for children, first class airfare tickets, costly office and home furniture, etc.

Sometimes the salaries of such young special appointees exceed by many folds the salaries of long serving senior civil servants who can be of the same age as the fathers of these appointees. Since these privileges are not common to employees of similar status, then this can only be plain discrimination on grounds of political belief, regional background or ethnic origin, which will again support our hypothesis along this line.

This wave of corruption is further escalated by the creation of some special funds and entities with public corporation status which are financed from public funds or compulsory donations from trade unions which are controlled by the ruling party. Examples of these are the following: Jihad Support Fund, Student Support Fund, Sharia Support Fund, El Shaheed Organization, Youth Organizations, etc. These entities are packed by party followers and are considered a very suitable ground for practicing all sorts of corruption for those opportunists whose main aim is to satisfy their personal ambitions and get rich by the quickest and easiest way. These entities also receive direct funds from the ministries, donations imposed on the public during day to day transactions in government offices, compulsory donations by tenants in the Gazira Scheme and other production areas where no one had
any choice to refuse. These funds were not subject to any kind of audit and, as a result, no one ever knew the amount of funds they were really dealing with.

Another new development or factor is the fact that tribalism and regionalism started to appear in the process of appointments. Again we do not assume that this is a totally new practice in the country, as it has been known in the history of civil service in Sudan before, but what is new here is its magnitude and it started to be a phenomenon or a general trend. As mentioned some public corporations and government departments have become just like family private businesses. No one was appointed in them without the support of a ruling party icon or an influential official who might be a relative, or from the same village or tribe. This strongly supports our hypothesis that during the nineties most jobs were offered on the basis of political loyalty, patronage or kinship.

So it was a very normal sight to see somebody applying for a job carrying a small note from such an official to support his case. This note may serve as an approval or clearance, without which the individual might not be selected for the job. Others can get their clearance through a phone call to the selection committee. The justification of the regime behind this, as mentioned, was to protect the regime from infiltration by its enemies into these organizations, but how could any regime in the world rely on such practices "isolation of others" to protect itself.

The question of isolating others in the appointment process was a subject of a long debate among academicians and activists, as a matter that might threaten the Sudanese state itself. As mentioned some ministries and departments, in effect, became like family private businesses. A good example of this was the Ministry of Energy and the huge controversy over the appointment practices it followed.

For the issue of the Ministry of Energy itself there are long and various stories told by the public which need to be studied and verified separately as it is out of the scope of this research. It is sufficient, nevertheless, to mention that the case of the malpractices in this ministry was raised as a motion in the National Assembly 'the parliament'. There was a documented accusation by one of the outspoken members 'Mr. Jar Al Nabi' that all the appointments made during that period were on tribal basis. The issue was also a subject of debate in the community for a long time when journalists discussed it from different perspectives. What happened in this ministry can be described as a scandal, as it is something unprecedented before in the history of Sudan; neither in its dimension nor in its nature.
What dangerously supported the above accusation was that the application forms used during that time contained questions like: tribe, place of birth, etc. What raised the skepticism about the appointments, moreover, was that not anyone of the inhabitants of the oil producing regions was appointed in any of the posts in the area. Instead people were imported from a certain region or tribe to be appointed in these posts. This shocking reality again supports our hypothesis regarding kinship and patronage followed in appointments against the rational method of merit.

This state of affairs does not only affect the quality of the public service provided, but its impact will further extend to the unity and harmony of the nation and may even, ultimately, threaten the existence of the Sudanese state itself. Why can anyone with the least amount of wisdom jeopardize the future of the nation with such irresponsible primitive practices in this new millennium? What is the use of the party if the state itself is at stake?

We will see in the course of this study whether these political appointees were as qualified and competent as careerists, and whether they were negative or positive addition to the service. These same questions have been a subject of a long debate in the west especially in USA where the system of political appointees is dominant. In the USA case there are two views about whether political appointees or career employees are better in performance. On the one hand, a long tradition argues that political appointees drawn from outside the civil service bring needed energy and responsiveness to the public service and, moreover, it is part of the spoil system, which gives the president the right to appoint from 2000 to 3000 top-level administrators due to partisan policies adopted during the election campaign. On the other hand the opponents of this system argue that it may jeopardize the public service by serving the interests of the party and not the public interests.
Chapter Four- Part Two

Facts and Results about the selections

4.4 Study Data

This chapter also focuses on the data collected mainly by the primary methods. As we mentioned earlier the main method followed in this research is analytical and descriptive method using primary as well as secondary sources of data collection.

Since the issues and questions tackled and answered in this research are multiple; therefore different methods and techniques of research have been adopted. For example the secondary data has been widely used in this study as may be seen. The primary data collection included the questionnaire and the informal interviews conducted with those who have some sort of connection with the issues of this study even though as mere witnesses.

4.5 Study Area

The research has been conducted mainly in the capital city 'Greater Khartoum' area as most of the events connected with this study have predominantly taken place in this area. Although the malpractices under investigation spread across the country, but they were all influenced centrally as the capital is the decision making center for most of the decisions affecting the topic of this study. The 'tri-city' area, as such, has been the main field survey area of our study.

4.6 The Questionnaire

The questionnaire represents the new data required to explain the relation between the hypotheses outlined in chapter one and the results compiled from the responses. It includes closed type questions set in a multiple choice form, in one sheet paper covering all types of answers that the researcher thinks could serve the research objectives. The aim is to save time, effort and money as well as simplify matters for the interviewees who mostly seem reluctant to respond positively to lengthy and complex questions. This may also encourage those who simply feel suspicious towards the intentions of the interview and, thus, fear the consequences.

It is worth noting that the questionnaire contains some cross-check questions to verify the information. Attention on the design of the
questionnaire has been paid to consistency and to the positive response of the interviewees. Moreover, the questionnaire was provided to some experts for consultation and comments, after which some amendments were made to make it reasonable and logic. For example the name was omitted from the questionnaire although it was initially put as an optional choice, as it was thought the mere existence of that option will raise suspicions about the real intentions.

It is important to mention that the questionnaire was initially written in Arabic and then translated in English afterwards, in order to facilitate communication with the respondents. See annex number (1) for the English version of the questionnaire.

4.6.1 Sample Size

The chosen number of employees in the survey area was 300 and the researcher adopted the systematic random sampling method. This number may seem small considering the number of employees in the capital city, but the researcher tried to make the sample as representative as possible to attain realistic results.

4.6.2 Data Processing

The field survey data were tabulated in the same order as have been set in the questionnaire. They were then entered into the computer. Not all of the survey data shown by the questionnaire in Annex (1) were fully processed. Selection was made to the most important variables which are testable. The other questionnaire variables were used in supporting the analysis of data wherever appropriate.

4.6.3 Cross Tabulation Method

The above mentioned number has been analyzed using the method of cross tabulation. In table (4.1) below the variables used are the post level and the qualifications of the individual. About 16 were regarded missing since the forms were not handed over and this number represents 5.3%, which means the valid number is 284 which represent 94.7% as shown on the table. The table also shows how the level of the post is not compatible with the qualifications in many of the cases questioned. This is because:

\[
\text{Chi-square} = 0.04 \text{ and this is less than the value of Alpha (0.05).}
\]
This proves our original hypothesis which assumes that some employees were appointed in posts above than their qualifications and that jobs were not offered on merit basis.

Table (4.1)
Post level / academic qualifications

<table>
<thead>
<tr>
<th>Case Processing Summary</th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Valid</td>
<td>Missing</td>
<td>Total</td>
</tr>
<tr>
<td></td>
<td>N</td>
<td>Percent</td>
<td>N</td>
</tr>
<tr>
<td>Level post * Academic qualification</td>
<td>284</td>
<td>94.7%</td>
<td>16</td>
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</tbody>
</table>

Chi-Square Tests

<table>
<thead>
<tr>
<th></th>
<th>Value</th>
<th>df</th>
<th>Asymp. Sig. (2-sided)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pearson Chi-Square</td>
<td>15.110a</td>
<td>4</td>
<td>.004</td>
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<tr>
<td>Likelihood Ratio</td>
<td>16.088</td>
<td>4</td>
<td>.003</td>
</tr>
<tr>
<td>Linear-by-Linear Association</td>
<td>6.358</td>
<td>1</td>
<td>.012</td>
</tr>
<tr>
<td>N of Valid Cases</td>
<td>284</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

a. 0 cells (.0%) have expected count less than 5. The minimum expected count is 5.13.

Source: prepared by the researcher

Some may argue that this practice was followed in the civil service throughout its history; even during the 'Sudanization' process. Our answer to this argument is that the practice followed by the 'Sudanization' committee was the exception and not the norm or the rule as the case is now. In that case the colonialists put the Sudanese nationals in a situation of challenge to prove that the nationals were not yet ready to govern their own country. The Sudanese, on the other hand, seized this opportunity to prove to the British that they were up to the challenge and can catch up even though their qualifications were in some cases below the standards. The results were brilliant; as all went well and the nationals proved their competence in leading the country through that difficult transitional period. See also annex (5) and (8) for the details of this statistics.

Moving to the next table number (4.2) below, we can see the relation between the post level and the system of incentives followed. It is clear that there is no criterion for offering these incentives as they were given to employees of lower ranks and denied to others of higher ranks. This proves
our hypothesis which assumes that employees were not paid on equal basis as some were paid more due to their political affiliations. As mentioned in the preceding chapters there was a system for every practice in the civil service during its bright days. In such cases the practice was to form a committee in order to determine the amount of incentives and the criteria for offering them.

Table (4.2)
Post level / System of incentives

<table>
<thead>
<tr>
<th>Case Processing Summary</th>
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</thead>
<tbody>
<tr>
<td></td>
<td>N</td>
<td>Percent</td>
<td>N</td>
</tr>
<tr>
<td>Level post *</td>
<td>256</td>
<td>85.3%</td>
<td>44</td>
</tr>
<tr>
<td>System of Incentives</td>
<td></td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Chi-Square Tests</th>
<th>Value</th>
<th>df</th>
<th>Asymp. Sig. (2-sided)</th>
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</thead>
<tbody>
<tr>
<td>Pearson Chi-Square</td>
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<td>.144</td>
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<tr>
<td>Likelihood Ratio</td>
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<td>.128</td>
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<tr>
<td>Linear-by-Linear</td>
<td>.393</td>
<td>1</td>
<td>.531</td>
</tr>
<tr>
<td>N of Valid Cases</td>
<td>256</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

a. 0 cells (.0%) have expected count less than 5. The minimum expected count is 13.25.

Source: prepared by the researcher

As for the relation between the experience and the system of appointment the findings in many cases are that there is no relation whatsoever as some individuals were appointed in spite of their low level of experience in posts requiring sound experience. This is when some very young employees were appointed to fill posts that normally filled by mature civil servants who spent years in the rank and file of the service. See also annex (5) and (18) for the statistical results in this regard.

Regarding the relation between the academic qualifications and the system of appointment or nomination, it is observed that the academic qualifications are not always what dictated the appointment. There are other considerations as some were appointed even though there was a lack of the academic qualifications required. This is reflected by table (4.3) below.
Table (4.3)

**Academic qualifications / System of nomination**

<table>
<thead>
<tr>
<th>Academic qualification * system of nomination</th>
<th>Cases</th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>N</td>
<td>Percent</td>
<td>N</td>
<td>Percent</td>
<td>N</td>
<td>Percent</td>
</tr>
<tr>
<td>Valid</td>
<td>296</td>
<td>98.7%</td>
<td>4</td>
<td>1.3%</td>
<td>300</td>
<td>100.0%</td>
</tr>
<tr>
<td>Missing</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>300</td>
<td>100.0%</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Chi-Square Tests**

<table>
<thead>
<tr>
<th></th>
<th>Value</th>
<th>df</th>
<th>Asymp. Sig. (2-sided)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pearson Chi-Square</td>
<td>8.415</td>
<td>4</td>
<td>.077</td>
</tr>
<tr>
<td>Likelihood Ratio</td>
<td>8.760</td>
<td>4</td>
<td>.067</td>
</tr>
<tr>
<td>Linear-by-Linear Association</td>
<td>1.377</td>
<td>1</td>
<td>.241</td>
</tr>
<tr>
<td>N of Valid Cases</td>
<td>296</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

* 0 cells (.0%) have expected count less than 5. The minimum expected count is 7.09.

Source: prepared by the researcher

The above relation reflect the lack of conformity between the academic qualifications and the system of appointment which again supports our hypothesis that the appointments were not based on merit but on other considerations which could be political, nepotism, etc. See also annex (8) and (16) for the statistical results.

As for table (4.4) it clearly reflects the relation between the method of selection and the academic qualifications again the results show that in many cases there is no relation between the two as many employees were selected directly by the 'organization' regardless of their academic qualifications. By direct selection we mean that type of selection which does not follow the rules and regulations pertaining to the selection for the public service. Many of those questioned mentioned that they received direct order from the 'organization' or 'the Islamic movement' to take over the job directly, in some cases without any handing-over and taking-over arrangements. This reveals the extent of involvement of the ruling party in the appointment of followers in key posts in the public service.
Table (4.4)

Academic Qualification / Method of Selection

Case Processing Summary

<table>
<thead>
<tr>
<th></th>
<th>Cases</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Valid</td>
</tr>
<tr>
<td>Academic qualification</td>
<td>N</td>
</tr>
<tr>
<td>* method selection</td>
<td></td>
</tr>
<tr>
<td>Valid</td>
<td>293</td>
</tr>
<tr>
<td>Missing</td>
<td></td>
</tr>
</tbody>
</table>

Chi-Square Tests

<table>
<thead>
<tr>
<th></th>
<th>Value</th>
<th>df</th>
<th>Asymp. Sig. (2-sided)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pearson Chi-Square</td>
<td>9.825a</td>
<td>4</td>
<td>.043</td>
</tr>
<tr>
<td>Likelihood Ratio</td>
<td>8.386</td>
<td>4</td>
<td>.078</td>
</tr>
<tr>
<td>Linear-by-Linear</td>
<td>1.784</td>
<td>1</td>
<td>.182</td>
</tr>
<tr>
<td>Association</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>N of Valid Cases</td>
<td>293</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Note: 1 cells (11.1%) have expected count less than 5. The minimum expected count is 3.99.

Source: prepared by the researcher

Along this line many of those selected for the posts have totally different specialty from the posts they were appointed for. No wonder, therefore, to encounter a doctor working as a manager in an engineering corporation and an engineer working as a hospital manager. See also annex (8) and (10).

Regarding the system of nomination and work relation, table (4.5) shows that the relations are mostly governed by the rules and regulations at least in its external feature. As shown in the table the values of (chi-square) and the (likelihood) are equal which means the routine of work is according to the regulations. The witnesses' responses, though, revealed something totally different; as there are close relations between junior and senior employees outside the channels of the normal work routine which can only be explained as party fellowship or otherwise. See annex (16) and (19) for the statistical data about this relationship.
Table (4.5)
System of Nomination / Work Relations

Case Processing Summary

<table>
<thead>
<tr>
<th></th>
<th>Valid</th>
<th>Missing</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>N</td>
<td>Percent</td>
<td>N</td>
</tr>
<tr>
<td>system of nomination</td>
<td>276</td>
<td>92.0%</td>
<td>24</td>
</tr>
<tr>
<td>&quot;Work relation&quot;</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Chi-Square Tests

<table>
<thead>
<tr>
<th></th>
<th>Value</th>
<th>df</th>
<th>Asymp. Sig. (2-sided)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pearson Chi-Square</td>
<td>16.636a</td>
<td>4</td>
<td>.002</td>
</tr>
<tr>
<td>Likelihood Ratio</td>
<td>17.394</td>
<td>4</td>
<td>.002</td>
</tr>
<tr>
<td>Linear-by-Linear</td>
<td>2.056</td>
<td>1</td>
<td>.152</td>
</tr>
<tr>
<td>N of Valid Cases</td>
<td>276</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

a. 3 cells (33.3%) have expected count less than 5. The minimum expected count is .29.

Symmetric Measures

<table>
<thead>
<tr>
<th></th>
<th>Value</th>
<th>Asymp. Std. Error a</th>
<th>Approx. T b</th>
<th>Approx. Sig.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Interval by Interval</td>
<td>Pearson’s R</td>
<td>.086</td>
<td>.056</td>
<td>1.437</td>
</tr>
<tr>
<td>Ordinal by Ordinal</td>
<td>Spearman Correlation</td>
<td>.088</td>
<td>.055</td>
<td>1.462</td>
</tr>
<tr>
<td>N of Valid Cases</td>
<td>276</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

a. Not assuming the null hypothesis.
b. Using the asymptotic standard error assuming the null hypothesis.
c. Based on normal approximation.

d. Based on normal approximation.

