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PUBLIC ADMINISTRATION OF HUMAN DISPLACEMENT IN SUDAN

How the internally displaced persons can be managed and
their role in management of their problems?

Master's Thesis in
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CONTENTS

	page
LIST OF FIGURES AND TABLES	2
ABSTRACT	5
1. INTRODUCTION	7
1.1. Background and early research	7
1.2. Statement of the problems	9
1.3. Objective of the study	12
1.4. Hypothesis of the study	14
1.5. Justification of the statement	19
1.6. Methodology	21
1.7. Limitation	22
2. LITERATURE REVIEW	23
2.1. Introduction	23
2.2. The administrative problems of human displacement in Sudan	23
2.3. Who can protect the displaced persons right and how?	28
2.4. Internationalization of internal displaced persons problems	29
2.5. Organization and activities of internal displaced persons in development programmers	32
2.6. The role of a state to provide economic and social welfare	35
2.7. Decision-making theory and policy-making	36
2.8. The behavior of the individual groups	41
2.9 Appointment of internally displaced persons on equality basis	43
3. A FRAMEWORK OF ANALYSIS FOR HOW THE DISPLACED PEOPLE CAN BE MANAGED, AND THEIR ROLE IN MANAGEMENT OF THEIR PROBLEMS?	45
3.1. Introduction	45
3.2. The administrative problems of IDPs in Sudan	46

3.3. The conflict situation	47
3.4. Internal displaced persons definition	48
3.5. A refugee definition	49
3.6. When does refugee's status end?	50
3.7. The occurrence of disaster	52
3.8. A model and framework for analysis	52
3.9. Management and solution for internal displaced persons situation	57
3.10. How to overcome poverty?	58
3.11. Organization and participation of displaced persons	59
4. PROJECT ANALYSIS	61
4.1. Introduction	61
4.2. The IDPs who are members in the internal displaced peoples training and promotional society	61
4.3. The role of displaced people in solving their problems	63
4.4. The successful displaced person's business management	66
4.5. Internal displaced person's education as a key for successful management	68
5. CONCLUSIONS AND RECOMMENDATIONS	72
5.1. Conclusions	72
5.2. Recommendations	87
BILIOGRAPHY	90
LIST OF FIGURES AND TABLES	
Figure 1. Conflict and management of IDPs and refugeesim: A framework of analysis	55
Figure 2. Organizational chart: Direct supervision of IDPs participation at work	62
Figure 3. The displaced persons empowerment cycle	68

Table 1. Grouping of IDPs who are members at the displaced persons training and promotional society according to their regions in Sudan	64
Table 2. Successful types of activities in the internal displaced people's training and promotional society	66
Table 3. Standard of IDPs educational level according to the internal displaced peoples training and promotional society	69
Table 4. The total number of school children aged six to fifteen years, whom their parents are members at the IDPs training and promotional society	70

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ABSTRACT:

Displacement of people has existed even before the creation of states, especially due to natural disasters. After formation of states, public administrative policies created conflicts, and it became the major source of displacing people from their homes of origin. Conflict always forces people out of their permanent homes or places and countries. The aim of this study is to find out, how can displaced people be administrated? What is the role of IDPs in managing themselves? As such, the protection of displaced persons needs better public administrative political and strategic management plan. Public administrative policies are those policies which necessitate government action. Internal displacement could cause not only internal instability but could go across borders and upset external and regional stability, this calls for international and inter-governmental assistance in support of national efforts.

This study examines the role of displaced people in nation building, and what is needed for them to be efficient, effective and active in carrying out their duties like other non-displaced citizens. The source of conflict is usually due to lack of good administration and management policies. In any state, citizens need effective protection, as such; the public office should create a relationship of trust and duty. This requires all authority to influence and motivate its citizens in carrying out their duties, with the same absolute conformity to moral standards, to the spirit of the constitution and law, and to the common interests of the people, which may be insisted upon in the use of public money or any other common property of the people. Even if it is difficult to put the law, rules of duty in practical form, its application should be without discrimination.

It is luck of these, which resulted into the north- south Sudan conflict which broke out upon the departure of the colonial administration in 1956, is by far the most devastating and longest running of conflict in Sudan. Broadly speaking, the north is led by Arab muslims, with cultural, economic, political and historical ties to other Arab states, and the south by black Africans, predominantly Christian, with ties to other African states. The result is a Sudan of two tiers on departure of the colonial administration. The economical and political north and the isolated, underdeveloped South went into conflict even before independence in 1955. Forced displacement in the various regions of Sudan has mainly resulted directly or indirectly from fighting between government troops and their allied local militias on the one hand and various insurgent groups on the other. This conflict pattern has been further complicated by governments or rebel groups in neighbouring countries back-ing the different warring parties within Sudan. Despite the scale of Sudan's displacement crisis, no systematic mechanisms to monitor population movements have been set up in the country and most figures are based on estimates and projections. In January 2005 the two parties signed the Comprehensive Peace Agreement (CPA) which marked the official end of the conflict, but has yet to lead to sustainable peace or a durable solution for the millions of forcedly displaced people.

KEYWORDS: administration and management, governance, internally displaced persons, evaluation, united nations, state, development integration, migration, refugees and Sudan

1. INTRODUCTION

1.1. Background and early research

Displacement of people in Sudan has been a recurrent problem even before the colonial ruler. This, coupled with a better understanding of the severe plight endured by the millions affected, has resulted in growing concern within the public administrative policies and the international community. This concern is amply justified, all too often, internally displaced persons (IDPs) suffer extreme deprivation that threatens their very survival, and they are all too often exposed to considerable danger during their flight, while they are displaced, and even upon their return or resettlement. The death toll among IDPs often reaches extreme proportions, particularly among physically weaker persons, such as children, the elderly or pregnant women. The hardship experienced by those left behind and by host communities further compounds the problem. (Doebbler 1999.)