Source: prepared by the researcher

The following series of tables (4.6 - 4.9) are statistical type which compares age, experience, post level and the organization type in which the individual is working, i.e. whether it is a government department, a public corporation, a semi-governmental organization, etc. The aim is to show where the individuals are mostly appointed and to what age category they belong. For more details on these areas see also annexes: (4), (5), (7), (9).
Table (4.6) summary

Age / Experience / Post Level

<table>
<thead>
<tr>
<th>Statistics</th>
<th>Age</th>
<th>experiences</th>
<th>Level post</th>
<th>Institution/d</th>
<th>department</th>
</tr>
</thead>
<tbody>
<tr>
<td>N Valid</td>
<td>298</td>
<td>296</td>
<td>284</td>
<td>278</td>
<td></td>
</tr>
<tr>
<td>Missing</td>
<td>2</td>
<td>4</td>
<td>16</td>
<td>22</td>
<td></td>
</tr>
<tr>
<td>Mean</td>
<td>1.58</td>
<td>1.51</td>
<td>2.06</td>
<td>1.47</td>
<td></td>
</tr>
</tbody>
</table>

Source: prepared by the researcher

Table (4.7)

Experience

<table>
<thead>
<tr>
<th>experiences</th>
<th>Frequency</th>
<th>Percent</th>
<th>Valid Percent</th>
<th>Cumulative Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Valid length experience</td>
<td>148</td>
<td>49.3</td>
<td>50.0</td>
<td>50.0</td>
</tr>
<tr>
<td>short experience</td>
<td>145</td>
<td>48.3</td>
<td>49.0</td>
<td>99.0</td>
</tr>
<tr>
<td>non experiences</td>
<td>3</td>
<td>1.0</td>
<td>1.0</td>
<td>100.0</td>
</tr>
<tr>
<td>Total</td>
<td>296</td>
<td>98.7</td>
<td>100.0</td>
<td></td>
</tr>
<tr>
<td>Missing System</td>
<td>4</td>
<td>1.3</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>300</td>
<td>100.0</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Source: prepared by the researcher
Table (4.8)

**Post level**

<table>
<thead>
<tr>
<th>Level post</th>
<th>Frequency</th>
<th>Percent</th>
<th>Valid Percent</th>
<th>Cumulative Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Valid</td>
<td>56</td>
<td>18.7</td>
<td>19.7</td>
<td>19.7</td>
</tr>
<tr>
<td>median</td>
<td>154</td>
<td>51.3</td>
<td>54.2</td>
<td>73.9</td>
</tr>
<tr>
<td>small</td>
<td>74</td>
<td>24.7</td>
<td>26.1</td>
<td>100.0</td>
</tr>
<tr>
<td>Total</td>
<td>284</td>
<td>94.7</td>
<td>100.0</td>
<td></td>
</tr>
<tr>
<td>Missing</td>
<td>System</td>
<td>16</td>
<td>5.3</td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>300</td>
<td>100.0</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Source: prepared by the researcher

Table (4.9)

**Organization / Department**

<table>
<thead>
<tr>
<th>Institution/department</th>
<th>Frequency</th>
<th>Percent</th>
<th>Valid Percent</th>
<th>Cumulative Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Valid</td>
<td>186</td>
<td>62.0</td>
<td>66.9</td>
<td>66.9</td>
</tr>
<tr>
<td>similar government</td>
<td>52</td>
<td>17.3</td>
<td>18.7</td>
<td>85.6</td>
</tr>
<tr>
<td>otherwise</td>
<td>40</td>
<td>13.3</td>
<td>14.4</td>
<td>100.0</td>
</tr>
<tr>
<td>Total</td>
<td>278</td>
<td>92.7</td>
<td>100.0</td>
<td></td>
</tr>
<tr>
<td>Missing</td>
<td>System</td>
<td>22</td>
<td>7.3</td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>300</td>
<td>100.0</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Source: prepared by the researcher

The explanations for the above tables are included in the subsequent paragraphs.

4.7 **Results and explanation**

The results collected from the responses reflected the following findings:
a) Most of the employees questioned mentioned that their appointment was based on qualifications.

b) A considerable number of the respondents mentioned that their appointment was based on the recommendation of the 'Organization', i.e. the ruling party.

c) Some mentioned that preference in their appointment was given to their history in the 'Jihad', i.e. their participation in the holy war in the south of the country.

d) A significant factor is that the respondents in subparagraph (a) and (b) above were appointed during the nineties and they are of younger age too compared with the others, i.e. of the age range of between 25-35 and with little or no experience at the time of the appointment.

e) Those who said they were appointed by the PSRB were of older age; between 45-60 and were mostly appointed before the nineties. This category, though apparently has a long career experience, does not enjoy a significant privilege over the younger generation in terms of monthly salary or incentives. See annex (12) and (13).

f) Another significant factor is that the career development and promotion is not based, in all cases, on merit, i.e. seniority, performance, qualification, etc. In some cases promotion is awarded on other considerations, e.g. special recommendations from above; which mean orders received from the party or an influential figure. The justification in such cases will always be the need for the 'Islamic Movement' to strengthen its grip on the reins of power.

g) Another important result is that work relations in some cases are not governed by rules and regulations; rather by personal relations or party fellowship relations. Some of the respondents mentioned that there were meetings held during and after the working hours for which only selected employees attended and no one ever from outside the party or movement knew what had been discussed in those meetings.

h) Some of the administrative decisions are not made for the public interest or for the work interest; they are rather directed to realize either a personal or political interest.

i) The system of incentives followed is not fair according to many responses, as it was not based on rational criteria and there are always some unclear reasons for granting these incentives. Sometimes these incentives are granted for those attending the special meetings mentioned above, for which only party followers are invited.
j) It was clear that there are a greater number of employees working in the public corporations or semi-governmental organizations who were appointed on political basis, i.e. more than those in the ministries or government departments. So there is a concentration of the ruling party followers in the corporations and governmental semis-private companies as these areas are rarely audited by the Auditor General in spite of their significant revenues.

k) It was noticed that influential party members are always appointed in posts where they will be responsible for collection of government revenues; the objective being to control the economy as mentioned earlier.

l) The older employees' responses were negative regarding the application of rules and regulations in the work relations, as the practice in the past was more towards adherence to the those rules and regulations and only rarely there was a deviation towards violating them which was challenged promptly and corrected, but not in the present days.

m) The system of nomination versus work relation on the other hand shows, according to witnesses, some relations different from those routine relations of work, which proves that the concerned employees have other special organizational relations, e.g. party fellowship mentioned above.

n) It was also noticed that the special relations mentioned above give party followers an easy access to incentives which others, by no means, have any right to.

o) Some employees were giving false answers to the questions; trying to protect their own interests and distance themselves from any accusation of involvement in any sort of corruption. This proves the protectionist tendencies of the bureaucracy already mentioned in the preceding chapters.

p) The responses in (o) above were verified subsequently by independent witnesses who are either fellow employees or relatives. These witnesses revealed the exact methods followed in appointing these target employees; which were all politically-oriented. These witnesses declined to be interviewed for unclear reasons, while the others simply expressed their fear of the consequences.

4.8 Other Primary Data

An informal interview was also conducted with some key figures related to the subject of our study in the following areas:

- Public Service Selection Board.
• The Establishment Office.
• Ministry of Labour.
• Central Bureau for Administrative Reform.
• Some people directly affected by the malpractices under study.
• Some activists and academicians who lead the effort to correct the damage.

Again the names were concealed according to the request of the interviewees or for safety purposes. Most of them agree with the present system of appointments as it realizes the interests of their movement, as they are either party followers themselves or have personal interests in the regime which they so proudly and defiantly declare; some even requested to mention their names. A few who have no direct interest in the regime have shown objection to the practices as unacceptable and against the state interest. See annex (2) for the layout of this interview.

The responses in the informal interviews can be summarized as follows:

a) Most of these appointed before the nineties agreed that their appointment was through the PSRB.

b) Those who were appointed during the nineties gave a variety of responses. Some of them mentioned that they were appointed by the PSRB. Some said they were seconded to these posts from other government units. Others gave the following responses which all prove the political nature of the appointments:
   • By direct order from the 'organization'.
   • By their record in Jihad.
   • By the 'Islamic Movement'.
   • Special appointment.

c) Those who were appointed before the nineties agreed that the appointments nowadays do not follow any rational criteria nor does the promotion.

d) Some mentioned that their appointment was after they got the clearance from the authorities. The trick here is that there is something called 'security clearance' or clearance from the authorities that any applicant must get before being appointed. This represents the tool used to get rid of 'outsiders' who do not belong to the 'organization'.
e) Some of them admitted that there are thousands of graduates who were not appointed because they lack the necessary support for the appointment 'the clearance'.

f) In their comments some of them admitted that the quality of the public service declined due to the incompetence of many of the employees appointed through political or other irrational means.

g) Some of the older employees interviewed felt sorry that their younger 'seniors' do not even know the basics of their posts nor their duties and responsibilities, thus so many wrong and sometimes dangerous decisions were made by them; which proves our hypothesis about the incompetent nature of the employees appointed during the period of the nineties. See also annexes (6), (7), (9), (11), (17) and (20) for the details of the statistical data.

h) Some of the employees belonging to the Establishment Office or the ministry of Labor admitted that the rules and regulations of civil service are not always followed in the appointment of individuals. They agreed that certain deviations happen from time to time in the interest of the public. Here the interest of the public, as they see it, is not different from the interest of the ruling party as they are inseparable. See annex (15) regarding the statistical data in the same line.

Regarding the assumption that the quality of political appointees is poorer than the quality of those appointed by rational means, we have already seen in the preceding chapters the different tests conducted by social scientists which confirmed that assumption. These same assumptions have been a subject of a long debate in the west especially in USA where the system of political appointees is dominant. In the USA case there are two views about whether political appointees or career employees are better in performance. On the one hand, a long tradition argues that political appointees drawn from outside the civil service bring needed energy and responsiveness to the public service. On the other hand these appointees may colour the public service with their own political tendencies which will affect negatively the quality of service produced.

As regards the issue of competence and whether appointees or careerists get better performance grades, some think that politically appointed employees get systematically lower management grades than those drawn from the civil service. Career managers have more direct bureau experience
and longer tenures and these characteristics are significantly related to management performance.

As we can see the standards of political appointees in the case of Sudan is no different, i.e. mostly of poor nature. So that mess, as we have seen above, extended further to include the long-time established financial rules, regulations and procedures. Huge government purchases were conducted by these political appointees without following the financial rules and regulations, i.e. without tenders, bids, or purchase committees. Contracts were offered to friends or relatives or upon bribes. In some cases purchases from abroad were conducted without letters of credit through the banks, but were made directly between individuals from the ruling party and the vendor. Those who conducted the purchases, as mentioned, were sometimes unqualified for the job which resulted in incorrect purchases being made from the economic or technical point of view, leading to loss of valuable resources. Any independent investigation in these purchases will reveal mountains of scandals.

Many agree that the damage caused by these appointees is difficult to be cured immediately. It needs decades of continuous correctional actions to be followed until we reach the status of the public service we knew about decades ago.

4.9 Concluding Remarks

Concluding this chapter it is worth the while to ask whether we have succeeded in supporting all our hypotheses or not. In my view we have done that through the different methods and techniques we followed in tackling the various questions raised by the research problems. Our main hypothesis regarding the appointments made during the nineties that are not based on merit was proved by both the questionnaire as well as the informal interviews which were supported also by independent witnesses and clues gathered from different sources. The assumption that the appointments were dominated by partiality, factionalism and kinship, was easily proved by the interviewees and the activists who are now leading the campaign to reinstate those employees purged earlier during this regime. This campaign is still going on, but it seems as if it is going to be a mere political slogan that will fade away with time. Our view regarding how to tackle this issue will be discussed in chapter five and will be included in the recommendations too.

As for the hypothesis regarding the deterioration witnessed by the civil service during the reign of the different post independent regimes, that was also proved by the secondary information collected from the writings of our
great Sudanese social scientists mentioned in chapter one. The assumption that the personnel management 'later HRM' practices witnessed a series of shortcomings was widely discussed and proved by much material evidence. Again the writings of our social scientists were very helpful in this respect.

The evidence to support our hypothesis regarding the large number of incompetent employees appointed during the nineties was gathered through the questionnaire, the informal interview and the witnesses. The best evidence to support this hypothesis, though, is the current situation of our public service. It needless to say that the grave condition of the civil service now is admitted by the icons of the regime itself in their statements in various occasions. We could show that the concentration of such appointments was manifested widely in the public corporations and government semi-private companies and organizations. The extent of deterioration and corruption in these organizations is so wide that these organizations are no longer playing any role in the country's GDP. Instead they became semi-family businesses that generate income for the staff running them.

The hypothesis regarding the unequal payment for employees of same post level was easily proved by the questionnaire and the interviews, as well as the independent witnesses. This was shown by the system of incentives created by the ruling party in favor of its followers to ensure their financial security and superiority. These incentives are sometimes paid as a carrot for nonparty members either to tempt them for a certain purpose or to avoid their 'evil'. Thus we proved that public resources are used to meet political ends at the expense of the state interests. This state of affairs, as shown from the discussion, could jeopardize the future of the country and threaten its existence.
Chapter Five

Future Prospects

5.1 Introduction

After discussing the malpractices and shortcomings of recruitment and selection in the Sudan and the bleak picture drawn about this issue, several questions will rise: after decades of deterioration can the damage be repaired? What is the strategy to be followed in order to reform the system of administration or the civil service in Sudan in general and recruitment and selection in particular? What is the future of the civil Service in the country? What is the fate of the thousands of employees recruited on political basis? What is the fate of the thousands of victims purged during the decade in question?

In this chapter we will try to answer these questions as these answers will put us on the right path towards achieving the objectives of the research mentioned in chapter one. Since the country is witnessing a big economic transformation – the era of oil export- there is an immediate need for competent and dedicated human resources capable of facing the challenges lying ahead and leading this economic revolution successfully towards its goals. This is because the huge modern projects which normally accompany such a significant economic boom require competent and open-minded personnel as well as sound human resource management (HRM) practices. Moreover the importance of personnel in the process of socio-economic development in the Sudan is a matter of priority indeed.

The damage caused by years of deterioration can only be repaired if there is a will to do so but, nevertheless, there are certain areas that seem to be almost incurable, e.g. the moral damage caused by a wide range of corruption. This state of affairs lead to the loss of huge resources manifested in the total break down of many schemes which used to have economical and social significance. Some may argue that the main reason behind the damage of these schemes, e.g. Blue Nile Agricultural schemes, lies on the state policies and priorities set by the central government, i.e. lack of good governance. This may be true to a large extent, but some cases are mere corruption or mismanagement of senior administrative officials e.g. Soba Agricultural scheme. This scheme used to draw its water for irrigation from the already ailing Gaziera Scheme, when in the nineties the authorities thought about establishing an independent source for irrigating the Soba scheme. Thus new pumps had been imported and erected which were launched by the president of the republic. After a few days only the pumps stopped and have been out of
order ever since the early nineties. What really happened cannot be explained as the authorities would not elaborate whether this was due to a corruption practice in importing these outdated pumps or otherwise.

This will inevitably lead us to say a few words about the public sector which is considered one of the most important sectors of the economy (because of its influence on other sectors), yet economists have done very little to analyze its efficiency and how this might be improved. Perhaps the most obvious explanation for this is that it is almost impossible to measure the output of the public sector and with no measure of output there can be no measure of efficiency.

The public sector which is managed by the civil service was widely viewed as contributing to the country's chronic problems in that it was seen to have a deformed workforce, rigid employment conditions, and poor performance. The public service, moreover, is seen as highly bureaucratic with career rewards based unduly on seniority not on efficiency or performance.

There can be little doubt that the efficiency of the public service in Sudan was and is still very poor; nobody with any knowledge of its functioning could argue otherwise. We could draw up an endless list of examples, such as the failure of the banking system (public state banks) in financing productive projects which benefit the national economy and improve the standards of living as well as safeguarding food security. Instead these banks financed false commercial projects which failed and caused big losses to these banks which meant big losses to the country's resources. In most cases these debts were written off due to the influence of the beneficiaries who are mostly followers of the ruling party.

This sort of mismanagement or rather corruption was also manifested in the economic priorities adopted by the state with regard to the management of the existing major agricultural schemes such as Al Souki, Masarra, Wad Hashim, Shashina, etc which witnessed a total breakdown thus displacing thousands of families causing them to desert their lands and live in slums around urban areas. All that social calamity was committed under the name of economic liberalization policy in which the banks, or rather the state, refused to finance the agricultural operations of these schemes or support the livelihood of thousands of tenants and their families. Who is responsible for such dangerous economic and social crimes? Was that corruption of officials? Was it ill-advice on the part of the bureaucracy? or was it a systematic policy of the regime? Serious studies need to be conducted by economists,
bureaucrats and academicians in order to answer these questions which bear a high national priority and a great responsibility towards future generations.

Therefore, the simple fact is that the current civil service is grossly inefficient, which necessarily holds back the performance of the economy as a whole and the national development. As mentioned before it seems quite strange that economists and administrators have not devoted more of their energies to analyze this problem and recommend remedial actions in order to reform the situation. Reforming the civil service and thus the human resource management as well as improving its performance requires a strict adherence to the system of merit in all public service administration with particular concentration on recruitment and selection.

5.2 The importance of merit-oriented HRM policies

"Fundamentally, man is the key to all problems, not money. Funds are valuable only when used by trained, experienced and devoted men and women. Such people, on the other hand, can work miracles even with small resources and draw wealth out of barren land". 'Dag Hammarskjold'\(^1\)

With that truthful quote of the late UN secretary we will start to discuss in this chapter the reasons why the quality of HRM in the public sector is so critical for government performance and national development. We will also emphasize the government's need to initiate HRM reform strategies to address the shortcomings mentioned above. The chapter also highlights the importance of both political commitment and political feasibility for the success of HRM reform in the public sector. Finally the chapter will discuss the future of the civil service and the different ideas related to this, considering the chaotic circumstances in Darfur and the Southern region, which are all attributed to the formulation of state policies by the central government and their implementation by the bureaucrats.

The lessons learned from the 1980s in many reforms carried out by developing countries particularly in Africa and Latin America, with its emphasis on downsizing and structural adjustment policies; demonstrate that the promotion of economic growth and poverty reduction is not associated with the weakening of government institutions and enhancing the privatization drive, but quite the contrary. More recently, the same can be said of the experiences of many transition economies during the 1990s. 'The World Public Sector Report 2001' on this issue concluded that countries successful in reaping the benefits of globalization were generally those with the most developed and comprehensive public sectors.\(^2\)
These lessons are reflected in a number of studies within the last ten years; that have converged on the significance of efficient management of human resources in enhancing government performance and national development. Focusing primarily on developing countries, the studies have in turn suggested that specific structural features of state bureaucracies enhance economic growth, facilitate government performance and reduce poverty.\(^3\)

Linear multiple regression analysis applied to cross-country data by UN/DESA has measured the impact of selected variables on the quality and integrity of the public service and the prestige of public sector employment (Fig 5.1 & 5.2 below). The analysis confirms a positive correlation between merit-based recruitment/or promotion and the quality as well as integrity of the public service, but not the prestige of public sector employment. Better remuneration of senior officials also increases the quality and integrity of bureaucracies and enhances the prestige of public sector employment outside Africa.\(^4\)

The findings of statistical analysis performed by UN/DESA largely corroborate the conclusions of earlier studies in this area, namely, that the quality of human resource management has a significant impact on the performance of government institutions. The sources of data for the UN/DESA analysis were surveys of expert opinion from the International Country Risk Guide (between 97 and 140 countries), the State Capacity Survey (between 97 and 129 countries) and a survey first carried out for countries by James E. Rauch and Peter Evans and later extended by the United Nations University (UNU) to cover an additional 16 African countries. In the UN/DESA analysis, the Rauch and Evans and the UNU data sets were consolidated into one and the following are selected findings.\(^5\)

- a. Professionalism in the civil service is an excellent predictor of both the quality and the integrity of the public service, and its effects are consistently positive. The results from surveys of 121 countries illustrate this relationship.

- b. Legal remuneration (salary plus perquisites) of senior public officials relative to their counterparts in the private sector has some positive effect on bureaucratic quality and a much stronger positive effect on integrity, whereas, notably, extra-legal remuneration (tips and bribes) has no significant effect on the quality of bureaucracy in the public sector.

- c. New public management (NPM), measured indirectly as mobility of high-level personnel between the public and private sectors, is not a significant determinant of the quality or the integrity of the civil service.
NPM, on the other hand, is a significant negative determinant of the prestige of a public sector career for recent university graduates, but weaker and less significant for African than for non-African countries.⁶

Fig (5.1)

**Bureaucratic Quality and Merit**

*Source: UN/DESA.*

Note: Plot of quality against merit in 1999. (121 countries), controlling for selected variables.
The UN/DESA analysis relied partly on two well-known earlier studies based on a survey of expert opinions on the quality of state bureaucracies in 35 developing countries. The first study came to the conclusion that state bureaucracies with meritocratic recruitment and predictable as well as rewarding long-term careers were generally associated with superior economic growth. The second one found that the single most important element in improving bureaucratic performance is merit based recruitment. It asserted that the institutionalization of meritocratic recruitment in developing countries is crucial in order to ensure that performance benefits will outlast pressures of the moment. The study also emphasized the importance of promotion from within and career stability, ultimately suggesting that the behaviour of bureaucrats is rooted in organizational norms and structures.7
These two studies were later complemented by a United Nations University (UNU) survey that added 16 African countries to the sample. The UNU study concluded that public agencies do better, provide better services and are less corrupt and more responsive to private sector concerns if the staff they employ are paid well and have access to internal well-paid promotion not distorted by patronage, and if they have a decent degree of autonomy from the centre of government.  

A more recent study examined the relationship between the capacity of state bureaucracies and poverty reduction. Using data from the two surveys mentioned earlier, the study included 29 developing and middle-income countries. It concluded that there is indeed a strong relationship between states with competent and effective public institutions and their ability to reduce poverty.

The 1997 World Development Report also drew attention to the contemporary conditions in which states function. A couple of years later, the World Bank constructed an index for “government effectiveness”, comprising the quality of public bureaucracy policy-making and service delivery, as one of six elements of a measure of governance. When government effectiveness was tested against data from 175 countries, the analysis confirmed not only the close link with economic growth in the above-mentioned studies but also that government effectiveness contributed to higher national income.

In addition, there also exists a large group of robust studies of private companies, initially in industrialized countries but more recently in developing countries and transition economies as well, that support the bureaucracy studies by demonstrating that the quality of firms’ management of human resources is closely related to their overall performance. As a result, effective management of human resources in the private sector is increasingly recognized as an important source of competitive advantage.

There is also solid evidence that HRM is not simply connected with organizational performance but actually determines it. While the evidence that human resources have an impact on a firm’s performance is impressive and continues to grow, more precise information is still lacking about which human resource practices have the greatest impact. One leading scholar has highlighted the following practices for their effects on the performance of firms: selective recruitment, remuneration contingent on performance, training, reduction in status differentials, sharing information, self-managing teams and employment security.
It is important to note that effective institutions do not exist in a vacuum. Yet in the traditional notion of bureaucracy, the relationship between the bureaucracy and the external world (its surrounding environment) is not given any prominence. Autonomy from societal interference is not, however, sufficient for institutions to become effective and spur socio-economic development. An important lesson learned is that bureaucracies need to become embedded in concrete social ties that bind them together. Furthermore, governments in both developed and developing countries need to strike a fine balance between strengthening bureaucratic autonomy and fostering the societal embeddedness of civil servants.

Attaining a fine balance between bureaucratic autonomy and societal embeddedness is a real challenge for any public administration and requires a high level of leadership skills. An aloof and unapproachable bureaucracy, out of touch with reality, is as undesirable as an administration presiding over a spoils system. The challenge, therefore, is to develop a public service that is impartial and professional, but also responsive to civil society and business, while being neither populist nor captured by special interests.

Partly because of the findings discussed earlier, governments are gradually changing the importance attributed to HRM in public sector management. Governments are realizing that managing staff in the public sector is one of the most powerful yet least appreciated ways to achieve their political and strategic objectives. Some are also becoming more cognizant of their special responsibility to act as a “model employer” in society. Governments are generally the largest employer in the labour market, which adds to their responsibility of being a conscientious employer when it comes to HRM, for example, by promoting measures such as the following:

a. Optimizing conditions for staff to develop.
b. Preserving the dignity of employees, particularly their right to participate in decisions that affect them.
c. Ensuring that the talents of all the groups from which the public workforce is drawn are effectively utilized.

It should not be forgotten in this context that governments, even in poor countries, regularly spend substantial resources on the development of their staff through centrally funded institutes of public administration as well as other capacity-building programmes as the case with Sudan. Nevertheless, the same governments often fail to obtain adequate return on investments in training and capacity development since the skills that staff have acquired at public expense are not used to the fullest extent in many instances, e.g. the brain drain mentioned earlier or simply purged for political reasons.
While some countries need to lay the foundations for HRM by putting into place the necessary legal and regulatory framework and ensuring that these policies are being followed, other countries, where the foundations are strong, already have the luxury of building on them, for example by delegating authority to line managers. To illustrate this point (table 5.1) below presents a two-stage model of HRM reform, with different approaches for each stage.

The findings suggest that, at the early stages of reform, governments would be well advised to focus their efforts, whenever possible, on institutionalizing a unified, merit-oriented career civil service before embarking on more complex initiatives, such as devolution of HRM and introduction of a position-based system. The model also recognizes that countries at different stages of public sector development may move in opposite directions at different times but still achieve the same policy objectives. Thus, some governments, such as in the Republic of Korea and Sri Lanka, have retained or strengthened central control over staffing as a priority, while other countries, such as Finland and New Zealand, have taken steps to reduce it.\(^\text{13}\)
Table (5.1)

Approaches for different stages of HRM reform

<table>
<thead>
<tr>
<th>Objective</th>
<th>First-stage reform</th>
<th>Second-stage reform</th>
</tr>
</thead>
<tbody>
<tr>
<td>Career management</td>
<td>Enhance job security and protection from political interference</td>
<td>Create a core civil service; introduce 360-degree accountability to stakeholders</td>
</tr>
<tr>
<td>Unity of the civil service</td>
<td>Create a legally defined cadre with common terms and conditions</td>
<td>Central regulation of HRM; decentralized HRM; pay flexibility</td>
</tr>
<tr>
<td>Individual incentives</td>
<td>Consistently apply standard merit promotion and reward rules</td>
<td>Greater use of performance criteria in promotion and rewards</td>
</tr>
<tr>
<td>Openness</td>
<td>Encourage career development within a closed system and avoid nepotism</td>
<td>Both vertical and lateral entry into core career service</td>
</tr>
</tbody>
</table>

Source: Adapted from World Bank (2004)14.

5.3 The Reform requires sound political diagnosis

Acknowledging pre-existing structures of public administration may be a necessary condition for successful reform, yet it is not sufficient. Political leadership is every bit as important in public administration reform as it is in other areas of reform. However, in order for leadership to be exercised, political leaders must assess the feasibility of reform before actually committing themselves.

Benin’s experience, in particular the role played by its former President, Nicéphore Soglo, shows how the better part of a leader’s valor can be discretion; (see the box below in fig 5.3). Contrary to the experience of Benin, the Government of Uganda was able to push through reform largely based on World Bank policies because of greater stakeholder support.15
These experiences highlight that political acumen and judgement are important qualities of leaders in the public sector who are embarking on difficult reforms. Assessing the feasibility of reform does not mean giving up, ruling out opportunities to improve the way that staff work and/or are managed simply because they are politically difficult. It helps to have a clear sense of the stakeholders involved and to use standard organizational change techniques, as presented in (Fig 5.4) below.

This figure is based on a more recent experience of Morocco, a country struggling to reform its staffing at the time of the study on which the

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**Political discretion in reform—Benin**

President Soglo, despite sharing the World Bank’s policies as its former Regional Director, could not stick to that ideology as a politician. He received much praise in the 1990s when he was Prime Minister for managing to pay the country’s 47,000 civil servants regularly and even paying some salary arrears as well as convicting some leaders who had been involved in financial scandals.

However, when President Soglo tried to implement fundamental staffing reform with austerity measures, he met with stiff opposition from the unions and Members of Parliament. His situation was made worse by the 1994 massive devaluation of the CFA franc … While the President was stressing “good economics” some of his adversaries were stressing “good socio-political elements”. The defeat of Soglo in the election, which followed in 1996, and subsequent elections would tend to show that the socio-political pressures had leverage on the voters. It would seem that political forces were skeptical about his structural adjustment policies and the transformation envisaged towards the existing system, including the civil service.

One of the messages from the Benin experience is that it is unwise to collapse the issues of political feasibility into a simple formula of “political will”. In other words, President Soglo’s personal commitment to World Bank-style staffing reform was not enough to make the programme survive when the strain on the political system became too great. His vision for reform was not shared by other key stakeholders in the political establishment. Benin in the 1990s was one of those cases where political feasibility rather than political commitment or will was lacking, given the character of the main stakeholder groups whose acquiescence government needed to obtain.

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**Source:** Kaufmann, Daniel and others (2003) ¹⁶
figure is based. It uses the well-known force field analysis technique from the armory of organizational change practices to show the forces that supported and opposed reform in Morocco. Such an analysis may appear mechanical on paper, but in real life, it requires sensitivity, flexibility and judgement.  

Fig (5.4)

Driving and restraining forces in Moroccan reform

![Diagram showing driving and restraining forces in Moroccan reform](source: Adapted from Al-Arkoubi and Mc Court.  

5.4 Leadership commitment is necessary

Staffing reform that will improve government effectiveness requires the commitment of both politicians and senior officials. Even when allowance is made for programmes that were never feasible in the first place, an analysis showing that lack of political commitment was the biggest single explanation for the failure of around 40 per cent of civil service reform projects of the World Bank in the mid-1990s should not be discounted.  

A study of staffing reform in Swaziland has revealed that when a given reform is feasible and the antecedents of reform are adequate, leaders may choose to make a realistic commitment that can be expected to lead to concrete reform. Antecedents of reform in this case are comprised of political
capability (e.g., strong political base and leadership) and administrative
capacity (e.g., united reform team and overall capacity). Reform will be
binding to the extent that it is:

a. Voluntary (not imposed by a donor or other outside agent against
the government’s better judgement).
b. Explicit (clear and straightforward, not hedged with qualifications
or riders).
c. Challenging (it will lead to substantial, not trivial, improvements).
d. Public (leaders have publicized their commitment in the mass
media and in other ways).
e. Irrevocable (leaders have not allowed themselves an easy line of
retreat if conditions become difficult).

For realizing the required commitment the first step is to analyze the
politics of staffing reform: governments can deal only with factors of which
they are aware. Identifying reform stakeholders and conducting a force field
analysis, as outlined above, are two possible methods in this regard. This is
important because the factors that increase commitment are specific to every
situation since they are rooted in the politics of a particular country.

Governments will consequently proceed in ways that make political
sense to them. To take one example, the Swaziland study suggested that the
government needed to distinguish between its fundamental interest in the
continuation of the monarchical political system and its contingent interest in
perpetuating a system of patron-client relations in the allocation of
government jobs. It pointed to the need to restore the independence of the
Civil Service Board, the body responsible for civil service staffing, as an
“irrevocable” step that would demonstrate the Government’s commitment to
reform.

The question of commitment matters only when the programme that a
leader is expected to spearhead is challenging and has powerful opponents so
that the possibility of failure and ignominy is real. No particular vision, for
example, is generally needed to implement an innocuous policy such as a pay
rise for public servants. Even where reform is feasible and where policy-
makers have decided to commit themselves to it, leadership is still needed to
see it through. While countries successful in strengthening public
administration have pursued different reform strategies, they have all had in
common leadership that possessed the capacity to make difficult decisions
and implement them.
The experience of reform furthermore shows that successful leaders are hands-on; leadership can be delegated only up to a point. In Malaysia, for example, Prime Minister Mahathir Mohammed personally chaired all ten meetings of the committee that reformed Malaysia’s civil service pay and introduced performance appraisal with a performance pay element. Ten years later, it was his personal initiative that caused radical amendments to that same appraisal scheme in response to complaints from the civil servants’ trade union about unfair subjectivity in the way that it operated. In the United Kingdom, Prime Minister Thatcher’s well-known staffing reforms in the 1980s were not very different from those of her predecessor, Harold Wilson, in the 1960s. What was different was that she gave them quality, time and followed them through to full implementation.

5.5 The Future of the Civil Service in Sudan

Considering the reform experiences above we can say that the future of the civil service in Sudan will depend primarily on our will to repair what has been damaged, if we really intend to rise up to the challenges of the new millennium and put our country on the right path of progress and modernity. No one can argue against the urgent need to reform the service, even the regime leaders themselves confirmed that reality, for instance, when the vice president once confessed that the civil service lost most of its highly efficient cadres due to the malpractices of the successive national governments including the salvation regime. In order to address decades long of disarray we need to restructure the civil service as a prerequisite to reforming it.

There are several scientific methods that can be followed in the process of restructuring the public sector as well as the civil service, e.g. restructuring through corporatization, deregulation and privatization. The solution to many of the civil service problems was widely seen to lie in reducing controls and delegating authorities by devolving management functions from the top to the bottom; to department levels. Thus the restructuring of the public sector would include initiatives to establish state-owned enterprises, deregulate industries and privatize state assets through correct scientific methods not by means of the faulty practices that we all witnessed during privatization of several government departments and organizations.

The response to the huge financial and human resource challenges facing the country currently is to legislate relevant statutes focused on reform of the HRM regime and leading it to new horizons of incentive-based performance. The driving force behind this must be the conviction that the performance of the public service would benefit more from adopting practices
and incentives similar to those in the private sector. The strategy of delegating authority also can be very useful as there is an argument that departmental heads in particular and, indeed, managers in general would perform more efficiently and effectively if they were given broad authority over the management of their departments and held accountable for producing high-quality results. In addition appointments should be opened in order to recruit more competent people, private sector-oriented, with the aim of injecting into the public service more of the energy and creativity associated with private sector managers.

Considerable emphasis has to be focused on improving leadership as the central feature of effective HRM. It is widely recognized that high-quality leadership is especially important in a devolved managerial environment, placing increased emphasis on improving not only leadership but also workforce planning, e.g. recruitment, retention, succession. In the UK, for instance, most of the major components of its Civil Service Reform program are designed to improve HRM - through stronger leadership, sharper performance management, improved diversity, bringing in and bringing on talent, and a better deal for staff. To achieve this there are four key principles which are:

a. Commitment to investing in people to achieve organizational goals.
b. Planning how the skills of individuals and teams are to be developed to achieve these goals.
c. Action to develop and use necessary skills in a well-defined and continuing program.
d. Evaluation of progress towards goals, value achieved and future needs.  

With the above the benefits claimed for the employer are better business performance, improved employee motivation, reduced staff turnover, and more focused training and development for all employees. The benefits claimed for individuals are more opportunities to innovate, more involvement and commitment, and greater job satisfaction and increased morale.

Thus the civil service that the country needs in this difficult time of its history is one that maintains the ethical values of the public service. Two values deserve special mention here; the first is merit and this has to be followed in all decisions relating to recruitment or promotion avoiding as far as possible patronage, favoritism, etc. The second important value is diversity, i.e. one which provides a workplace that is free from discrimination and which recognizes and utilizes the diversity of the Sudanese community; delivering services fairly, effectively, impartially and courteously.
In order to achieve the standards and values referred to above the reform of the civil service, in our view, should be structural as well as financial, focusing primarily on HRM according to the following:

a. The main actors in the HRM system.
b. The key issues that have challenged and are now challenging the public service, with specific reference to HRM.
c. The strategies used to deal with these issues, e.g., legislative changes, policy changes, etc.

5.5.1 The main actors

The structural reform of the civil service, therefore, must start with the main actors and as we all know the main actors in the field of civil service HRM include:

a. The Ministry of Labor which has the overall responsibility over all the human resources of the country as well as the central personnel agencies.
b. The Public Service Commission.
c. The Establishment Office.
d. The Public Service Recruitment Board (PSRB).
e. The Central Bureau for Administrative Reform.

5.5.2 The key issues

The key issues that we suggest to be included in the reform effort pertaining to the civil service in general and to HRM in particular are the following:

a. Legislating new laws, rules and regulations that are fair enough to protect the public service employees and make them feel safer while carrying out their duties and responsibilities.
b. Ensuring that the personnel systems provide incentives for innovation, collaboration and excellent service delivery.
c. Designing pay systems that reward high-quality performance, innovation and continuous improvement.
d. Training the staff in new ways of working and equipping them with skills to meet the changing demands.
e. Maintaining the common ethos and values that used to distinguish public administration and civil service for a long time.
5.5.3 The strategy

The strategy we suggest to be followed in dealing with the civil service HRM issues mentioned above can be as follows:

a. Stronger leadership with clearer sense to develop a stronger corporate leadership style with a clear sense of direction, purpose and values.
b. Effective performance management with a system of incentives to reward high achievers, individuals and teams, and to tackle poor performers.
c. More open service to bring in talented staff at all levels.
d. Introduce new, non-bureaucratic ways of working to achieve targets with the minimum cost.
e. Ensure that the workplace arrangements for the public service are, as far as possible, resemble those of the private sector.
f. Ensure that organization heads are accountable for the running of their organizations and have the maximum autonomy possible over financial and people management.
g. A realistic approach to planning and setting out measurable targets.