People from Southern, Eastern and Western Sudan are forced to leave their homelands and come to Khartoum in Northern Sudan due to many factors, such as the war, drought, and disaster made the internally displaced people powerless and proved to be the poorest, due to poor administrative policies, which lack physical protection. These appear to be cost effective in generating insights and action to improve the standard of the internal displaced people whether directly or through influencing opinion, policy and others. Due to the population growth IDPs become jobless, land becomes scarcer, and children of the IDPs become poorer than their parents, and wages for labour goes down. (Beau 2003: 17.)

As a result, the current Sudanese administrative reform and adaptation did not lead to improvement in civil service capabilities and efficiency. Nor did it cut down poor administrative basis rate in civil service in terms of wasted fiscal resources, service credibility and loss in public morale due to the fact that poor administration sometimes undermined dependability of government organizations. It reduced government capacity to respond to and control its environment. Although the source of poor administrative problems are many and complex, it is quite clear that some of the difficulties are attrib-

uted to the Sudan regimes effort to overhaul the colonial bureaucracy, as a result, Sudan entered into conflicts of different types. (Doebbler 1999.)

The internally displaced persons are disproportionately poor and too often disempowered and burned by strains of productive work. Their lack of land, credit and better employment opportunities handicap their ability to put off poverty for themselves and their families or to rise out of it. In poor displaced persons areas, the rate of death is usually high, and global pressures are creating or threatening further increase in poverty. The internal displaced persons problem is the denial of choices and opportunities for living a tolerable life. However, internal displaced persons are also increasingly taking part in management of the state, and eradicating poverty, which have been very important in understanding the well being of the poor people. Some internal displaced persons are working as administrators, actually it means they are participating in management of their state as well as solving their own problems. Internal displaced persons and their dependents remain the most economically vulnerable group in the developing countries. (Cohen & Deng 1999.)

The vulnerability of internally displaced persons in Sudan mainly continues due to the unfavorable administration and management of government policies that ignore basic public human rights at the expense of commercial development and less than rational and grossly under-funded planning strategies. The internally displaced person themselves are rarely able to defend their rights and sometimes those among them who are seeking personal profit even collaborate with the government administrators to implement unjust policies. To lawyers in and around Khartoum state where nearly half the country's internally displaced persons are located, the violations of these persons' rights is not a legal priority. To the United Nations it is a problem of the government that United Nations bodies, programmes, and specialized organizations are entitled to ignore or to deal with whenever it suits them. This has led to internally displaced persons being used as bargaining chips by the United Nations. In this role, internally displaced persons have been sacrificed by the United Nations in the name of maintaining good relations with the government of Sudan. The displaced persons needs access to facilities of sani-

tation, clean drinking water, health care, education, housing and means of employment. (Bashir 1969.)

The fact that, welfare of the internal displaced people is strongly influenced by the design of administrative policies underscores the importance of integrating IDPs into administrative and management programmes and to improve living conditions of the poorest individuals. Internal displaced persons must be appointed into government and non-governmental organizations. The world entail increasing IDPs participation rates in educational and training programmes, for better employment. It is also important that precautions be taken to ensure that internal displaced persons have equal access to government resources provided through schooling, services, employment and social security programmes. Legalizing employment of IDPs force would also improve the economic status of themselves and contribution in administrative development of the state. The benefits of the present investment in the state capital are more likely to be passed on to the future generation of IDPs who have been successfully integrated into the state development programmes. Education and economic status of IDPs is critical for meeting long-term administrative and management development objectives. (Dibaja 1993: 15.)

1.2. Statement of the problem

The government of Sudan's actions raises serious questions about the violation of numerous international legal obligations that the government has undertaken to respect and which are principles and purposes of the United Nations. For example, the right to life is violated by the placement of people in situations without basic necessities of life. Such displacements are also, undoubtedly, cruel, inhuman, and degrading and often violate the right to property because they result in the damage or destruction of personal property without adequate compensation to the persons with an interest in that property. (This right is also expressly protected under Sudanese law in article 28(1) of the Constitution).

Sudan also deprives these families of numerous rights that are protected by the International Covenant of Economic, Social and Cultural Rights, including a minimum standard of living, the right to adequate health care, the right to educational opportunities and the right to adequate housing. All these rights will be considered by the respective treaty bodies when they consider the state reports of the government of Sudan, but only the African Commission on Human and Peoples' Rights accepts communication from individuals concerning a violation of human rights. Such communications must be made in accordance with articles 55 through 59 of the ACHPR. Article 56 requires that domestic remedies be exhausted, not available, useless, or that government has been aware of the mass violations and has acted insufficiently to end them. (Cohen & Deng 1999.) The result of all these, causes the physical characteristic of the IDPs become weaker due to conditions such as parasites, diseases, malnutrition, insanitary conditions, poor housing and lack of amenities. All these bring acute shortage of food and causes mental retardation of the children, and more street children to appear. (Batten 1965: 25.)

And the other problem is the rising cost of living and growing of unemployment among IDPs compelled them to try to generate income, because the working possibilities for them are much narrower. There are number of reasons, some of which are as follows, almost all IDPs in shanty areas possesses no identity cards. Employers demand a document of identification, internally displaced persons are also discouraged to apply for the identity card, because of the tedious procedure and the relatively high cost, and the transport cost between the city and shanty towns are very high. (Beau 2003: 18.)

The question of whether the development of displaced persons in a country consists of one or more successive or simultaneous but separate streams can be solved case by case on the basis of historical investigation. The IDPs and refugees situation starts to unfold immediately upon the arrival of the first displaced persons in the receiving area. The most prompt to react tend to be local governments and voluntary aid agencies, then comes the international voluntary aid agencies, however, the situation turns definitively into an international one when the UNHCR begins to monitor it systematically and initiates its aid operations. In the case of refugees who became asylum seekers, the country of asylum may be unwilling to grant the request until it is under unbearable pressure.