As we already mentioned the process of recruiting new members to the civil service had been marred by inefficiencies, corruption and lack of transparency. There is, no doubt, a need to review the criteria for the type of people required to perform the functions of a correctional act. The most pressing priority, surely, is to focus on the bureaucracy itself, and to try to find ways to improve its capability and performance. Thus the aim here is to think about the factors that make organisations effective, and to use ideas from outside the realm of government itself to generate a reform package for the civil service in Sudan.

Then there should be a rule which enshrines the core values of the civil service, namely the obligation to act with integrity, propriety and impartiality. Here impartiality signifies a requirement for civil servants to be impartial of political party and to give their loyalty and support to ministers from whichever party holds government office. Such a civil service act would provide a platform for the government of the day to maintain the civil service as an effective instrument of the state, fit for the purpose of carrying forward the government’s programs.
5.6 Restructuring the Civil Service

Before undertaking major restructuring aimed at making the public service more responsive to the government's strategic objectives the following must be considered:

a. Explore thoroughly problems of coherence or capability that appear to be driving the call for structural change.
b. Consider fully the non-structural options that might address those problems.
c. Assess proposed changes in the light of the machinery of government principles, national and international experience.
d. Assess the consequences of structural change in terms of the entire public sector.
e. Understand how the new structure would fit into the overall shape of strategically focused public service.

The process of restructuring the civil service in Sudan with the aim of improving its performance and service delivery must start without delay; before it is too late. The first step in this strategy should be restoring its national nature, secondly it must be redesigned on the basis of merit, impartiality, justice, training-oriented, and total discipline. This must be followed by setting the criteria for future recruitment and selection. Modern techniques of job analysis, job description and employee specification must be followed. This will guarantee the integrity of the civil service and the security for its incumbents as the stability of the civil service depends on the time when its incumbents feel secure and protected from interference and threats of politicians, so that services are provided with full integrity.

Along this line a committee must be formed to study the cases of those employees who were employed on political basis case by case in order to reassess and evaluate them based on the established criteria for job analysis, job description, employee specification and the comprehensive evaluation mentioned above. Those who are qualified will be allowed to continue provided there are enough vacancies to accommodate them; the others will either be reinstated in more suitable locations compatible with their qualifications or dismissed on merit grounds. In all cases the principle of merit must be adhered to in their reselection process, whereas the practice of recruitment and selection or dismissal on political grounds should be totally prohibited by the constitution.

The committee will also study the cases of the employees who were purged during the current regime for political reasons. Their case must be
treated in a fair way and justice must prevail. What I perceive in this context is that the committee should be practical in dealing with this case. It is not practical, for instance, to reinstate all those who were purged from day one of the regime; we are speaking here about a period of 18 years. A lot of these employees must have reached their retirement age by now, some could be dead, others have started new careers or left the country altogether. So the right thing to do, as I see it, is to reinstate those who are still within the age limit provided they hold the required qualifications for the vacant posts and there is no objection from their side. As for those employees who either decline this offer for any reason, or passed their retirement age, or left the country or even died in due course, fair and decent options must be provided for them or for their families if they are dead. Here we are speaking about a fair and reasonable compensation, financially and morally, that may ease and soften the humiliation they once encountered for no reason other than that they did not belong to the ruling party. They were punished because they wanted to be professional and impartial in serving their country.

As a matter of fact a presidential decree had already been issued to address this matter and a committee was formed, but since then no news came out regarding the outcome. In Sudan we already have a painstaking experience with such committees as no practical solutions ever come of them, to the extent that people keep mocking about them by saying 'If you want to kill a matter, form a committee for it'. This is in fact normally the tactics followed by the advocates of the incrementalist school of thought followed by the sociologists believing in that methodology of delaying the issues by temporary remedies until they die away by time.

The poor performance of the Sudanese public service, on the other hand, can be explained by the fact that it has no competitors. Absence of the need to compete and thus to improve performance continuously has led to significant departures from all the fundamental principles of sound human resource management. The key to success, first and foremost, is human resource management, i.e. putting superior teams of individuals together, and providing them with the appropriate incentives to do well. The way to do this is to wholeheartedly embrace the notion of creating an ongoing and vigorous competition for all positions within the civil service, and this commitment needs to be supported by a clear set of rules governing that competition, and by provisions for enforcement of those rules bearing in mind that the competition must be fair.

At the same time several initiatives must be implemented in order to ensure that the process of restructuring is fair, transparent and efficient. In this regard the manner in which recruitment and selection is conducted - often
viewed as a mirror of fairness and transparency within departments - becomes paramount. In fact the nature of recruitment and selection in itself makes it susceptible to corruption and malpractices. Thorough procedures are thus necessary to minimize subjectivity. Furthermore, recruitment and selection within the government needs to be under sharp public scrutiny, and any deflections are likely to deter the thrust of clean administration professed by government. This also undermines the morale and effectiveness of the staff.

With the above in mind, the state agencies responsible for human resource management must assume their full responsibilities and regularly called upon to investigate recruitment and selection malpractices. The Public Service is a labor-intensive employer and the quality of its services is directly dependent on the quality and performance of its employees. Viewed from this perspective, recruitment and selection collectively represents one of the most important HR practices. Given the link between good quality recruitment and service delivery, its importance is paramount; however, its importance is often overlooked. As we mentioned before, mistakes made in respect of recruitment and selection require costly and extensive remedial measures at other levels, such as:

a. A greater need for guidance by managers at higher levels to offset junior employees.
b. Inability to function independently.
c. Guidance and work familiarization by supervisors.
d. Extensive training.
e. A heavy burden on other members of staff to ensure goal attainment.

The effectiveness of recruitment and selection is in itself dependent on the quality of human resource planning, proper job descriptions and staffing requirements dictated by transformation and service delivery objectives. If these areas are neglected, this will inevitably spill over into the area of recruitment and selection, setting off an ever-increasing vicious circle.

In essence there is a close link between the operation of human resource management practices and organizational performance. Coherent, integrated human resource techniques lead to increased output, productivity and overall organizational performance as discussed earlier. This, in fact, is closely linked with the notion of recruitment and selection. To be able to recruit and select in a fair, equitable and transparent manner, there must be fundamental principles adhered to by all concerned. In the absence of such principles, the door is left wide open for abuse and all kinds of malpractices. Organizations require assistance to introduce scientific methods and manage
recruitment and selection on a day to day basis. The principles referred to above must be taken into consideration, not only in the day to day management of recruitment and selection, but also in terms of policy development. Some of these principles are prescribed by legislation, while others can be seen as a product of good practice approaches that have been developed over time. These have become part and parcel of recruitment and selection practices. These principles can be summarized as follows:

a. Employment equality must be guaranteed, i.e. every organization must take steps to promote equal opportunity in the workplace by eliminating unfair discrimination in any employment policy or practice. All international legislations prohibit unfair discrimination on grounds of: race, gender, sex, pregnancy, marital status, ethnic or social origin, color, age, disability, religion, political opinion, culture, language, etc.

b. Prospective applicants must be given equal and reasonable access to adequate information on the job and its requirements and on the selection process.

c. Applicants must be considered equally on merit at each stage of the selection process.

d. Selection must be based on relevant criteria applied consistently to all the candidates.

e. Selection techniques must be reliable and guard against bias.

f. Job evaluation has been conducted and approved as far as new posts are concerned.

g. A job description has been developed from the above-mentioned job evaluation addressing the main objectives and inherent requirements of the post (post and person specifications).

h. The job description has been utilized for the proper drafting of an advertisement that has been approved.

i. A selection committee has been appointed to handle the selection of the most suitable candidate, if the selection process is not undertaken by the PSRB.

j. A selection criterion for screening purposes have been identified and applied consistently for the screening of candidates.
k. A selection criterion for short-listing purposes have been identified and applied consistently to shortlist candidates.

l. A selection criterion for the final selection of candidates have been identified beforehand and applied consistently to identify the most suitable candidate or candidates.

m. A nomination for appointing the most suitable candidates has been approved by the executing authority.

n. Unsuccessful candidates are notified timely by means of a letter of regret.

o. Candidates are informed in writing of their appointment as the most suitable for the jobs.

Even with the existence of such principles malpractices can still prevail, so it would be a good idea if there is a provision for some sort of monitoring or auditing for the process of recruitment and selection. Monitoring is a continuous process that is carried out while recruitment and selection is taking place, while auditing can be done after the completion of the work. This arrangement will ensure the following:

a. To ensure that recruitment and selection objectives are met.
b. To ensure that the management of recruitment and selection is sound and that malpractices have been detected.
c. That mismanagement is detected as soon as possible and rooted out before it grows beyond reform.
d. That reliable information is fed into the HRM planning of the organization regarding recruitment and selection.

5.7 The Process of Organizational Reform

Once the desirability of encouraging strong competition for civil service positions is accepted, the first concrete step in civil service reform is to properly document all the different kinds of jobs that need to be undertaken in each part of the bureaucracy. For each position, the skill and experience requirements should be described, i.e. job description. An implication of this is that in the future, the civil service should not simply recruit secondary school and university graduates regardless of their fields of specialization. If a particular job requires an engineer, then an engineer must be recruited to fill
it, accounting jobs will be filled by trained accountants, and so on. Next is to
determine an appropriate salary for each position, based on research into the
private sector labour market directed to discovering the current rates for all
relevant combinations of skills and experience. The end result will be a
complete listing of all positions in each department, together with their
corresponding salary levels or ranges.

The reform would be best achieved if it was put in a situation of a
challenge with the private sector, i.e. in competition with it. This requires, of
course, the system of incentives to be promoted to resemble the one followed
by the private sector. It follows that the most promising path to reform
involves trying to emulate the human resource management practices of
organizations that compete strongly among themselves.

Lessons can be learned from the experience of competitive business
enterprises, but why should we imagine that the public sector has anything to
learn from the private sector? Nearly all firms have competitors, and if they
do not perform as well as these competitors their profits will be low, if not
negative. With the passage of time, the more efficient firms will gain larger
shares of the market, while others will wither and ultimately die. As poorly
performing firms disappear, the resources they would otherwise employ—
labour, capital, land and other natural resources—become available for
reallocation to more efficient firms and industries. In short, the whole process
is strongly geared towards steady improvement in performance over time.

Efficiency and attention to the interests of the general public require
that the government does not pay more than necessary to attract people with
the necessary skills and experience. It also requires that the salaries offered
are in line with what is being offered by the private sector. In other words,
salaries should be differentiated by the type of qualification and by the level
of experience, as distinct from the number of years of service and the level in
the hierarchy. A person who has served for a long time but at relatively low
levels of responsibility should not be paid as much as someone who has
served successfully, perhaps for a shorter time, but at a higher level of
responsibility. This requires rethinking what constitutes ‘fairness’ in salary-
setting in the civil service. I perceive that the only thing that can be called
‘fair’ is a salary structure that matches what is available in the market.
Artificially low salaries will attract only relatively low productivity people, or
they will attract people whose intention is to engage in corrupt activity in
order to achieve at least what they could earn outside the civil service. Thus
by increasing salaries to market levels it will be possible to dispense with the
convenient notion that incumbent civil servants are making big sacrifices and
therefore deserve to be protected in their positions. Nobody will be expected to make any sacrifices, so nobody will have any grounds for claiming unjustified special treatment.

The next step is to compare what is needed with what is already available. Inevitably, the following will be found: a surplus of employees in many positions as a result of a promotion process that treats promotion as a right rather than something to be earned through superior performance, organizational structures that take no account of the number of people actually needed to do each kind of work within the organization, a relatively large number of individuals who have been promoted into particular positions simply because they have the requisite formal qualifications and a sufficient level of seniority, and yet which they are incapable of filling adequately, many other individuals who deserve promotion to higher positions but have been held back by lack of seniority or lack of formal qualifications, and a lack of needed skills and experience in key areas, especially at the higher levels.

The next element of the reform package is to implement a system that is as competitive as possible. Each position must be contestable by anyone. Current civil servants should be able to apply for higher positions regardless of their level of seniority; and recruitment from outside should not be restricted only to new graduates from high schools and other educational institutions, but should be open to older workers whose experience has been gained in the private sector. In short, it is fair if everybody in the society has the right to offer himself or herself for employment in the civil service. By contrast, it is not fair if people already in the service are protected from competition from outsiders who may be prepared to work harder, or who may be more capable.

5.8 Leading organizational change

Dealing in this manner with the current personnel management shortcomings of the bureaucracy is an extremely difficult task, to be sure, but it is not impossible. The process of turning around an underperforming organization very often requires dealing with precisely these kinds of issues. Radical change to any organization requires the appointment of a person at its apex with demonstrated high management and leadership skills; who is given the responsibility for restructuring, along with the autonomy to push ahead relatively free from outside interference to enable him navigate the organization towards achieving its goals.
The next step is for this new leader to establish a team of support professionals capable of putting his or her plan into action. It is axiomatic that the performance of any organization depends on the performance of the individuals that comprise it. Although there will no doubt be other matters of concern, probably nothing will be more important than implementing the steps just outlined, which may be summarized as follows:

a. Determining an appropriate organizational structure and the kinds of people needed to fill it.
b. Establishing a simple and transparent remuneration structure that closely reflects earnings in the labor market in the private sector.
c. Selecting and promoting those who appear to be capable of performing well at levels higher than their current positions.
d. Recruiting individuals from outside if the appropriate people are not available from within.
e. Encouraging the departure of individuals who are surplus to requirements, including those previously promoted to levels beyond their capabilities.

Obviously it is not an easy matter to rid the organization of employees that are not needed, or to change a system in which people are accustomed to think of regular promotions as their entitlement, even though both changes are clearly in the interests of the general public.

5.9 Sustaining high performance

Beyond the initial transition and rationalization of the workforce, it will also be necessary to set up a system for dealing with subsequent personnel movements. Again, this will involve creating an environment in which there is an ongoing, open competition for all positions within the organization. Of fundamental importance here is a set of rules of the game that make that competition fair, combined with mechanisms for enforcing those rules. This is basically about transparency. Positions should be openly advertised; applications should be properly recorded; selections should be determined by small committees rather than by individuals; the reasons for choosing particular applicants and not others should be documented; and unsuccessful applicants should have the right of appeal to a higher authority. The function of the latter in such cases is to review all of the documentation and try to ensure that the only consideration in choosing the successful applicant has been the attempt to get the best person for the job in question.

For applicants coming from outside the civil service it will be necessary for them to demonstrate the adequacy of their qualifications and skills, and to
bring with them references from past employers. Again, all of this will need to be documented. On the other hand, for individuals seeking promotions or lateral movements within the civil service, records will need to be kept of those individuals.

Performance appraisals will require to be undertaken at regular intervals via the individual’s supervisor, and the individual should have the right to see these appraisals and to comment on them and contest them, again by appeal to a higher authority. The objective must be to ensure that individuals’ work is honestly and adequately appraised.

The key points of the argument presented here in relation to civil service reform in Sudan are as follows:

a. The discussion of the process of competition among business enterprises has shown that the poor performance of the bureaucracy can be explained by the fact that it has no competitors. Absence of the need to compete and thus to improve performance continuously has led to significant departures from all the fundamental principles of sound human resource management that we normally see in operation in private enterprises.

b. Overall economic performance depends, to a significant extent, on the economic policies designed by the government and the bureaucracy implementing them. Whether sound policies are chosen, designed and implemented properly, depends, to a significant extent, on the quality of the civil service. As the case with all other organizations, the performance of the civil service depends on the performance of the individuals that comprise it, which, in turn, depends on the incentives they enjoy and on their capabilities relative to the jobs they are required to do. Performance of individuals can be improved—and indeed maximized—if the guiding principle of personnel management is to encourage strong competition for positions within the civil service, thus emulating the practices of successful business enterprises. A commitment to competition needs to be supported by a clear set of rules governing that competition, and by provisions for enforcement of those rules as already mentioned to ensure that the competition is fair.

c. The present system of personnel management within Sudan’s civil service departs significantly from all these basic principles as mentioned before, which explains why its performance is clearly below the standards. All parts of the bureaucracy have a very rigid organizational structure, in which the number of positions at each level in the hierarchy
is fixed by a formula, not by reference to the volume of work required to be carried out at that level. Civil service incumbents face no competition from outside or from below: individuals can only be promoted when positions become vacant as a result of promotion, relocation, retirement, death or incapacitation of the previous incumbent. Competition for vacant positions, if any, is dominated by partiality or seniority which limits the number of individuals eligible to be considered.

d. On the basis of these arguments and observations it is my contention that the key to reform the civil service, and therefore to maximize the contribution of the public sector to Sudan’s development, is to implement vigorous and fair competition for positions within the civil service. This means abandoning for ever the malpractices which dominated it for long decades.

5.10 The Ombudsman

Another method that can help reforming the civil service is the creation of the office of the Ombudsman. The Ombudsman is an official appointed by the parliament in democratic regimes, who investigates various allegations made against the government functionaries by the people. This means that such an office can only exist in a democratic system of government with complete transparency where the organizations of civil society have full access to watch government activities. So we cannot claim to have such an office in Sudan until the democratic rule of the country is restored. This is because the main objective of establishing the office of the Ombudsman is to protect the general citizens from the corruption and self-serving behavior of civil officials. The post of Ombudsman is created to act as an inquiry office on whether the government officials are obeying the laws of the country correctly and properly and whether the citizens are facing any harassment from them. In Sudan this type of function used to be catered for by the 'The Central Bureau for Administrative Reform' but since this bureau was not independent as it was appointed by the government, it failed to play the role of a watchdog against the government.