The UNHCR may nevertheless launch an unofficial assistance program like in the case of the internal displaced persons, with the receiving country's silent acceptance. And this is the same case with the situation in Darfur- Sudan, where the UNHCR launched assistance without the permission of the Sudanese government. (Cohen & Deng 1999.)

Due to the above difficulties faced by the IDPs, they initiated the internal displaced persons training and promotional society, which has helped most of the IDPs in solving their own problems. However, IDPs should be encouraged to initiate development programmes, or to look for jobs with the state, in case of those with qualifications. IDPs programmes helped in teaching them how to read and write so as communication system is easily maintained through their society. IDPs are committed to work, because they feel more responsible for their children. (Bashir 1969.)

The cultural perspective towards governance of IDPs, needs understanding the nature and outcome of governance reform, so that culture become promising. Governmental culture acts as the intervening variable. Many reforms attempts in Sudan failed because governmental culture obstructed reform success by producing pervers bad reform hybrids which neglected the internally displaced persons point of view, or when reform innovations were chosen, the cultural factor was not seriously taken into consideration. Governmental culture can become the dependent variable if the basic objective of governance reform is to ultimately change the governmental culture of administration in its society. Therefore, reform can not become successful until the reform initiative actually changes the basic cultural traits of the government to meet its citizen's basic needs. However, governmental culture performs the role of an independent variable that affects the processes and outcome of governance reform. (Proeller 2007: 276.)

This may be due to the growing complexity because of elements, such as processes of fragmentation within public sector and the increased complexity of policy issues. The actual coordination of individual countries should be at the level of central administration, and changes considerably through time. There should be inter-organizational coordination between the ministries, departments and the agencies. However, for those countries where a clear shared tendency is observable there are still substantial diver-

gences, and for other countries these shared patterns appear to be applicable only to a limited extent. However, the issue of culture is one of the possible mechanisms that can have considerable explanatory power with respect to the observed idiosyncrasies of Sudan. The applied coordination instruments of management are analyzed in order to investigate the extent to which a certain type of coordination mechanism or instrument may prevail and how the coordination strategies are characterized throughout time. The core issue is the possible link between the Sudanese coordination policy and its cultural values, practices and politico-administrative specificities, and how it is tackled in the end. For this purpose, there is need to focus on the type of coordination instruments applied by Sudan over time within a broader coordination strategy. (Proeller 2007: 78.)

1.3. Objective of the study

In this paper I want to examine and find out, the public administrative problems of human displacement in Sudan, and how these displaced people can be managed. Further, what is their role in solving their problems? And to raise greater awareness regarding the plight of internally displaced persons in Sudan and to find effective and practical solutions for the problems they face. The purpose of this study is to find out the role of the displaced persons in the way they are managed and their role in nation building of the Sudan, whether being IDPs or refugees in their new home countries or in other places, and to shed additional light on the nature of the problems by identifying its main dimensions and its limits, and the difficulties of its administrative policies, management and solutions.

It also focuses on the role of public administrators in providing sustainable growth within the IDPs settlement areas, or how this promotes a greater understanding of the situation of the internally displaced persons, through education and training programmes. And to examine how the Government of Sudan takes a number of administrative measures to address the problem of internally displacement, and how this knowledge may encourage, the Government's efforts to strengthen the implementation of existing legislation. Specifically with Presidential Directives which support and the Con-

stitutional Court's decision that upheld Guiding Principles and stressed the need for Government officials to receive training in administration and management of the public , so as to reduce the level of poverty, as well as to avoid displacement. This study is also to discuss the improvement in providing services to the internally displaced persons, and to involve the IDPs in the management system. This approach can be possible in a manner that suits the circumstances, and to clarify the various aspects of responsibility. (Cohen & Deng 1999.)

This study is also concerned with understanding public policies as a series of complex, dynamic, political processes, rather than as a linear progression from formulation to implementation. I argue that policy processes for poverty reduction are made up of a series of distinct but linked spaces, in which a wide range of actors, government administrators and non-governmental administrators are engaged in order to influence and shape policy. Each administrator brings into the policy space his own unique version of knowledge about poverty, which informs their actions. Power dynamics between administrators or actors permeate all spaces in the policy process. The public domain has its own distinctive tasks and this is known as the task of government. Hence, it is concerned with the purpose of the public domain. Only in the public domain can collective values be established which are arrived at through debate and discussion in the public arena. (Solesbury 1974: 57.)

There should be a need to introduce urgently needed improvement in public decision-making, while avoiding the possible booming effects of systems analysis; policy analysis must become an important new professional role in government services. However, policy analysis staff positions should be at in all principle administrative agencies and establishment, near the senior policy determining position, operating in general, formally as advisory staff to top executive and senior line position and actually establishing with them a symbiotic cooperative relation. Good policy analysis can at best become an additional component in aggregative policy-making. In light of the indicators introduced and applied in this study, the growth of IDPs and refugees problems appears essentially non-linear, multidimensional and internally uneven in some important respect. (ACCA 1989: 133.)

1.4. Hypothesis of the study

Sudan is a very big country which during the British colonial rulers, was administered as two separate regions. The colonial administration amalgamated bureaucracy with democracy in management; it fully implemented a decentralization policy. That was quite successful during that time. The South was ruled under a Christian system of administration, and the Northern part of Sudan was administered by Islamic system. So the diversity of the country, with its diverse compound to its size, it's difficult to administer, a country that has about 500 languages with different religions, values, and norms, and which has even more than 50 ethnic groups and can be divided to about 570 distinct persons. (Fadalla 2004.)

The problems of collaboration grew out of the very same social processes of conflict, stereotyping and centrifugal forces that divided nations and communities. Particularly as organizations became more complex they fragmented and divided, building tribal patterns and symbolic codes which often worked to exclude others, and on occasions to exploit differences for inward harmony. Some large organizations, in fact can be understood only through an analysis of their cabals, cliques, and satellites, where venture into adjacent spheres of interest is taken under cover of darkness and fear of ambush. Dysfunctional intergroup conflict is so easily stimulated, that one wonders if it is rooted in the archaic heritage when man struggled, with an imperfect symbolic code and early consciousness, for his territory. (Shafritz 2004: 240.)

As a result of the long history of conflict, the vision for a peaceful Sudan is not based on blind expectations. The underlying element of the conflict is a crisis of national identity which stems from geographic, religious, and cultural differences, these differences divided the predominantly Arab and Muslim north from the predominantly African and Christian south, a process that began during the British colonial period and accelerated in the post-colonial period. Over time, these differences grew more intense and more stratified. The British helped entrench the dualism of the North and South, and the duality continued in the post-colonial period, when government leaders in the North sought to unify the country through assimilation. The problem of social influence is essentially

the problem of power and how power is distributed, it is a complex issue and alive with controversy partly because of an ethical component and partly because leadership and power distribution can be interpreted in many ways, and almost always in ways which coincide with one's own biases (including a cultural learning towards democracy). The problem of power has to be seriously reconsidered because of dramatic situation changes that make the possibility of one man rule or the Great man not necessarily bad but impractical. Here, the point is more concern with the top management of the state. (Fadalla 2004.)

Throughout history, there have been flows of displaced persons, but hardly ever as great, frequent and conflict-laden as in Sudan. The origins of the genuinely international displaced persons problems can be traced back to the eve of the first world-war. From then on, there has been an almost uninterrupted row of displaced persons and refugees problems requiring the attention of government and international aid organization support. According to Frances (Doebbler 1999), about four million Sudanese were displaced persons within twenty one years of conflict, two million have died. But in reality the conflict in Sudan has lasted for fifty years that is from 1955, before the independence, till the day of agreement signed in Kenya in 2005. In the same way, the problems of internally displaced persons and refugees is not new for Sudan, while it is advisable to keep all sources of error in mind, the academic study of displaced persons situation must always be based on some existing statistical sources. However, the displaced persons statistics in this study have been drawn from the internal displaced persons society, save the children (U.K), United Nations organizations, Oxfam U.K., all based in Khartoum-Sudan. To complement the overview of the cumulative number of people who have fled from their homes of residence or home countries in case of refugees, we may note at this juncture that from the latter half of 1983 up to 2005 is too great. (Deng 2002.)

Over the years, public service in Sudan, like that in other third world states, has assumed the managerial role of promoting and directing the process of administrative development. This role has significant consequences for public administration. We have to direct our attention to how the Sudanese public administration seeks to meet the chal-

lenges of managing changes towards the displaced persons. Emphasis will be placed on central planning, and administration of development plans based on public services. State responsibility towards the provision of basic amenities to its citizens is not a new phenomenon. As such the Sudanese government like all others has an uphill task, the regularization of policies towards the equitable and just provision of basic and social amenities to all its citizens. Time is central to administrative history, in the attempt to understand processes in time, there is a need to link short and long-term variations. There is broad development at the surface, such as political and military events, development as price and wages, and structural development. As such, the development of new cultural (for instance administrative) habits is often a combination of individual reinforcement and inter-individual imitation. So it is necessary for change of behavior to be embedded in social structure so that its consequences are recognized by some at the end of the day. (Raadschelder 1998: 61.)

Although efforts to organize the planning machinery in Sudan began after the attainment of independence in 1956, the key features of the present machinery were not established until the 1970s during President Jaefar Nimeris regime. The most important point in planning machinery is the principle of federal supremacy. The Federal Government is expected to provide over all direction and leadership in the planning process from the formulation stage through implementation and review and evaluation. In addition to these a good number of inter-departmental and intergovernmental agencies and bodies participate in plan formulation. (Subramanian 1990: 273.)

The truth is that, Sudan has problems of human resources management. There should be human motivation. The integrated wholeness of the organism must be one of the foundation stones of motivation theory. Any motivated behavior, either preparatory or consummatory, must be understood to be a channel through which basic needs may be simultaneously expressed or satisfied. Motivation theory is not synonymous with behavior theory. Motivations are only one class of determinants of behavior. While behavior is almost always motivated, it is also almost biologically, culturally, and situationally determined as well. The needs that are usually taken as the starting point for motivation theory are the physiological drives. Two lines of research make it necessary to revise

our customary notions about these needs. First, the development of the concept of homeostasis (that is to maintain a constant, normal state of life), and second, the finding that appetites (that is body needs), that is making choice among many things, is a fairly efficient indication of actual needs or lack of in body or life. (Benton & Hallorn 1991: 56-57.)

To avoid displacement, administrative policies and good management of each and every State should focus on the basic needs of its citizens. The key variable of the theory are certain motives or needs that are posited as existing within an individual and that combine with biological, cultural and situational factors to determine behavior. The motive state of a worker is not expected to be equated with his or her performance, but it should be a major determinant of performance. The basic needs are 1-Physiological, such as sexual desire, hunger, sleeping, activity needs, desired sensory satisfactions, etc. 2-Safety that is the need to be free of danger can have the same pervasive quality as the physiological needs. People are motivated to avoid wild animals, extremes of temperature, assault, disease, and many others. hence, comes the love needs, it means affiliation and general belongingness, such as the need for friends, spouses, children, parents, group members, etc. these involve giving and receiving. The Esteem needs fall into two broad categories, first is essentially internal in orientation, desire for feelings of strength, achievement, adequacy, confidence, independence, and freedom. Esteem also needs recognition, attention, importance, and reputation, and prestige. To satisfy these needs results in self-confidence and sense of adequacy. The need for self-actualization refers to the desire of realization that actualizes one's full potential. (Miner 1980: 20-21.)