In the presence of an independent Ombudsman, the negative behavior of civil administration decreases to a great extent. That is because the Ombudsman is a fully independent office accountable only to the parliament. As a result, it can take immediate action on receipt of complaints against any corrupt official of the administration. As I see it this office should be immediately set up in Sudan, because corruption, wayward and indifferent behavior of the administration is increasing day by day. This role of the watchdog was used to be played also by the then independent judiciary but
this is not the case anymore. Now people in the country have no place to go with their complaints and grievances. The level of corruption and absence of independent judiciary are very widely known, to the extent that people see the police and the judiciary as opponents rather than protectors.

5.11 The Bureau of Anti-corruption:

The Sudan is rated among the most corrupt countries in the world as can be seen from the figure below (Fig 5.5); thus a serious plan must be followed in order to tackle this problem. If such bureau is established "Bureau of Anti-corruption", it can be a very useful watchdog agency too, that can help fighting corruption and restore the integrity of the public service. It usually works in countries where the incidence of corruption is very high. This organization will also be created through an act of parliament and remains accountable to it. It must also enjoy complete independence in its functioning. This organization has succeeded significantly in many democratic countries by helping to reduce the level of corruption in the administrative body. Again the Sudan needs to restore the democratic rule for such an office to function and be successful. Like the Ombudsman it also investigates allegations of corruption, works with the public sector for introducing arrangements and procedures for combating corruption and informing the public sector and the society at large about the harmful effects of corruption along with the strategies and benefits of combating it.

If the political process becomes corrupt, then bureaucratic corruption automatically increases as a natural fallout. Development efforts were seriously hampered in Sudan due to the steady rise of corruption in all corners of the bureaucracy and politics. Unless this problem of corruption is properly addressed, things will not improve.

The responsibility of tackling corruption will be mainly vested here on the Bureau of Anti-corruption (BAC) if it is formed. In Sudan there was a court specialized in corruption cases which used to prosecute people accused of financial corruption or embezzlement. But till the present time, no government in the country has instituted corruption cases against people belonging to the ruling party or ordered any inquiry for the purpose. Even if there is an attempt to investigate such cases it was observed that it took an abnormally long time to get approval of the authority and make inquiry about the person charged with any corruption-related offence.
As we mentioned some methods of tackling this problem can be by creating institutions such as the ones mentioned above. Other methods of curbing corruption are suggested by the figure below (Fig 5.6), which can also be a useful tool that helps in this respect.
As it can be seen the creation of anti-corruption watchdog is also suggested here, as for voice and civil liberties I regard it as the most significant one as it requires transparency and an open society; conditions which can exist only in a democratic government. The last column 'Example set by leadership' is the one which we really lack in Sudan. The rest are mainly measures of economical nature which also can be easily achieved.
Ending this discussion about the best methods of affecting fair and rational recruitment and selection practices, we will see now what other people think in terms of the solutions pertaining to the malpractices which had been dominating this process for decades. This is about the disadvantaged, underprivileged and underrepresented areas in Sudan such as the Southern region and Darfur with respect to their level of representation in the civil service as well as the development policies in the region. This debate had been going on for a long time till the violence erupted in Darfur against 'the systematic marginalization of the region' as described by the leaders of this uprising. Thus during the peace talks that started subsequently between the insurgents and the central government, the issue of geographical representation in the civil service was high on the agenda.

5.12 The DPA and the Share in Civil Service

According to the above some argue that along the process of restructuring the civil service a special care must be given to the issue of the geographical representation of all Sudanese states in it. This is because some states are under represented due to the unfair practices of the different regimes, specially Darfur and the Southern regions. The latter has already solved its problem by the Nifasha peace accord which gave it the right of self-determination at the end of the transitional period. As for Darfurians a fair representation at all levels of governmental administration was a fundamental demand put forward by the Darfur Movements in Abuja talks.

In my view it does not make any sense to have quotas for Darfurians or for the inhabitants of any other region in Sudan to be represented rigidly in every single institution; because if the basis of an independent civil service is established on merit, rather than place of origin or other irrational considerations, there won't be any need for such a provision. This is because what happened to the Darfurians applies also to the other areas of the country, especially the southern and the eastern regions. It is not because in the central and northern regions there are more educated people than the others, as argued by some, but because of the partial policies followed by the successive regimes especially in the nineties. The question of education in some disadvantaged regions including Darfur, though, is another issue of irrational policies followed by the successive regimes and it is not relevant to our main theme of discussion in this study.

The Darfur Peace Agreement (DPA) signed in Abuja did include this provision of regional representation, though. This step triggered a number of
complications such as the population size in Darfur and whether the census of 1993 would be valid and applied to the agreement or not. The African Union (AU) mediation team did not propose a definitive or scientific figure for the number of Darfurians. This is left to the national census and according to Paragraph 84 of the agreement, Darfurians must be effectively represented in the Population Census Council, but it accepted a guideline based on the 1993 census. According to that census, the residents of Darfur represented 22% of those counted in Northern Sudan. (The proportion of Darfurians to all Sudanese could not be calculated because it was accepted that the 1993 census did not count all Southerners.) This gives an interim quota for Darfurians of 22% of whatever is provided for Northern Sudan. See Annex (31) of this research for some articles of the DPA. In this annex we included those articles which have relevance to this research; namely Article 11: The National Judicial Organs, Article 12: The National Civil Service, Article 13: Other National Institutions, Article 14: Educational Institutions.

Paragraph 76 sets up a Panel of Experts under the National Civil Service Commission to examine the representation of Darfurians in the civil service and recommend immediate action to remedy imbalances. The terms of reference for the Panel include that it should be guided by the principle of population size. What this means is that, until the census results are known, it will regard 22% of Northern Sudanese representation as a "fair" representation for Darfurians. Similarly, in the current National Assembly there are 300 seats for Northern Sudan. 22% of this is 66 seats: this should be a fair quota for Darfur and so forth.

It is important to remember that "Darfurians" means "residents of Darfur." People of Darfurian origin residing in other parts of Sudan are not included in these quotas, just as they are entitled to vote, or be elected as MPs, in other parts of Sudan quite separate from their Darfurian origin. So the Darfurian quotas should be applied exclusively to residents of Darfur, and people of Darfurian origin residing in other parts of Sudan should still be able to compete fairly and without discrimination along with all other Sudanese. When the Panel of Experts examined Darfurians' representation in the civil service and other institutions, its focus was on both questions: are the residents of Darfur fairly represented? And, are Sudanese of Darfurian ancestry resident in other parts of Sudan fairly represented?

It is also important to take note of the principle of non-discrimination within Darfur. All the negotiators at Abuja took it for granted that all residents of Darfur should be treated equally. This includes people who recently migrated from Chad and who may only recently have acquired Sudanese citizenship. The Movements' negotiators insisted that one reason why the
The principle of equitable representation in the civil service and judiciary is also stated in the DPA. What is left is the mechanism for ensuring that this is delivered for Darfurians. The representation of Darfurians in the constitutional court, national supreme courts, other national courts and the judicial service commission is covered in Paragraph 73. The institution for ensuring a fair representation of Darfurians in the civil service is the National Civil Service Commission (Paragraph 75) and especially a Panel of Experts under that Commission (Paragraph 76). The Panel will determine the representation of Darfurians in all tiers, to investigate and verify imbalances and recommend appropriate measures at all levels, and to report within one year.

It will take some time to ensure that all Sudanese communities, including Darfurians, are fairly represented in the civil service. This is especially the case because a cardinal principle is that all should be qualified, and training new entrants from Darfur and other disadvantaged parts of Sudan may take some time. So the DPA includes an emergency measure for immediate implementation. Paragraph 77 demands that there is a need to set interim targets for the representation of Darfurians in civil service positions including the most senior, such as Under-Secretaries, Ambassadors, Board Members and Chairpersons of corporations.

So as it can be seen the wrong policies led the country to such type of unfavorable agreements, setting a precedent which will have serious repercussions on the future of the country; as every region or every district will rise against the central government demanding a fair representation in this or that organization, or this or that field of administration. The national governments could have saved the country of such complicated situations had they followed impartial policies from the outset. That is by following rational balanced development policies and good governance for the whole country.
5.13 Summary

The discussion of the process of competition among business enterprises has shown that the poor performance of the bureaucracy can be explained by the fact that it has no competitors. Absence of the need to compete and thus to improve performance continuously has led to significant departures from all the fundamental principles of sound human resource management that we see in operation in financially-oriented enterprises.

The key points of the argument presented here in relation to civil service reform in Sudan are as follows. First, economic performance overall depends, to a significant extent, on the economic policies designed by governments and bureaucracies in the countries in question. Whether sound policies are chosen, and then designed and implemented properly, depends, to a significant extent, on the quality of the civil service. As with all other organisations, the performance of the civil service depends on the performance of the individuals that comprise it, which, in turn, depends on the incentives they face and on their capabilities relative to the jobs they are required to do. Performance of individuals can be improved—and indeed maximized—if the guiding principle of personnel management is to encourage strong competition for positions within the civil service, thus emulating the practices of successful professional and business enterprises.

A commitment to competition needs to be supported by a clear set of rules governing that competition, and by provisions for enforcement of those rules: the competition must be fair. Second, the present system of personnel management within Sudan civil service departs significantly from all these basic principles, which explains why its performance is clearly sub-standard. All parts of the bureaucracy have a very rigid organizational structure, in which the number of positions at each level in the hierarchy is fixed by a formula, not by reference to the volume of work required to be carried out at that level.

There is very little by way of job classification in the civil service except for a few highly specialized professions such as medicine, which means that there is little matching of professional skills and qualifications to the tasks to be carried out. Civil service incumbents face no competition from outside. The only competition is among (not from) new secondary and college graduates for entry-level positions. Civil service incumbents face no competition from below: individuals can only be promoted when positions
become vacant because of promotion, relocation, retirement, death or incapacitation of the previous incumbent.

Competition for vacant positions is limited not only by the ban on recruitment from outside the civil service but also by obstacles to moving around different parts of the civil service, and by the imposition of seniority (length of service) requirements to limit the number of individuals eligible to be considered. To this extent there is no competition for positions, the rules of the game are weak and poorly enforced, such that it is common for people to seek promotions by ingratiating themselves with their superior officers and by bribing officials that have the authority to make the appointments in question.

On the basis of these arguments and observations it is my contention that the key to reform of the civil service, and therefore to maximizing the contribution of the public sector to Sudan's development, is to implement vigorous and fair competition for positions within the civil service.

This is true for the present time, as sooner or later a competition of different type will emerge, i.e. a competition of electronic nature. Just as machines and robots, when they appeared, represented a big threat to manual work in factories, we expect even greater threat when the electronic government is implemented in Sudan as the case with many countries. In this case so many activities in civil service are conducted through the electronic devices, e.g. payment of bills, visa services, payroll, accounting, banking, auditing, statistics, security services, traffic services, etc.
1 Hammarskjold, Dag, former Secretary-General, United Nations, New York, 1960.
3 Ibid. p 25.
4 Ibid. p 25.
5 Ibid. p 26.
6 Ibid. p 28.
7 Ibid. p 28.
8 Ibid. p 30.
9 Ibid. p 31.
10 Ibid. p 27.
11 Ibid. p 31
12 Ibid. p 32.
13 Ibid. p 33.
16 Ibid. p 8.
18 Ibid. p 62.
20 UN Public Sector Report, 2001. (opcit) p 33
21 Ibid. p 35.
Chapter Six

Conclusion and Recommendations

Conclusion

6.1 Evolution of Human Resource Management (HRM)

In the preceding chapters our discussion led us to the fact that people are the assets on which competitive advantage is built, whether in the public or private sector, whether in the corporate world or in the world of education. In the words of the latest theory on human resource management, people are an inimitable asset. People and their skills is the one thing that competitor organisations cannot imitate. So human resource management and the practices associated with it have become accepted by managers in all forms of organisations as one of the most important strategic levers to ensure continuing organization success.

The traditional emphasis of what used to be called “personnel management” was on the regulation of the management of people in organisations. This regulatory role was reinforced by increasing government regulation of employment conditions through legislation concerned with the conduct of industrial relations, employment rights, health and safety and other employment conditions. In many organisations today, this older notion of personnel administration still holds sway with its emphasis on rules and regulation.

The evolution of HRM has gone through a number of stages until it reached the existing shape. These stages are:

- Scientific management.
- Administrative management.
- Behavioral or human relations management.
- Human resource management.

Frederick Taylor, known as the Father of Scientific Management, was a pioneer in this field as he published in 1911 his book, Principles of Scientific Management, in which he proposed work methods designed to increase worker productivity. Thus Taylorism is an early form of human resource management. It embodies the controlling role of managers who need to have full access to information held by workers on the best methods of carrying out
their tasks and it advocates a major emphasis on the selection of the right person for the job, proper training to enable workers to gain the skills they require and good rates of pay to offset the boredom of working in a fragmented and high performance work environment.

From its employee welfare roots, “personnel management” spread within the USA and later into Europe and an increasing number of issues concerned with the management of people in the organisations came to find a home in the personnel departments of the mid-20 century. By the 1960s, the notion of personnel management had become well-established with a number of clear areas of responsibility attached to it including:

- Selection and recruitment
- Training and development
- Pay and conditions
- Industrial relations
- Employee welfare
- Occupational health and safety.

But in the final quarter of the 20th century, a different concept of human resource management began to gain ground. At the heart of the new approach was the belief that the management of people gives organisations competitive advantage. This leads to a number of distinct differences between human resource management and personnel management, e.g. human resource management is firmly embedded in business strategy. Secondly, unlike the personnel manager, the human resource manager is part of the top level strategic team in the organisations and human resource management plays a key role in the achievement of business success. Thirdly, the shaping of organizational culture is one of the major levers by which effective human resource management can achieve its objectives of a committed workforce. Thus, human resource management is concerned not only with the formal processes of the management of people but also with all the ways in which the organizational culture is established, re-enforced and transmitted.

Although the roots of human resource management might be relatively clear historically, the term itself and the meaning of human resource management has been the subject of fierce debate amongst practitioners, academics and commentators since its emergence in the early 1990s. Some have simply substituted the term human resource management for personnel management and claimed that everything has remained the same. In some cases, this can be seen in the migration of job titles that took place in the last
decade as the title of human resource manager has replaced that of personnel manager.

Others have argued that human resource management represents a fundamentally new way of managing people at work that goes well beyond the old functional notion of personnel management and emphasizes the creation of a culture in the workplace that harnesses the commitment of individuals to the organization. Yet others, exasperated with the endless definitional debate that seems to surround human resource management, have argued that it is simply an illusion, behind which we may see many techniques and practices in operation but which is essentially determined by the observer. However, the notion of employee commitment is one which appears to be integral to many of the models and theories of human resource management that have appeared.

Some of the key elements of the modern human resource management, though, may include:

- Much more careful recruitment and selection.
- High level of training and staff development.
- Better communications between staff and management.
- Extensive use of teamwork.
- Introduction of performance management.
- Encouragement of employee suggestions and innovation.

In more recent years, attention has switched from what practices constitute human resource management to the broader impact of human resource management and its relationship to the strategy of the organisations. All the research evidence now strongly suggests that human resource management has a very positive impact on organizational performance. A key element in effective human resource management is its alignment with the strategy of the organization.

### 6.2 The civil service

Our discussion in chapter three showed how the Sudan civil service evolved. Sudan, like the other British colonies, inherited the British system of administration which was run by a body of government employees known as 'civil service'. In it the majority of the British employees used to hold the most senior posts leaving the lower-rank positions to other expatriates, with the Sudanese employees, if any, coming in the lowest ranks, on the assumption
that there was a lack of educated Sudanese to qualify for those high-ranking posts.

This situation changed after the 'Milner Commission Report' of 1921, which advocated the increased use of natives in the administrative establishment in view of the vast extent of the country and the varied character of its inhabitants and also due to a pervious recommendation made by Lord Cromer. Along this line a new system of administration was introduced known as the 'native administration', whereby the native elite including tribal chiefs (Shekhs, Nazirs, and Omdas) were recognized and permitted to exercise a wide range of powers under statutory regulations and close supervision of British provincial authorities.

Then the colonial rulers started to recruit the Sudanese in the posts of Sub-mamours and mamours until the time of the great shift known as the 'Sudanization', whereby the colonials agreed to hand over the administration to the nationals within the period of the self-determination which was specified by three years. The 'Sudanization' scheme was very impressive as it resulted in a very competent civil service in the dawn of independence, even though the shift was sudden and there was a lot of confusion and fumbling in the early days of self-rule.

We have also seen how the Sudan civil service had witnessed a continuous deterioration after a few years of independence due to the malpractices of the different national governments. Though the role of the civil service during the colonial era was limited to the maintenance of law and order and had very little to do with the complex socioeconomic development issues, nevertheless, it was highly-reputed and a good model of public service that can serve as a basis on which to build. The main cause of the deterioration, as mentioned, was the successive military coups which rendered the public service to an unaccountable, corrupt and politicized body.

It was clear from the outset that the colonial mentality prevailed during the period succeeding the independence, and was mainly responsible for delays in decision making, bureaucratic complexities and rigid centralization. Negative practices started to appear in appointments, promotions, training and salary/benefits in the administrative set-up. Several decades have elapsed since the country achieved independence, nonetheless, the civil service maintained a steady deterioration ever since. One of the main reasons for this deterioration was the absence of a democratic system during the military regimes, as the country was mostly ruled by the military, thus there was no strict enforcement of accountability, as the accountable administration is one of the main attributes of democratic governance.
Excessive political influence was observed in the public service. The administrative officials relied on political parties for promoting their own interests. Many people outside the public administration were also involved in corruption - individually or collectively. For example, smuggling, tax evasion, profiteering, fraud in selling/buying lands, under or over-invoicing, etc. We are not saying that such crimes are peculiar to developing countries like Sudan, as they are also found in developed countries, but the difference is that, these criminals are punished in developed countries when caught while here, it is easy to get away with them due to the political influence of the individual.