The first element of public administration is the formulation of public policies, and the initiation of choices to produce goods and services, such as the protection and support of the IDPs. This involves the management of resources and authority by public agencies in the production of goods and services. This takes place as public administrators identify IDPs at risk and decide how to care for them. Public administration is necessary to the society it serves. The interplay among public policies, management and outcome in, for example, housing policy is typical of what happens in government. Public ad-

ministration uses many techniques and procedures in carrying out programmes for protecting internally displaced persons. These techniques are the tools of implementing programmes, such as the budget of the national and state government consists of cash payment to individuals, the public agencies, whether the Sudan's health system or human services or the state department of public assistance, which cares for IDPs, who are mostly Children, Women, elderly poor unemployed people and some of them are disabled. This is important determining how much to pay and to whom, the government of Sudan must identify the beneficiaries, and the law should specify in detail what qualifies a person for aid, but all these must leave selection of recipients to the administrators. (Johnson 1989: 19.)

Coordination is the process of integrating the work of different individuals, sections and departments of an organization towards the effective achievements of the organization's goals. Coordination is vital so that timing of activities is synchronized for maximum usage of labour, machine hours and effort. The direction of activities such as allocation of human, money and the material resources must be well planned for maximum efficiency and effectiveness. But the over all objective should be put into consideration. Service or staff functions that are the personnel, office service to provide the basis and backup for line department work, so that they can meet objectives. (ACCA 1989: 301.)

Authority hierarchies are the primary means by which the work of persons in publicly administered organizations is coordinated. Formal hierarchy, the most obvious, identifies the permanent and on going organization. Administrators are seen as persons taking roles in the hierarchy and performing tasks that are integrated through the hierarchies to constitute a cohesive goal seeking whole. Public administrators have customarily been regarded as the one who builds and maintains the organization through hierarchy, which includes formal and informal relationship, status, politics, and power. (Shafritz, Hyde & Parkers 1997.) However, the hierarchy is an ideal design and a hospitable environment for the person who wishes to manage, control, or direct the work of large numbers of people for example, such as the internally displaced persons. Authority is a primary means by which the work of displaced persons in publicly administered organization is coordinated. The implementation of public administrative policies based on formal hier-

archy is the most obvious and easier to identify part of the permanent and on-going organization. Administrators seen as persons taking roles in the hierarchy and performing tasks that integrated through the hierarchy to constitute a cohesive goal seeking whole. Thus means hierarchy is an ideal design and a hospitable tool for the administrators who wish to manage, control or direct the work of a large number of displaced and non-displaced persons. For development to take place, management must lay down the required procedures and work according to laid down principles in achieving the organizational goals. (Shafritz 2004: 128.)

“The movement from an emphasis on institution-building and maintenance to an emphasis on social anomalies has an important analogue in the public administration, as such, new public administration attempts to focus on the problem and to consider alternative possible character of many public problems such as urban poverty, high crime rates and the like leading public administration to seriously question the investment of even more money and manpower in institutions which seem only to worsen the problems. Public administration should also be more concerned with designing alternate means of solving public problems facing the vulnerable people, such as the displaced persons, who are mainly poor of the poorer. Therefore, classic public administration should also emphasize developing and strengthening institutions which have been designed to deal with public problems.” (Simon 2004: 1.)

1.5. Justification of the statement

It is true that forced displacement often affects every part of its victim's lives. Being a victim of displacement means losing one's home, land, employment, means for survival and possibilities for participating in management of the state, as well as one's children access to education. It also means losing relatives and friends that one is forced to leave behind, the loss of community network, an increased exposure to disease, social marginalization, and an increased likelihood of falling victim to other crimes, particularly torture and sexual violence. African countries, and indigenous communities, forced displacement can threaten the very survival of their cultures. Treating displaced people as victims means, the state policies for preventing displacement and for promoting and assisting the displaced are inconsistent, and should be aimed at the comprehensive reparation of their rights, including guaranteeing their rights to justice, reparation and non-reparation of the events that caused the displacement. It also means that society as a whole, including the international community should develop specific programs to re-

spond to the differential needs of these victims and help their access to justice. (Cohen & Deng 1999.)

And the last few decades have seen an increase in the public awareness of forced displacement in most of the African countries; it is now common to read articles and hear discussions about the number of people that are forced to flee their homes to save their lives each day, about their needs, and about how scarce the resources are to assist them. Yet there is only a vague understanding of the suffering of those who are thrown out of their lands, of the immediate and future impact of displacement in their lives and the lives of their children, and a very narrow understanding of what it means to a displaced person to be a victim. Their situation is generally thought of as a problem of poverty or even as a voluntary decision of looking for better opportunities in the cities. There are many people who still do not realize that displaced persons did not displace voluntarily but were forced to do so by grave violations of their public administrative rights, violations that often continue even after their displacement. They do not understand that displaced persons are the largest group of victims of this country's conflict. Forced displacement is a crime against both public laws and international law; it is a war crime and a crime against citizens of a nation. It is the upsurge in the State's inability to adequately protect its citizens which leads to rival conflicts within the national boundaries and consequently to displacement as a result of the break out of war. It is massive because of the number of victims; systematic, because of the continuity of its execution over time; complex, given the multiple violations of civil, political, economical, social and cultural rights it involves; and ongoing since only the full restoration of public administrative policies puts an end to it. (International Covenant on civil and political rights 1976: article 49.)

Public administration at all levels are responsible for promoting steady and balanced economic growth, being promotion of public or private economic development, as such public administration policies have acquired a broad mission in promoting the quality of life and personal opportunity to succeeded in management of IDPs. This purpose should always have special urgency whether there is a conflict or not, and opportunities should be more equally provided through public policies, but not based on racial, linguistic and

cultural disadvantages and physical disabilities. Such quality of life is not a luxury as it is regarded. Public administrative policies should be responsible for protecting the natural environment and its resources from exploitation and ruin, to avoid natural disasters and creating internally displaced persons. This requires wise environmental management of the nation's material resources for meeting its citizen's needs. In order to carry out this mandate, the government of Sudan needs to organize itself into agencies with specific legal powers, to protect the IDPs. They should have special powers, and mandate from the parliament as a control act. (Johnson 1989: 10.)

However, for a State to fulfill the needs of its citizens including the IDPs, and for growth and change to take place, good governance should be practiced by administrators who after all, have the ultimate responsibility for implementing policies and securing public management. Hence, good governance means rendering services to citizens on equal bases, therefore, for administrators who have identified good governance as their major value, welfare policies must satisfy the needs of its citizens. Such policies should be designed to secure the will of individuals; the internal displaced persons need their autonomy and capacity to act without undue constraints as well as physical security of person and property also. (Clear & Heny 1989.)

1.6. Methodology

In this research, there is only one way by which the data's have been collected. That is the secondary data's, which include books, journals dissertation and annual reports. And there is no primary data's included or oral interviews such as face to face meetings with the displaced people, or individual questions with the participation of the internally displaced persons.

1.7. Limitation

During the conduction of this research there a lot of problems, especially financial problems, so as to facilitated the transportation to the internally displaced persons fields to Sudan. The research is based on secondary information, from books, internet, journals and media, and some individual friends who have the materials needed helped.

2. LITERATURE REVIEW

2.1. Introduction

This chapter seeks to raise greater awareness regarding the plight of internally displaced persons in Sudan and to find effective and practical solutions for the problems they face. It also focuses on the role of public administrators in providing sustainable growth within the IDPs settlement areas, and or how this promotes a greater understanding of the situation of the internally displaced persons in Sudan. It also seeks to examine how the Government of Sudan takes a number of administrative measures to address the problem of internally displacement, and how this knowledge may encourage, the Government's efforts to strengthen the implementation of existing legislation. Specifically with Presidential Directives which support and the Constitutional Court's decision that upheld Guiding Principles and stressed the need for Government officials to receive training in administrative Principles.

Countries are developing performance indicators and targets more extensively across the public sector, and they are being more public. Early warning indicators in Sudan, however, failed to prevent and protect persons from displacement. The number of IDPs only continues to rise, with significant new displacement occurring on a frequent basis, with a higher estimated number of IDPs populations in Sudan. Displaced population continues to live in fear as they face discrimination and stigmatization. Their living conditions are sub-standard and many continue to have limited access to essential services such as food and medicine, adequate shelter, income generating activities, employment and education. (Mooney 2003: 4-6.)

2.2. The administrative problems of human displacement in Sudan

In Sudan, IDPs more often than not have faced problems when it comes to obtaining emergency assistance from the State. This is aggravated by the fact that many IDPs are often not within a confined area. In this light, it is important to link short-term and long-

tem assistance so that IDPs can cope until their social and economic situation is stabilized. It is critical that those working on behalf of the displaced be better protected by government protection programmes. It is worth noting that displacement and its causes are fundamental symptoms of deeper administrative problems facing the country. The goal must be to provide justice, equality and dignity for all citizens. In order for this to be achieved, the Sudanese administration should reinforce the relationship between the Government, civil society and the international community. (Deng & Gifford 1987: 67.)

We must not forget who these internally displaced persons are in Sudan? First, we must note that those internally displaced persons are Sudanese, just like others. Secondly, that they have not left their homes voluntarily, but have been forced from their homes by war, famine or the necessity of survival. Because they have been forced to flee and to relocate themselves, internally, displaced persons are living in an environment that is alien to them, with which they are not familiar, in which they have few long-time friends or an extended family. Internally displaced person (IDP) is a term used to describe an individual who has been forced to relocate within his or her own country due to war, violence, natural disaster, government action or government toleration of action contrary to her or his human rights. In the legal literature one will find many different definitions of IDPs. Even within the United Nations there are varying definitions. What is clear is that the designation of an individual or group of individuals as IDPs is not a derogatory designation, nor does it automatically point the finger at any government or group of people as the violators of human rights. In fact, it is a designation of vulnerability, and thus recognition of the necessity of assisting these people. (Frelick 1992: 10.)

Nevertheless, in many contingencies such as in emergencies or when leading inexperienced followers leadership has centered on autocratic versus democratic approaches, on questions about the locus of decision-making, directive versus participative, on questions about the focus task versus relationship, or on question about the behavior, initiation versus consideration. At the same time, springing from the same source has brought attention to the promotion of change in individuals, groups, and organizations. However, promoting change and dealing with resistance to it call for democratic, participa-

tive, relations-oriented, and considerate leadership. More direction, task-orientation, and initiation were seen to be the more effective way to lead. (Bass 1985: 3.)

The construction and maintenance of IDPs infrastructures that serve their society should be put into consideration by the public administrative policies, such as streets and highways to the settlement areas; IDPs needs water and good sewage system, cultural facilities, schools and hospitals. These should include the process of decisions to build or maintain a given facility, where to locate it, and how to design and manage it. The government of Sudan should be committed to face the major and minor choices on location of routes and interchanges, standards of construction, and means of financing it, and decisions related to land use control for resettlement. An organization to do what is required for the internally displaced persons, needs certain techniques be employed to minimize the difficulties that IDPs face. The problems that can be met by Public administrative policies for development are more than increased access to resources and improved welfare, it is also a process by which benefits are obtained and sustained. Administrative policies for development as defined by most agencies imply the involvement of members of the targeted groups as participants in the development process. (Tulloch 1989: 178.)

Internal displaced persons are not passive beneficiaries of project outcomes, but are actively engaged improving their capacity to recognize and overcome their problems. However, to arrive at a useful working definition of internally displaced person's administrative development, there is need for involving the internal displaced people in the achievement of development process. There is common concern in one way or another with the problems of the public administration and their solutions. Involvement of the displaced persons should be world-wide, and administrative efforts should play an increasing part in gathering and publishing information, in preparing development projects and plans, and in raising and allocating aid in many forms. (Cohen & Deng 1999.)