Thus the existing civil service system is a weak and highly politicized lacking the basic capacities and training requirements. Because the public service uses public funds that need to be protected, it needs to be free from any kind of politicization and distortion. It also needs to rely on competent and skilled staff that has clean hands in dealing with the public funds. There is no single issue of greater importance to the Sudan than building strong institutions and reforming the civil service for transparent, responsible and effective governance. It is clear that there is an absence of appropriate laws and regulations under which the civil service functions; insufficient resources; weak budgeting and planning processes; weak institutional structure, and lack of human resources capacity.

Another reason for the deterioration of the public service was attributed to the successive military regimes which did a great harm to its efficiency and integrity due to the massive unlawful dismissals of thousands of Sudan’s most qualified civil servants, judges, army and police officers, and other professionals. The absence of this significant manpower from the public service was a major factor that had a negative impact for decades.

6.3 Recruitment and selection

In order for any organization to meet its objectives, it must ensure that it attracts people who are right for the kinds of jobs that are available. The mere belief that the organization is corrupt in its recruitment and selection criteria makes it a worthwhile effort to put in place highly skilled people based on merit.

Recruitment and selection, as known, is a process consisting of different phases, which follow onto one another and are also interdependent. The phases consist of activities for which certain role-players should take responsibility and which should be executed within certain time-frames.
It is therefore important that the various role-players involved should not only grasp the bigger picture, but should also understand the complexities of the various parts of the process and the role they themselves have to play therein.

In this regard the manner in which recruitment and selection is conducted - often viewed as a mirror of fairness and transparency within the organisations - becomes paramount. The nature of recruitment and selection in itself makes it susceptible to corruption and malpractices. Thorough procedures are thus necessary to minimize subjectivity and increase objectivity instead.

Furthermore, recruitment and selection within the government tends to be under sharp public scrutiny, and any suspicions are likely to counter the assumption of clean administration professed by governments. This also undermines the morale and effectiveness of staff. With this in mind, and that the public service commission has been regularly called upon to investigate recruitment and selection malpractices, the stated rules and regulations must be adhered to as they provide good guidelines for the correct procedures of recruitment and selection. These rules and regulations represent the norms and standards that must be applied in recruitment and selection, as they also represent values and principles underlying this process. These should be taken into account when developing a departmental policy in the process of recruitment and selection. The departmental policy, on the other hand, should state clearly the purpose of the department’s human resource employment policy to ensure an integrated approach that facilitates maximum flexibility to attract, recruit, appoint and retain high caliber employees. The policy must also direct the department on the procedures governing the recruitment process which must be followed in order to ensure consistency, fairness and equity in various aspects of recruitment

It is also important to emphasize that for service delivery to improve and for administrative development to be taken forward, our appointments, at all levels of public service, need to be above reproach. It is only when we select the most competent persons available, that we will be able to provide the leadership and skills required to advance our administration.

In the preceding chapters we have also seen how the process of selecting new members for the national civil service or for the various government corporations had been marred by inefficiencies, corruption and lack of transparency. In all management areas investigated, recruitment and selection processes were characterized by corruption, maladministration, nepotism, favoritism, partiality and non-adherence to the established rules and regulations of recruitment and selection. The common feature in these
malpractices is the manipulation of the processes by senior officials in the organizations in pursuit of a general policy followed by the different regimes throughout the history of the Sudan.

The Public Service is a labor-intensive employer and the quality of its services is directly dependent on the quality and performance of its employees. Viewed from this perspective, recruitment and selection collectively represents one of the most important HR practices. Given the link between good quality recruitment and service delivery, its importance is paramount. However, its importance is often overlooked.

It was noted that many officials in leadership or managerial positions are incompetent and unskilled and require training in managerial skills to alleviate the enormous problems facing the country. This means that inexperienced, unqualified and incompetent officials were appointed as heads of organizations. Once these officials were appointed, they were not given any training in the managerial skills so as to empower and equip them for more effective and efficient service delivery. The appointment of staff was influenced by political affiliations, i.e. political allegiance, not professional competence, was the major criterion for appointing personnel to major positions. The selection and recruitment procedures were not well publicized although recruitment procedures and advertisements were meant for all of those people who were targeted for the particular jobs. Information was not widely disseminated and people had to rely on hearsay or a friend within the organization.

Political appointments were not limited to certain areas of administration but extended to include various fields such as diplomacy, defence, public safety and security in such a way that the whole public service had been totally politicised. Although the rationale behind the creation of the Public Service Recruitment Board (PSRB) was to eliminate favoritism and other malpractices, the board was mostly neglected as most of the recruitment and selection activities were carried out directly by the ministry or the organization concerned. As a matter of fact even the PSRB was targeted with some suspicions of committing malpractices of its own, in deviation from adherence to the basis of merit in recruitment and selection; after all it is part of the system.
6.4 Civil service reform

The best reform for the civil service in Sudan would be to protect it from interference by politicians, make the incumbents feel safe while conducting their daily duties and responsibilities, make sure that rules and regulations are adhered to and most important is to understand the role and functions of the civil service from all; that it is a national and an independent body that serves the public and implement the policies of whichever government is in power.

There must be a commitment from all to avoid putting the civil service in situations similar to those previously experienced. That is to say avoid purging the service and ridding it of its skilled members under any circumstances.

The reform will not be genuine without a decent solution for the longstanding problem of those purged during the nineties. By decent solution we do not mean to reinstate all of them as that is impractical, but a fair compensation for those who could not be reemployed for reasons of age. Then a reasonable treatment for cases that can solved by reemployment and so forth.

Reforming the current civil service will not happen overnight. It is a delicate and lengthy process that requires strong commitment and relentless efforts. There must be a strong will to affect this reform and face all the challenges expected to be encountered in such circumstances. There must be a clear commitment from all concerned in order to help establishing efficient, responsible and transparent government institutions that are competent, representative, and accessible to all with no negative practices which may impede its development and efficiency.

Reforming the civil service also requires an urgent plan for restructuring it in the first place. There is a need to examine the current situation of the civil service and to identify ways of moving towards a comprehensive reform. The process of restructuring the civil service in Sudan with the aim of improving its performance and service delivery must start without delay; before it is too late. The first step in this strategy should be restoring its national nature, secondly it must be redesigned on the basis of merit, impartiality, justice, training-oriented, and total discipline. This must be followed by setting the criteria for future recruitment and selection. Modern techniques of job analysis, job description and employee specification must be followed. This will guarantee the integrity of the civil service and the security for its incumbents as the stability of the civil service depends on the time when its incumbents feel secure and protected from interference and
threats of politicians, so that services are provided with full integrity. We should stress the need for setting appropriate boundaries between the political and administrative spheres, and reforming the civil service to improve the standards of governance. In other words we emphasize the fact that there is a need to thoroughly uphold the “principle of separation” between politics and administration.

As mentioned in the preceding chapters a civil service that is riddled with party politics loses its integrity and impartiality and its permanency of status is seriously undermined. Obviously, if there is a change of power, or even a shift in power within the same party, then a purge would have to be carried out in the service to eliminate all those who were supporters of the party or the faction which has lost power. Moreover, the public is bound to lose confidence in the integrity and impartiality of the service since it would be assumed that the service would always pursue party political interests and disregards the interests of those who might be known to be politically apposed to the ruling party. Merit and qualifications would cease to be the criteria for appointments and promotions and political zeal would open the doors to high office. Such a state of affairs is inefficient, too, since trained manpower is not used effectively for what the people would best do, but rather because they are zealous members of the party in power. Thus officers would tend to look to political action for advancing their careers rather than to their own ability and proper evaluation of their experience.

In our view, the spoils system is a very dangerous approach to adopt, as it leads to a fragile form of civil service and will never provide the conditions it requires to perform its duties. The result will, most probably be a complete break down of the system of administration. Public servants will be preoccupied with political campaigns neglecting their duties and responsibilities, as the case now with many government offices while the personal interests precede that of the public or even the interests of the state.

The poor performance of the Sudanese public service can also be explained by the fact that it has no competitors. Absence of the need to compete and thus to improve performance continuously has led to significant departures from all the fundamental principles of sound human resource management. The key to success, first and foremost, is human resource management, i.e. putting superior teams of individuals together, and providing them with the appropriate incentives to do well. The way to do this is to embrace the notion of creating an ongoing and vigorous competition for all positions within the civil service, and this commitment needs to be supported by a clear set of rules governing that competition, and by
provisions for enforcement of those rules bearing in mind that the competition must be fair.

The reform would also be best achieved if it was put in a situation of a challenge with the private sector, i.e. in competition with it. This requires, of course, the system of incentives to be promoted to resemble the one followed by the private sector. It follows that the most promising path to reform involves trying to emulate the human resource management practices of organizations that compete strongly among themselves.

Thus an important element of the reform package is to implement a system that is as competitive as possible. Each position must be contestable by anyone. All civil servants should be able to apply for higher positions regardless of their level of seniority; and recruitment from outside should not be restricted only to new graduates, but should be open to older workers whose experience has been gained in the private sector.

Performance appraisals will require to be undertaken at regular intervals via the individual’s supervisor, and the individual should have the right to see these appraisals and to comment on them and contest them, again by appeal to a higher authority. The objective must be to ensure that individuals’ work is honestly and adequately appraised. The performance appraisal process should provide employees with constructive comments that enable them to develop professionally and make improvements in performance.

In order to build an effective merit system in the public service an effort must be made to promote employee recruitment and retention, adequately reward conscientious performance of normal duties and responsibilities, and provide incentives that encourage distinguished, innovative and creative achievements to meet unusual challenges and opportunities when they arise. A performance-based merit system should foster cooperation among staff, should reward individuals for collaborative efforts and should generate wide support and general satisfaction on the organization.

A performance-based merit system should breed the type, quantity, and quality of performance that contributes to the achievement of the organizational missions and goals. This system needs to establish a clear connection between employee performance and reward. Meritorious performance should be rewarded in tangible ways. The organization must clearly identify the normal expectations and performance standards that are expected of all staff. Through this process, indicators must be identified for
performances that fall below standard expectations for merit as well as for those types of achievements that surpass the unit's standard expectations.

Both the performance-based merit system and the performance appraisal process will be reviewed annually and recommendations for modification as appropriate will be made.

A Civil Service Act should be enacted that should enshrine the core values of the civil service, namely the obligation to act with integrity, propriety and impartiality. And here impartiality signifies a requirement for civil servants to be impartial of political party and to give their loyalty and support to Ministers from whichever party holds government office.

The Civil Service Act must provide a platform for the government of the day to maintain the civil service as an effective instrument of the state, fit for the purpose of carrying forward the government’s programme.

Along this line modern human resources management must be implemented in public service management; human resources planning; adherence to rules and procedures; recruitment, placement and promotion; competencies and continuous training; performance appraisal; career development; conditions of service; contractual arrangements; and administration of justice and fairness. The civil service we aim to create is:

- A Civil Service respected as much for its ability to deliver as for its policy skills.
- A Civil Service which is able to develop long-term plans and make sure they work.
- A Civil Service that is valued by the public not only for the services it delivers, but also for its values of:
  - Integrity and trust.
  - Impartiality and readiness to serve all citizens and governments.
  - Recruitment and advancement on merit.
  - A make-up that reflects the society it serves.

These tools are also helpful in the reform process:

- Civil servants being recruited from various backgrounds, at different career stages, given better development opportunities, under more rigorous performance management, with senior postings normally limited to four years, and with progress being dependent on meeting skills and experience requirements at key ‘career gateways’.
• Professionalism becoming a defining characteristic for policy makers and operational staff as much as for specialists, supported by a principle of developing skills and experience around revived ‘career anchors’.
• Departments leading public service delivery on the basis of well developed strategies to deliver clear outcomes, supported by much better corporate functions in financial management, HR, IT etc.
• Efficiency must be the centre for everything to make sure that departments to do what they ought to do promptly and accurately.

As a part of the reform process we empathize that a modern civil service act must be enacted and it should enshrine the core values of the civil service, namely the obligation to act with integrity, propriety and impartiality. And here impartiality signifies a requirement for civil servants to be impartial of political party and to give their loyalty and support to ministers from whichever party holds government office.

Also as a part of good governance and anti-corruption strategy the following guidelines may also be useful:
• Meritocracy within institutions, transparency, external accountability, enforcement of rules and regulations.
• Leadership example from the top level of responsibility to the bottom.
• Collective action, participation, teamwork and consensus.
6.5 Recommendations

6.5.1 Pre selection criteria

There are several weaknesses that are normally connected with the recruitment process; e.g. lack of planning, lack of measuring criteria, etc. To combat these weaknesses the following are useful tools that can help in this direction:

- Get creative - consider filling the gap with an interim appointment; these interims being tasked with helping to fill the permanent position in the future if they prove competent enough.
- Don’t necessarily appoint like-for-like - when a new vacancy arises, look at it afresh. Understand fully what the person is required to do before briefing the recruiter.
- Don’t be obsessed by cultural fit - it is also important that the person has the necessary skills to successfully undertake the role. Being closed-minded around culture can be obstructive to true judgment and blind you to competency assessment.
- Get the head of the organization involved - he should be consulted to become more involved in the recruitment process and even consider dropping down a level to support new appointments as the case mentioned earlier with the Malaysian Prime Minister.
- Make sure you are both making the right decision 'the recruiter and the applicant' - let potential appointees take a good look at your organization to ensure the fit will work for both parties.
- Advertisements, whether internal or external (this includes all media, leaflets, posters and other aids, visual or non visual) must not indicate or appear to indicate an intention to unjustifiably discriminate on grounds previously mentioned.
- Advertising should not be confined unjustifiably to those areas or publications which would exclude or disproportionately reduce the number of applicants of a particular minority, community, gender, marital status, sexual identity, religious belief, political opinion, colour, race, and nationality, ethnic or national origin.

After that the following steps can be followed as a matter of routine:

- Recruitment committees must be formed and they must be directed to give careful and detailed consideration to all qualified applicants
regardless of race, religious beliefs, colour, sex, physical disability, marital status, age, ancestry or place of origin.

- Recruitment committees, when interviewing candidates for a vacant staff position, may not request information of religious beliefs, political affiliations, tribe, family or marital status, age, ancestry or place of origin or physical disability which could lead to discriminatory action.
- The evaluation of applicants must be based on objective job-related criteria and should not extend to other irrelevant areas.
- Selection should be based solely on merit and no other relevant consideration, i.e. only qualified, meritorious and honest people should be appointed.
- Those who are involved in the selection process should be trained in interviewing on selection methods and techniques.
- Every applicant should have an equal opportunity of getting the job.
- The selection panel should be familiar with the rules and regulations in addition to the guidelines and procedures of the process.
- Candidates who have not been successful should be notified in writing within a reasonable time.
- Successful candidates should also be informed about their new appointments in a reasonable time.
- Those who are interviewing should have knowledge of the job requirements.
- The HR management must review its recruitment and selection procedures.
- Managers, supervisors, a representative from the Personnel department and an outside agency should conduct the interview sessions as appropriate.
- A standard questionnaire should be formulated based on those requirements that are necessary for the job performance.
- Each candidate should be weighed against others using an attribute scale, which is accordingly marked.
- The advertising of posts, setting out the criteria, short-listing and interviewing of candidates should be agreed upon by all members of the committee.
- Appointments to all posts in the public service should be made through open competition in order to make the civil service an efficient body able to lead the country's development.

During the interviewing process the following directions are helpful:
The choice of interview questions and the manner in which they are asked determine the quality of the information elicited from candidates.

In advance of the interview itself, it is important that the Selection Board agrees on the areas and sequencing of the questions. This will ensure that all the relevant selection criteria are covered and that the questions are presented in a logical sequence that avoids confusion for both the Board and the candidates.

To ensure fairness and consistency, the same areas of competence should be explored with all candidates. This will also provide the basis for an objective approach to evaluating the comparative merits of the candidates at a later stage.

Where necessary, the Board may ask supplementary questions to ensure that specific areas of a candidate’s application are explored in full.

Questions should be phrased in a manner best suited to obtaining the information sought.

Open questions are used to introduce a topic or to initiate a general discussion on an issue.

Probing questions can be used to explore a specific subject more closely.

Closed questions generally elicit ‘yes’ or ‘no’ answers but can be useful to confirm particular details.

Leading questions which prompt a desired or expected answer and Multiple questions inviting answers to a number of separate points should be avoided.

As far as possible it is important to avoid confusing the candidate by the use of jargon or specialized terminology which is not relevant to the job.

Questions that could be construed as indicating an intention to discriminate on any of the grounds should not be asked.