The displaced people are lacking good managers from their own community, since most of the displaced persons are from the rural areas. According to Mintzberg (1973: 100), a manager is that person in charge of a formal organization or one of its subunits, and

who may come from a private or public organization. However, through their society, they had some courses, such as management, book-keeping, report-writing just to mention some income generating activities. Through these courses, a system was set up to monitor the work of the displaced persons activities, and at the same time collect data on the household which are being visited regularly. The data are on the type of activity practiced by the member, with some notes on the health situation in the family and the displaced persons camp, and on the water supply and environmental situation. Besides making house visits, they organize seminar two times each month, a meeting for members of the society. In these meetings a specific theme is discussed, such as household hygiene, child care, or the income generating business activities. The introduction of demonstrating latrines can also take place during these meetings, especially at the school hygiene level. However, the displaced persons coordinator, who draws their data together in a monthly report, and the purpose of the report, is to avoid internal conflicts and displacement there should be proper management and budgeting over resource control, so as to know who gets what, or concerns about waste, fraud, as most citizens think that government programs often were ineffective, public funds are being poorly used, because the public policies on which government efforts were founded were fundamentally flawed. And it is also very important that, governments at all levels should increase public funds from a policy perspective, these may reduce and minimize consequences and improve the social welfare dependency, improve public education and health funding, transportation and infrastructure financing. Crime and prison welfare and child support, job training, and environmental regulation and protection of the vulnerable people, especially the children, women, disabled and the elderly people, can reduce the rate of conflict and production of displaced persons worldwide. (Fourth World Conference on Women 1995.)

Action needed to be taken by the local authorities and the coordinator to present a proposal for actions needed by the government authorities. The mission has the impression that this approach is rather top-down, in particular when most of the data concerns personal and household matters. As such, through this program, the displaced people are now self-employed, self-reliant and self-governing. In chapter five, table one below shows the position of the displaced people where they come from, and table four shows

their educational level and table two shows their activities as a contribution to the way how the displaced persons manage themselves, or how they are managed through development policy. These displaced people are the beneficiaries of the society.

There should be provision of services to the internal displaced persons settlement areas, such as government employees for example, teachers to teach IDPs to read and write, deliver mails, put IDPs children in foster homes, give immunizations and to transport IDPs to working places. But for IDPs in most cases, there should be special consideration in payment of cash, usually at least a fraction of the actual cost, especially in transport system. Public administrative choice initiates the particular services, and an agency must be set for the recipients in order to ensure the level and quality of services, and the means of delivering and change if any. This suggests that, these needs can vary widely among individuals and communities, and that the providers must be both sensitive and flexible in matching services to the displaced persons. (Johnson 1989: 27.)

Education is a right of all people, but it is a right that, more often than not, refugee and displaced families secure on their own or do not secure at all. This right is highlighted in the United Nations' Convention on the Rights of the Child, adopted by the United Nations General Assembly in 1989. Article 28 of this Convention proclaims education as a basic right, and one that should be "free and compulsory" as a matter of urgent priority. (Matsuura 2005: 4.) It further argues for the promotion of international cooperation in matters of education (Article 28); "a holistic approach to child development" which incorporates, among other things, the national values of the country in which children are living and the country from which they may originate" (Article 29); and for the treatment, recovery and social reintegration of children who are victims of conflict" (Article 39); something that organized education can directly address. When educating children is envisaged as a goal, the specific needs and rights of refugee and displaced children may be subordinated. (UNICEF & UNESCO 1990.)

2.3. Who can protect the displaced persons rights and how?

The aim of public administration is nation-building and socioeconomic progress. However, to build a nation with real nationhood for example in Sudan is a challenging task. Nation –building is a process in which a certain area integrates into a political community with fixed geographical boundaries with nation-states as a dominant political institution. (Heady 1979: 244-247.)

The central responsibility for human rights rests upon the government of Sudan. It is the government of Sudan that has voluntarily entered into and remains a party to international human rights treaties creating legal obligations for itself. Although the government can withdraw from the treaty at anytime, while it remains party to a treaty it must respect the obligations it has according to that treaty. Thus, whenever there is a violation of human rights in Sudan it is the government that is primarily responsible. It is also important to remember that the government's responsibility is incurred by whoever acts on behalf of the government (Gissiesa, Mohammed, Aounghy, Badri, Mohammed, Awad & Hamaza 1999: 15.) This is to say, that international law attributes to a government the acts of any of its public administrator, such as ministers, police, soldiers, or any other government employee or representative. All that is necessary to prove is that the administrators involved acted with apparent authority. Furthermore, the government may be held responsible for tolerating actions even if it had nothing to do with the action, except that it knew or should have known about it and did not stop it. Obviously, if the government is expressly informed about a violation of human rights and does not do everything within its power to prevent the violation, it will be responsible for the violation. To fulfill this responsibility the government of Sudan has to create some government bodies to address complaints. (Sommer 1998: 3-4.)

The government of Sudan is not doing enough to adopt various public policies that can help community-based organizations in designing organizational change or complex emergencies and social dislocations. One promising approach, particularly for governance-related programs, is the process consultation in which administrators help the displaced persons initiate and sustain organizational change and continuous learning for

systematic improvement. Outside assistance does not give direction, provide leadership or prescribe a detailed course of action; instead, it helps displaced persons to develop abilities to manage change. The method is especially helpful in building a nation. The above attempts to assist the IDPs would take much greater effort and it may follow a different track entirely. Emphasis is placed upon administrative policies and method for positive action, and principles are set for securing action from groups of administrators. Any practical activity involves both "deciding" and "doing," it has commonly been recognized that a theory of administration should be concerned with the process of decision-making as well as with the process of action. The task of deciding pervades the entire administrative organization quite as much as does the task of doing, however, a general theory of administration must include principles of organization that will insure correct decision-making, just as it include principles that will insure effective action. (Shafritz 2004: 3.)