6.5.2 Post-selection Phase/Placement and Induction

Once an applicant has been offered a post, an induction process must begin. This is where the newly appointed employees are introduced to procedures, policies and advice so that they can get acquainted with the organization. At this stage, it would be important to find out if the employee would need any training or wishes to undergo a development programme in order to enhance his or her capabilities to perform in the future. The following tools are useful in this respect:
• Devise a comprehensive induction programme – which is a key attribute to joining and integrating into the organization. The first six months is a crucial period when new people make their minds up about the organization they have joined.
• Measurement - consider a standard whereby you can look at the cost of recruitment over a period of time and measure whether, or not, it has been successful. Every other aspect of corporate life is closely assessed; recruitment should also be offering a solid return on investment.
• It would be useful to audit the recruitment practices in the public service in order to ensure that the public appointments are based on merit and subject them to independent scrutiny.
• Organizations must make sure that all of their employees are aware of the requirements and standards of ethical conduct and acquaint them with the ethical obligations of public service. They must also understand that ethical principles should be above personal gains.
• Terms and conditions on which the government of the day can maintain and use the civil service to formulate and implement its programme must be clearly set.
• A salary system should be designed to promote internal salary equity as well as external salary equity based upon salary comparisons among individuals in similar positions from similar organizations or departments. Organizations and departments should monitor and ensure that employee salaries continue to be commensurate with individual employee's skills, abilities, and experience.
• The public administration will have to be made dynamic and time befitting, so that people get desired results from it. Merit - rather than seniority - should be made the prime criteria for promotions and provision of other facilities.
• Accountability of government servants must be ensured. The state governments should be made stronger and the administration should be decentralized.
• A mechanism for strict enforcement of accountability should be put in place for heads of different departments in order to make them fully responsible for their assignments at the local and federal levels of the public administration.
• The responsibilities as stipulated in the constitution should be devolved to the state governments. Different segments of the population including women and disadvantaged should be adequately represented at local levels.
• Computer technology should be widely introduced in public administration to assist in efforts for ensuring transparency and accountability as well as enhancing the production and efficiency.
• Discrimination-free policies should be adopted for salary, promotion and training of all categories of government servants.
• Effective measures should be taken to take stock of the wealth of government servants before and after their retirement through the Bureau of Anti-corruption or some other neutral entities.
• Honest and qualified civil servants should be assigned responsibilities in the different projects of the country.
• To reduce wastage of state resources and time, the administration should be barred from repeatedly or routinely changing decisions on a particular subject.
• Arrangements should be made for a session of self-criticism each month for all heads of units from the bottom to the top of administration hierarchy where the responsible official would present his case. During these review sessions, everybody would be praised for their good deeds and criticized for their bad ones.
• The scope of the reform and anti-corruption entities should not be confined to mere submission of recommendations; it should also have some role in implementation of those recommendations and follow them up till they are implemented.
• The Bureau of Anti-corruption should be given such powers as to enable it to give decisions on whether a corruption case involving a political appointee should be referred to a court or should be sent for departmental action.
• The efficiency of the officials of Anti-corruption Bureau, if created, should be raised and its appointment procedure should be made transparent.
• Transparency can play a role in establishing anti-corruption watchdog bodies with the involvement of general citizens. Besides, seminars, workshops, etc. can be arranged to inculcate anti-corruption values among the younger generation.
• Coordination in the workings of different government departments should be strengthened.
• The service conditions in public administration should be made more attractive and salary and benefits should be enhanced.
6.5.3 Promotions/Remuneration

Once a member begins his or her permanent job, the next phase is that of promotion; whereby chances of pay increases and merit grade increases leading to a move up the organizational ladder with new duties and responsibilities. The merit system in the organization ought to be based on seniority as well as performance and not on seniority alone. The following tools will be useful in dealing with promotion and development:

- Instead of granting it to everybody in government service, pension facilities should be given only to those officials who serve the government with honesty, competence and efficiency.
- Those officials who are convicted of any wrong doing or in an ethical crime connected with his / her job should not be promoted as a matter of routine. Strict rules and regulations should set to tackle such incidents.
- Supervisors must keep a close watch over their subordinates in order to assess them realistically. No favoritism whatsoever should be present here, as it leads to future consequences.
- Fair policies of promotion must be set and followed. No discrimination of any type should be practiced in this respect.
- Any grievances regarding promotion must be dealt with promptly and efficiently to avoid any accumulation of complaints.
- Organization heads must arrange for periodic meetings with subordinates to acquaint themselves with the problems before they escalate.
- Remunerations should be given on fair and logical criteria. No discrimination of any sort will be allowed in this respect, because it affects the personnel morale.
- A sound system of payment should be designed and followed to reduce any irregularities in this important matter.
- Any financial transactions should be subject to scrutiny and audit by an independent auditor. This will assure the personnel that the resources are not wasted in corruption practices.
- The audit results mentioned should be displayed prominently for everybody to see. This will ensure management by example which has a very positive impact on morale and production.
- Any financial irregularities must be dealt with swiftly and the accounts adjusted. All concerned, including the employees, must be notified of the results.
• Nobody should be favored by any payment unless there is a justification for this which should be known to all.
• Modern methods of payments must be introduced; as some organizations still follow the old system of pay roll whereby a pay officer hand over everybody his payment. Nowadays the IT facilities have made this practice more efficient and accurate, i.e. payment through the banks or automatic teller machine (ATM).
• The ethical culture must be promoted among the employees; especially the issue of misuse of resources and how it can be avoided.
• All incentives must be on equal basis and according to an established system known to everybody.
• Any privileges should be equally given to all those deserving that right and must not be on selective basis.
• Transparency at all times should be an established policy for the organization.
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The Questionnaire

A questionnaire for a sample of employees in the public sector and government corporations

The aim of this questionnaire is to gather information for a Ph.D. research in HRM. On the one hand it helps in gaining statistical data pertaining to this very important element of the country's development, and on the other hand it highlights the shortcomings in order to address them. This will lead ultimately to the promotion and development of the country's human resources in the face of the challenges lying ahead represented by the big number of ambitious development projects of the petroleum era in Sudan. These challenges, beyond any doubt, need human resources of high calibre capable of dealing with a world dominated by a new era of political, economic, social and cultural globalization.

All the information gathered herein is solely for academic purposes, and we are hereby committed to use it accordingly in addition to our commitment to maintain its classified nature and refrain to use it for any other purpose.

1. Dept./Corporation: Govt. ..................  Semi Govt. ..................  Other ..................  
2. Scale:  Senior ..................  Medium  ..................  Other ..................  
3. Date of Appoint.  1990-99 .............  Before  ..................  After ..................  
4. Age:  25-34 ..................  35-44  ..................  Above 45 ..................  
5. Specialty:  Job wise ..................  Different  ..................  Somewhat  ..................  
6. Qualification:  Post grad .............  Graduate  ..................  Secondary  ..................  
7. Appoint. Method  PSRB .............  Internal  ..................  Special  ..................  
8. Experience:  Nil ..................  Below 10 years .............  Above 10 years .............  
10. Incentive:  125-300 .............  301-600 .............  Above 600 ..................  
11. Other privileges:  Available .............  Nil ..................  Sometimes  ..................  
12. Incentive System:  Fair .............  Unfair  ..................  Somewhat  ..................  
13. Training available:  Yes .............  No .............  Insufficient  ..................  
14. Training Type:  Efficient .............  No impact .............  Weak impact .............  
15. Admin efficiency:  High .............  Average .............  Weak  ..................  
16. Selection system:  Good .............  Not good .............  Somewhat  ..................  

Annex 1
17. Career scalar: Normal …………… By Law …………………. Against Law ………

18. Subordinates: One …………… Two ……………………. Above two ………

19. Work relations: Lawful…………… Unlawful …………Violated ………

20. Admin decisions: By rules ………. Against rules ……….Personal ………

Any additional comment: ………………………………………………………………………
…………………………………………………………………………………………………………
………………………………………………………………………………………………………

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The Informal Interview

The aim of interview is to gather information for a PhD degree in personnel (HRM). On the one hand it helps to gain statistical data about this important element of development and on the other hand it helps to enhance the positive aspects and the weak points to address them. The ultimate aim of this is to upgrade the human resources of the country in the face of the challenges represented by the ambitious development projects the country is witnessing now after the export of oil. These challenges, no doubt, need highly competent human resources capable of dealing with a world dominated by new trends of globalization with socioeconomic, political and cultural dimensions.

All the information gathered herein is solely for academic purposes, and we are hereby committed to use it accordingly in addition to our commitment to maintain its classified nature and refrain to use it for any other purpose.

1. Dept / Corporation? .................................................................
2. Post? ......................................................................................
3. Date of appointment? ..............................................................
4. How have you been selected for this posy? ................................
5. What is the role of this organization? ........................................
6. Is it able to fully play this role? ............................................... 
7. System of appointment followed? ...........................................
8. Subunits and the extent of control over them? ............................
9. Is the budget used to achieve the organization targets? ................
10. When was the last time the organization was an audited? .........
11. What are the main problems faced? ........................................
12. What are the main achievements? ...........................................
13. What are the main future plans? ..............................................
14. Any additional comment? .....................................................
## Annex (3)

### Statistics Summary (1)

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<th>Work relation</th>
<th>Administration decisions</th>
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<td>2.13</td>
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### Institution / Department

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### Institution / Department

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<th>Frequency</th>
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<tr>
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<tr>
<td>Semi Government</td>
<td>52</td>
</tr>
<tr>
<td>Other</td>
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<table>
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<th>Frequency</th>
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<tr>
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179
Annex (5)

### Post Level

<table>
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<tr>
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<td>24.7</td>
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<td>100.0</td>
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<tr>
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<td></td>
<td></td>
</tr>
</tbody>
</table>

### Level post

![Bar chart showing frequency distribution of Level post]

- **Senior**: Frequency = 50, Percent = 33.3%
- **median**: Frequency = 150, Percent = 100%
- **Other**: Frequency = 20, Percent = 6.7%
### Date of nomination

<table>
<thead>
<tr>
<th></th>
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<th>Cumulative Percent</th>
</tr>
</thead>
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<tr>
<td>Valid within ninety before</td>
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<td>32.3</td>
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<td>21.8</td>
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<td>.7</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total</td>
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<td>100.0</td>
<td></td>
<td></td>
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</table>

![Bar chart showing frequency of date of nomination](image)

**Note:**
- Frequency within ninety before after date of nomination
- Total frequency is 300
### Age

<table>
<thead>
<tr>
<th>Age</th>
<th>Frequency</th>
<th>Percent</th>
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<th>Cumulative Percent</th>
</tr>
</thead>
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<td>25-35</td>
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<td>51.0</td>
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<td>36-45</td>
<td>118</td>
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<td>39.6</td>
<td>90.6</td>
</tr>
<tr>
<td>46-60</td>
<td>28</td>
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<td>9.4</td>
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<td>99.3</td>
<td>100.0</td>
<td></td>
</tr>
</tbody>
</table>

#### Frequency Distribution

- **25-35**: 152
- **36-45**: 118
- **46-60**: 28
- **Total**: 300

#### Age Distribution

- **25-35**: 150
- **36-45**: 100
- **46-60**: 50
## Statistics summary (2)

<table>
<thead>
<tr>
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<th>experiences</th>
<th>method selection</th>
<th>Number of Employees</th>
<th>Monthly salary</th>
<th>Monthly incentive</th>
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<td>1.74</td>
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### Academic Qualification

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### Academic qualification

- **graduate**
- **Post graduate**
- **other**

---

183
<table>
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<td>50.0</td>
</tr>
<tr>
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<td>100.0</td>
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<td>100.0</td>
<td></td>
</tr>
<tr>
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<td>1.3</td>
<td></td>
<td></td>
</tr>
<tr>
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<tr>
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<td>---------------</td>
<td>--------------------</td>
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method selection

- PSRC
- Internal
- special
- Missing
## Number of Employees

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<th>Cumulative Percent</th>
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<td>40.6</td>
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<td>1.7</td>
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<td>Total</td>
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<td>100.0</td>
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</tr>
</tbody>
</table>

### Number of Employees

- **big**: The largest category, representing approximately 39% of the total employees.
- **small**: A significant category, comprising roughly 25% of the employees.
- **median**: Standing at about 29.7%.
- **4**: A minor category, making up 1.7%.
- **Missing**: The smallest category, accounting for 4% of the total employees.

The pie chart visually represents this distribution, with different colors for each category.
Annex (12)

<table>
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<th>Frequency</th>
<th>Percent</th>
<th>Valid Percent</th>
<th>Cumulative Percent</th>
</tr>
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<td>56.7</td>
<td>56.9</td>
<td>56.9</td>
</tr>
<tr>
<td>median big</td>
<td>121</td>
<td>40.3</td>
<td>40.5</td>
<td>97.3</td>
</tr>
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<td>99.7</td>
<td>100.0</td>
<td></td>
</tr>
<tr>
<td>Median</td>
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<td>2.7</td>
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<td></td>
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<tr>
<td>Total</td>
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<td></td>
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</tbody>
</table>

Monthly salary

- Small: 56.7%
- Median: 40.3%
- Big: 2.7%
- Missing: 0.3%
### Monthly Incentive

<table>
<thead>
<tr>
<th></th>
<th>Frequency</th>
<th>Percent</th>
<th>Valid Percent</th>
<th>Cumulative Percent</th>
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</thead>
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<td></td>
<td></td>
</tr>
<tr>
<td>small</td>
<td>169</td>
<td>56.3%</td>
<td>62.6%</td>
<td>62.6%</td>
</tr>
<tr>
<td>median</td>
<td>65</td>
<td>21.7%</td>
<td>24.1%</td>
<td>86.7%</td>
</tr>
<tr>
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<td>2</td>
<td>.7%</td>
<td>.7%</td>
<td>87.4%</td>
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<td>non</td>
<td>34</td>
<td>11.3%</td>
<td>12.6%</td>
<td>100.0%</td>
</tr>
<tr>
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<td>270</td>
<td>90.0%</td>
<td>100.0%</td>
<td></td>
</tr>
<tr>
<td>Missing</td>
<td>30</td>
<td>10.0%</td>
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<tr>
<td>Total</td>
<td>300</td>
<td>100.0%</td>
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</tbody>
</table>

#### Monthly Incentive Distribution

- **Small**: 169 (56.3%)
- **Median**: 65 (21.7%)
- **Big**: 2 (0.7%)
- **Non**: 34 (11.3%)
- **Total**: 270 (90.0%)
- **Missing System**: 30 (10.0%)
Annex (14)

Statistics Summary (3) - Other Concessions

<table>
<thead>
<tr>
<th></th>
<th>Other concessions</th>
<th>Specialization</th>
<th>System of nomination</th>
<th>Postal grade</th>
<th>System of Incentives</th>
<th>Work relation</th>
<th>Administration decisions</th>
</tr>
</thead>
<tbody>
<tr>
<td>N Valid</td>
<td>296</td>
<td>297</td>
<td>296</td>
<td>292</td>
<td>271</td>
<td>280</td>
<td>286</td>
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<tr>
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<td>4</td>
<td>3</td>
<td>4</td>
<td>8</td>
<td>29</td>
<td>20</td>
<td>14</td>
</tr>
<tr>
<td>Mean</td>
<td>2.08</td>
<td>1.64</td>
<td>2.11</td>
<td>1.76</td>
<td>2.12</td>
<td>1.24</td>
<td>1.20</td>
</tr>
</tbody>
</table>

| Valid available        | Frequency 57 | Percent 19.0 | Valid Percent 19.3 | Cumulative Percent 19.3 |
| nil                    | Frequency 157 | Percent 52.3 | Valid Percent 53.0 | Cumulative Percent 72.3 |
| sometimes              | Frequency 82  | Percent 27.3 | Valid Percent 27.7 | Cumulative Percent 100.0 |
| Total                  | Frequency 296 | Percent 98.7 | Valid Percent 100.0 | Cumulative Percent 100.0 |

Missing System 4 1.3 Total 300 100.0

Other concessions

- Frequency
- Percent
- Valid Percent
- Cumulative Percent

Mean = 2.08
Std. Dev. = 0.681
N = 296
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<th>Frequency</th>
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<td>58.9</td>
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<tr>
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<td>18.3</td>
<td>18.5</td>
<td>77.4</td>
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<td>22.2</td>
<td>99.7</td>
</tr>
<tr>
<td>4</td>
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<td>.3</td>
<td>100.0</td>
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<tr>
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</tr>
<tr>
<td>Total</td>
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</table>

Mean = 1.64
Std. Dev. = 0.835
N = 297
### System of nomination

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<th>Cumulative Percent</th>
</tr>
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<td></td>
<td>bad</td>
<td>84</td>
<td>28.0</td>
<td>28.4</td>
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**Mean = 2.11**  
**Std. Dev. = 0.841**  
**N = 296**
### Postal grade

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- **Mean** = 1.76
- **Std. Dev.** = 0.806
- **N** = 292
### System of Incentives

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Mean = 2.12  
Std. Dev. = 0.766  
N = 271
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**Work relation**

- Mean = 1.24
- Std. Dev. = 0.436
- N = 280
## Administrative decisions

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<td></td>
<td></td>
</tr>
</tbody>
</table>

**Mean** = 1.2  
**Std. Dev.** = 0.398  
**N** = 286
A sample of Job Description

School of Social Sciences

Job Description for the Post of Senior Clerical Assistant (Ref HS01/1)

1. **General details**
   
   Job Title: Senior Clerical Assistant  
   Location: School of Humanities and Social Sciences  
   Normal work base: Western Campus  
   Salary: Scale 2 / 3 LS 9,050 – LS 11,150 per annum

2. **Job Purpose**

   To provide secretarial and clerical support for the Administrative Manager. To support the Administrative and Planning Officers in data entry work for finance and timetabling activities. To assist the Administrative Management in maintaining records.

3. **Relationships**

   Responsible to: The Administrative Officer (Financial Management and Planning)

4. **Main Duties and Responsibilities**

   • To act in a secretarial and clerical capacity to the Administrative Manager through the maintenance of appointment diaries, arranging meetings and scheduling room bookings and arranging any hospitality as required.  
   • To open, sort and distribute mail to appropriate staff within the School.  
   • To undertake word processing of correspondence, reports, minutes, school documentation, funding applications and external bids sometimes, confidential in nature, as required.  
   • To receive and deal with internal and external enquiries in both person and by telephone, taking accurate messages as necessary and to receive visitors as required.  
   • To maintain effective filing, bring-forward and recording systems for a range of manual and computer-based systems/databases, providing reports as and when required  
   • To assist in financial processing and recording of budget information and to provide basic processing cover for the Administrative Management.  
   • To assist in data entry activities, dealing with general queries and the printing/production of the School timetables and to provide basic cover for the Administrative Officer during periods of absence.  
   • To employ a range of IT skills (e.g. spreadsheets, word processing, e-mail and database maintenance) in order to manage records and to progress workloads effectively.  
   • To provide clerical support for a range of committees, panels, boards and working parties in compliance with School service standards and guidelines. Duties to include the assistance in the preparation and distribution of agendas and papers, making appropriate hospitality arrangements, distribution of minutes/action notes following committee/meetings and assisting the Secretariat in clerical duties concerning committee/meeting business.  
   • To undertake any other general duties in support of the School as requested and directed by the Business Manager.
5. **Person Sought**

- You should have proven clerical and secretarial experience
- You should be proficient in the use of office software packages such as Microsoft Word and Excel combined with experience in the use of databases. Ideally, you will possess an excellent knowledge in word processing.
- You should possess a range of personal strengths including initiative, flexibility and the ability to grasp issues quickly
- Excellent planning and organising ability and attention to detail will be essential.
- You should have excellent communication and interpersonal skills combined with a customer focus and experience in handling a wide range of queries.
- You should be a good team player with an enthusiastic approach and preferably, have experience of providing secretarial support to a senior manager
# A Sample of Person Specification

**Employee Specification/Interviewee Assessment Form**

**Candidate:**

**Date:**

**School/Service:**

**Post Title:**

**Grade:**

## Essential/Desirable Factors for the Post

<table>
<thead>
<tr>
<th>Essential/Desirable Factors for the Post</th>
<th>Assessment of Candidate (please tick)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>EX = Exceptional GD = Good AV = Average UN = Unacceptable</td>
</tr>
<tr>
<td>Give details below of requirements:</td>
<td></td>
</tr>
<tr>
<td></td>
<td>[EX] [GD] [AV] [UN] Reasons/Notes</td>
</tr>
</tbody>
</table>

**Education**

\[E\] \[D\]

**Work Experience**

\[E\] \[D\]

**Specific skills, aptitudes/knowledge**

\[E\] \[D\]

**Personal Qualities**

\[E\] \[D\]

**Communication skills**

\[E\] \[D\]

**Overall Assessment/General Comment**

**Completed by** -------------------------------

198
Content of the advertisement

The content of a job advertisement must be designed to appeal to the particular 'market' in an attempt to attract as many applicants as possible. It must be informative enough to prompt enquiry and must represent the job in a positive and interesting way.

Although there are no hard and fast rules about the sort of factual information job advertisements should include, there are a number of basic items that should be considered. One approach, which might be helpful, is to consider an advert as containing five parts.

- Job location.
- Job description.
- Person required (using the employee specification).
- Highlighting the benefits offered.
- Detailing the method of application, telephone contact etc and closing date.

The prominence each is given depends on the circumstances including individual preference and, of course, cost.

Content should include:

**Heading** – usually the job title, but other eye-catching headings are sometimes effective. The job title should be meaningful to the desired target population. Salary range should be stated explicitly, it is not necessary to include grade.

**The Job** – it stands to reason that what is said about the job itself depends on the extent to which its title can be assumed to be self-explanatory.

**Essential points** - concerning conditions of employment or qualifications should be mentioned here to avoid wasting the time of unsuitable or ineligible candidates.

- Temporary/permanent/hours.
- Minimum qualifications.
- Experience.
- Particular skills needed.
- Location.

Depending on the job, it might also be a good idea to mention things such as:

- Reason for the appointment (new job etc).
- Any special expectations.
- Responsibility for and/or to others.
- Main duties.
- Points likely to appeal.
The Screening Process

Source: adopted from 'Public Service Commission - A Toolkit On Recruitment & Selection', Pretoria, South Africa
The screening form:

Fill in the post particulars (A) and the closing date for applications (C), make a copy for each applicant who needs to be screened and complete for each applicant.

**Screening of the following applicant:**
Surname: ................................................. Initials: ........................................

**Screening is normally limited to complying with:**
- the closing date for applications
- present conditions as far as the submission of documentation is concerned
- minimum appointment requirements as specified in section 10 of the PSA, 1994
- minimum advertised requirements in terms of competencies

### A. POST PARTICULARS

<table>
<thead>
<tr>
<th>Component</th>
<th>Post designation</th>
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<tbody>
<tr>
<td></td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Post level</th>
<th>Post No</th>
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</thead>
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<table>
<thead>
<tr>
<th>Advertisement No</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
</tr>
</tbody>
</table>

### B. PERSONAL PARTICULARS OF APPLICANT

<table>
<thead>
<tr>
<th>Date of birth</th>
<th>Field of expertise</th>
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</thead>
<tbody>
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<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Citizenship</th>
<th>Qualifications</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
</tr>
</tbody>
</table>

| Skills | |
|--------||
|        | |

### C. GENERAL REQUIREMENTS

**Closing date for applications:**

<table>
<thead>
<tr>
<th>.../.../20...</th>
</tr>
</thead>
</table>

- Received on or before closing date: Yes [ ] No [ ]

**Completion of application form:**

- Legible: Yes [ ] No [ ]
- Completed: Yes [ ] No [ ]
- Signed: Yes [ ] No [ ]
- Dated: Yes [ ] No [ ]

**CV:**

- Attached: Yes [ ] No [ ]
- Legible: Yes [ ] No [ ]
- Sufficiently detailed: Yes [ ] No [ ]

### D. POST & PERSON REQUIREMENTS

1. **Appointment requirements:**
   - (in terms of the PSA, 1994, as amended)
   - Does the applicant meet the age requirement? Yes [ ] No [ ]
   - Does the applicant meet the citizenship requirement? Yes [ ] No [ ]
   - Does the applicant meet the health requirements as prescribed? Yes [ ] No [ ]
   - Does the applicant meet the health requirements as prescribed? Yes [ ] No [ ]

2. **Qualifications required:**
   - Does the applicant meet the qualification requirements as advertised? Yes [ ] No [ ]

3. **Operational knowledge required:**
   - Does the applicant meet the operational knowledge requirements as advertised? Yes [ ] No [ ]

4. **Skills/expertise required:**
   - Does the applicant meet the skills/expertise requirements as advertised? Yes [ ] No [ ]

5. **Experience/exposure required:**
   - Does the applicant meet the experience/exposure requirements as advertised? Yes [ ] No [ ]

6. **Representativeness required:**
   - Does the applicant meet representativeness requirements? Yes [ ] No [ ]

### E. OUTCOME OF SCREENING PROCESS

- Applicant successfully screened? Yes [ ] No [ ]
- Summary of reasons for an unsuccessful screening of applicant: ..........................................................

<table>
<thead>
<tr>
<th>Name of screener</th>
<th>Rank</th>
<th>Date</th>
</tr>
</thead>
<tbody>
<tr>
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</tr>
</tbody>
</table>

- If screening is unsuccessful, a letter of regret must be forwarded to the applicant and a copy of the letter, together with the outcome of the screening process, copy of the advertisement, application form, certificates and CV must be put on record
- If screening is successful, short-listing should commence

Source: adopted from 'Public Service Commission- A Toolkit On Recruitment & Selection', Pretoria, South Africa
The Process of Short Listing:

- Apply short-listing criteria & shortlist successful candidates
  - Line management
  - Assisted by HR Component & overseen by Selection Committee

- Letters of regret
  - Line management
  - Assisted by HR Component

- Obtain approval for shortlist & commence with final selection
  - Selection Committee
  - Assisted by HR Component

- Non-short-listed candidates put on record
  - Line management
  - Assisted by HR Component

Source: adopted from 'Public Service Commission - A Toolkit On Recruitment & Selection', Pretoria, South Africa
Short list Record

Consider each of the candidates against the factors set out in the person specification and note whether or not they meet the criteria listed and whether or not they should be short listed.

<table>
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<tr>
<th>Candidates</th>
<th>Qualifications</th>
<th>Skills</th>
<th>Experience</th>
<th>Other Factors</th>
<th>Comments</th>
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</table>
The Selection Interview

Under normal circumstances the appropriate members are selected for the committee which will be responsible for ensuring proper interview arrangements in liaison with the department concerned. Before interviews actually take place certain administrative arrangements have to be made; the following checklist covers the main steps after the shortlist has been agreed:

- Determine panel membership
- Decide the date(s) for the interviews and agree these dates with the staff involved. Inform Personnel Services and agree their input.
- Design a selection process including events outside the formal interview, such as meetings with staff, presentations, visits, tests etc and allowing for some flexibility.
- Decide how much time is needed for each interview and how long the gap between interviews should be.
- Check which rooms are available for the interview process on those dates and that the rooms will be free from interruption.
- Advise Personnel Department of the short listed candidates well in advance giving details of when and where the interviews will be held, and, in general terms what form they will take including any tests to be given. Allow for candidates’ convenience in terms of distance and travelling time.
- Personnel Department will write to short listed candidates and will provide information on expenses, overnight accommodation, recruitment incentives where necessary or appropriate.
- Ensure that reception points know who is coming, when and why – and what to do when candidates arrive.
- Decide on any materials or extra help needed for the selection process (e.g. tour of the department, testing where appropriate). Arrange this help.
- Personnel Department will see that everyone involved in the interview has copies of the application forms, job description, employee specification and interviewee assessment form etc, allowing time for their study.
- On the day see that furniture is correctly set out and that paperwork is at hand.
- Arrange to meet with other members of the interview panel at least 15 minutes before the start of the interviews, to discuss interview format and timing and as appropriate, the applications themselves and any issues the panel wishes to raise in respect of references received.

Interview Tips

- Each interview must be controlled in such a way that its objectives are met within the time allowed.
• Ensure there are no unnecessary barriers to communication (e.g. a large table between interviewers and interviewee or candidates looking directly into the sun)

• Decide the sequence of questions by the panel members.

• Go out and meet the candidate; welcome warmly and show a friendly attitude.

• Break the ice with a general question or comment (the weather; the journey; impressions of the location; parking etc)

• Once the interviewee is at ease take the initiative to introduce the panel and briefly indicate the proposed pattern of the interview.

Questioning Skills

• Try and avoid asking questions that only elicit ‘yes’ or ‘no’ answers. Remember, how a question is asked is just as important, or can be more important, than its substance.

Consider using:

- open questions – what, how, where, when etc.
- reflective – reflecting back what has been said to encourage further expansion.
- probing – following up specific points.
- closed – to clarify facts.
- hypothetical situations – to measure attitudes, thinking processes etc.
- summarising – checking you have received the correct message.

Avoid using:

- multiple questions – these confuse and lead to incomplete answers.
- leading questions.
- commenting on candidates answers unless the objective is to stimulate further discussion.

• Do not let the candidate ‘ramble’; be polite, but firm, but ensure that your questions have really been answered before you move on.

• At the end of the interview invite the candidate to add anything they consider relevant which has not come out in the interview.

• Ask if they have any remaining questions.

• Close the interview by indicating the decision process ‘waiting time’, thanking the candidates and seeing them out courteously. Due consideration should be given to the fact that some delays are unavoidable, although the successful candidate should be notified as quickly as possible, ‘second choices’ may need to be retained on file pending the medical check or any other sort of clearance of the first choice. Any candidates who clearly are not appointable should be notified without delay.

• Complete the interviewee assessment forms before interviewing the next candidate.
The Final Selection Phase:

The Final Selection and Action

When all the interviews have been completed, the interviewee assessments can be compared and the candidate with the highest grade that closely matches the employee specification should normally be the successful applicant. However, care should be taken to avoid feeling ‘obliged’ to make an appointment. In some cases a further shortlist or re-advertisement may be the most appropriate action.

• Be systematic – do not reply on subjective feelings.

• Analyse the information now received against the person specification of the post using the interviewee assessment form. This information should be used to assist your choice, not to make your choice.

• The weighting of particular criteria needs careful consideration, as also do the characteristics or abilities that are extra to the minimum specification.

• Judgements should be rational, explicable and uninfluenced by irrelevancies or prejudice.

• Decide on how many candidates could be offered the post and place in priority order. You must inform the first priority candidate of the result either directly, by telephone or in writing. Always arrange to confirm verbal or telephone offers through a notification in writing. It may be useful to indicate to other candidates if they may be offered the post.

• All candidates must be informed of the outcomes as quickly as possible, ideally not later than one week after. Particular care should be taken to ensure that proper support is given to encourage failed candidates and continue the good employer ethos.

• Replies to written requests by unsuccessful candidates for information about the reasons for their failure must be administered centrally be Personnel Dept, who will be responsible for consulting the chairman of the interview panel and other members as appropriate.

• Chairman to inform Personnel Dept of the person to be appointed and the salary proposed on the approved interview report form.

• The chairman is responsible for collecting and retaining in confidence for at least 9 months papers and notes of members of the interview panel. Personnel Dept will retain the original application forms and the completed interview assessment forms for a minimum of 6 months.
ARTICLE 10

THE NATIONAL JUDICIAL ORGANS

73. Darfurians shall be adequately represented in the Constitutional Court, the National Supreme Court and other National Courts, as well as in the National Judicial Service Commission, by competent and qualified lawyers.

ARTICLE 11

THE NATIONAL CIVIL SERVICE (NCS)

74. The Parties agree that the National Civil Service (NCS), notably at the senior and middle levels, shall be representative of the people of the Sudan.

75. The Parties further agree to establish a National Civil Service Commission through which, among other things, the imbalances in the NCS shall be redressed. In order to create a sense of national unity and belonging, Darfurians shall be fairly represented in the National Civil Service Commission.

76. For the long term, following the signing of this Agreement, a Panel of Experts shall be established under the National Civil Service Commission to determine the level of representation of Darfurians in the NCS across all tiers. Competent and qualified Darfurians nominated by the Movements, shall be appointed to serve on the Panel.

(a) The Panel shall identify any area of imbalances that have undermined the representation of Darfurians in the NCS and make practical and action-oriented recommendations towards addressing such imbalances and discrepancies in the NCS.

(b) To determine the issue of imbalances and recommend appropriate measures to ensure fair representation for Darfurians in the service, the Panel shall be guided in its work by the following:

(i) Population size based on the 1993 Census;

(ii) Affirmative action on recruitment, training and promotion, including measures to promote gender balance;

(iii) Precedents in the Comprehensive Peace Agreement (CPA).

(c) The Panel shall complete its work and submit its Report not later than one year after the signing of this Agreement, following which the GoS shall take remedial action within a period of three months from the date the Panel submits its report.
77. In the short term, while awaiting the outcome of the determination by the Panel, the government of Sudan (GoS) shall ensure that the following tasks are carried out:

(a) Establish and achieve interim targets for Darfuri participation especially at the middle and upper levels of the NCS, including but not limited to Under-Secretaries, Ambassadors, Board Members and Chairpersons of parastatals, so as to address the concerns that Darfurians are under-represented at some levels. These targets, which shall be reviewed after the submission of the Report of the Panel of Experts, shall be based on the same criteria as in paragraph 76(b). Taking into account the need for the Movements to be represented within the NCS, some of these positions shall be reserved exclusively for nominees of the Sudan Liberation Movement/Army (SLM/A) and Justice and Equality Movement (JEM).

(b) Reserve certain posts in the NCS exclusively for qualified women, particularly those from the less developed areas such as Darfur.

(c) Formulate policies and take affirmative action on training and recruitment into the NCS Darfurians who qualify, taking into account the criteria elaborated in paragraph 76(b) above, with the objective of ensuring equitable representation in the National Service and to redress past imbalances.

(d) Review, after the first three years, the progress made in implementing the formulated policies and setting new goals and targets as may be deemed necessary after taking into account the result of the Census.

78. Special measures shall be taken to ensure the participation of women in the civil service.

ARTICLE 12

ARMED FORCES, LAW ENFORCEMENT AGENCIES AND NATIONAL SECURITY

79. The Sudan Armed Forces (SAF) shall be regular, professional and non-partisan. Darfurians shall be fairly represented at all levels therein, including in senior command positions, in accordance with Chapter 3 of this Agreement.

80. Qualified former combatants from the Movements shall be integrated into the Sudanese armed forces, law enforcement agencies and security services, in accordance with Chapter 3 of this Agreement.

81. The GoS shall take appropriate measures to rectify any imbalances that may exist in the representation of Darfurians at senior levels of the Sudan Armed Forces in general and in the intake into the Military Academies in particular.

82. The Police, Customs, Immigration and Border Guards, the Prisons and Wildlife Services shall be open to all Sudanese including in particular Darfurians and nominees of the Movements, to reflect the diversity of the Sudanese society.
83. The National Security Service shall be representative of the people of the Sudan. Darfurians shall be fairly represented at all levels therein.

ARTICLE 13
OTHER NATIONAL INSTITUTIONS AND COMMISSIONS

84. Darfurians, including members of the SLM/A and JEM, shall be adequately represented in all institutions and Commissions provided for in the Constitution, the law and this Agreement, taking into account the requirements of qualification and competence, including in particular the National Constitutional Review Commission, National Elections Commission, Population Census Council and the Technical ad hoc Border Committee to demarcate precisely the 1 January 1956 North/South borderline.

ARTICLE 14
EDUCATIONAL INSTITUTIONS

85. Darfurians shall be fairly represented in the Management and Governing Councils of Public Universities and other educational institutions of higher learning in the National Capital and in Darfur, taking into account the requirements of qualification and competence.

86. The Parties agree on the need to address as a matter of priority the problems associated with the declining quality of education and lack of admission opportunities for Darfurians at the Primary, Intermediate, Secondary and University levels. Affirmative action shall be taken to promote the educational interests of the disadvantaged Darfurians through among others:

   (a) Flexibility in application of the eligibility criteria for admission into Universities and other educational institutions of higher learning in the Sudan; and

   (b) Exemption from the payment of school fees for new students of Darfurian origin at all levels, for a period of five years.

87. In drawing up and implementing its national plans for investment in educational institutions and provision of grants, scholarships and training, the GoS shall give priority to redressing the imbalances in access to primary, intermediate, secondary and university education in Darfur, with the aim of bringing Darfur to parity in national levels of educational enrolment and achievement at all levels.

88. Subject to compliance with admission requirements, not less than 15% of the annual intake of public universities and other institutions of higher learning in the National Capital, and not less than 50% in the case of such universities and institutions located in Darfur, shall be reserved for students from Darfur for a minimum period of ten years. Nothing herein is intended to limit other programmes designed to benefit Darfurian students.