The role of public administration based on IDPs point of view, any public organization has goals which can only be achieved by the efforts of the people who work in the organization. Individual people also have their own goals in life; however, their goals are likely to be different from those of the organization. Although the major consideration for administrators and managers is the problem of getting the employees to work in such a way that the organization achieves its goals, employs such as the displaced persons must be motivated. The point here is that, if individuals such as IDPs can be motivated, they will work more efficiently, and they will produce a better quality of work, and productivity will rise, it means there is satisfaction of their needs and wants; they may feel the need for power, money or position of authority. Depending on the strength of their needs and wants, he may take action to achieve them. (UNICEF 1987.)

2.4. Internationalization of the internal displaced persons problems

Although the government of Sudan has sometimes been hesitant to recognize individuals as IDPs within Sudan, the international community has recognized, by overwhelming consensus, that Sudan has the largest population of IDPs in the world, an estimated

four million, two million of whom are in the capital, Khartoum. Most of these people are individuals displaced by the fighting in different parts of Sudan, some are displaced by the several famines that have hit the country, and a minority is displaced for economic, social, or other reasons. There is no specific international convention protecting IDPs as there is for children, women and refugees. Instead, general international human rights laws apply to IDPs in Sudan because these persons are Sudanese citizens. Some of the most important provisions of this law emanate from the African Charter of Human and Peoples' Rights that Sudan has ratified. This treaty also allows Sudanese to bring claims to the African Commission on Human and Peoples' Rights in Banjul. (Gissisa et al. 1989: 11.)

Meaningful achievements in the internationalization process of the displaced persons on a global level depend on sound public administrative policies and on the international conditions. International conditions which were considered desirable and favorable included supportive monetary, trade and debt policies, and resource transfers in the form of capital, expertise, and technology. However, an increasingly competitive world has further reduced protectionism and expansions of international trade which are crucial factors in promoting economic growth and development. Hence, the world should be doing more to find reasonable and satisfactory solution for management of IDPs situation, on the basis of appropriate combination of case-by-case treatment with such general guidelines which take into account the needs of socio-economic development and which do not undermine the domestic savings potentials of the countries. It means the inflow of external resources must be considered and their role analyzed in the context of the overall economic growth process. (Speth & Robinson 1998.)

Hence, in Sudan action needs external expert support in order to, design strategies and projects that require public management changes on the part of administrators within a given system, the assumption is that, presenting people with a plan is enough to enable them to take new actions effectively. And if the actions taken turn out to be ineffective in practice, then we believe it is necessary to go back and reconstruct our strategy or project or plan. This is because, the actual physical task of carrying out an organization's objectives falls to the persons at the lowest level of administrative hierarchy, if

the car is not build by the engineer, but the mechanic, the fire is extinguished not by the chief, but the fire men, then, the displaced persons should be involved in solving their own problems, they should be trained how to manage themselves. Up to here, it is equally clear that the people at the lower level of the administrative hierarchy are not mere surplus baggage, and that they too must have an essential role to play in the accomplishment of the agency's objectives. (Pollitt & Bouchaert 2004: 26-30.)

State Planning and Budgeting in the government of Sudan, requires that, the officials and politicians should not practice nepotism by bringing into their respective offices their relatives and friends, in order to loot public funds and resources. Corruption involves both the givers and the receivers of bribe creating disunity, tribalism and prevention of development in Sudan. Hence, those who are either elected or appointed to hold government offices, to better disassociate themselves from misuse of their official powers for their private benefit, but to recruit and treat all people of the people of Sudan according to their qualifications and merit, no matter displaced or non-displaced. On the other hand, the concerned officials are to communicate to the public what sort of services citizens should expect to receive from public funds besides providing a benchmark against which to measure performance of institutions and units that will enable corrective action to be taken, where necessary, after the budget has been approved by Sudan Legislative Assembly lawmakers. (Brendan 1993: 16-20.)

Involvement of beneficiaries has been part of the project strategy right from the start. Involvement of the final users, such as the internal displaced persons is the cornerstone of sustainability. In particular the poorest form a specific target groups, they play a crucial role in managing their houses. Their participation activities include establishment of a network of the local displaced persons coordinates, planning and implementing a home visit program, public information and education, promotion of participation of users in planning, implementation and operation of their organizational program, Monitoring the impact of the project activities on community concern, data collection for planning and monitoring purpose, according to the needs of other components. (Janis 1964: 16.)

Most of the displaced persons are married and have children, but also young and unmarried displaced persons do participate. Most of the displaced persons usually carry their activities within their camps. There are field officers, where each has to visit regularly twice a month. And during these visit, they also inform the displaced persons family about the activity of the project, such as the installation of water wells, latrine demonstration and a place for washing and talking about hygiene matters. (Ministry for foreign affairs 1996: 16-22.)

For these reasons, another point is that, the public policy should be put into careful administrative processes, because poor administrative polices result in bad-governance and in turn brings conflict within the state. Public policy makes important contribution to the policy of field work dealing with IDPs. To translate good ideas onto policy, policies should change over time, so as to suit the public interest. But all those who are active in the processes of development program, should also participate as actively as possible. This model of organizational choice to understanding agenda setting and alternative generation can help plan for stream of problems, policies and politics for good-governance. (Shafritz 2004: 378-379.)

2.5. Organization and activities of internally displaced persons in development programmes

The comparative public policy is the study of how, why and to what effect different governments pursue particular courses of action or inaction. It is the same way that made the internal displaced persons to ask themselves of how, why and to what effect different they can pursue their difficulties. To ask how governments choose to act focus attention on what goes on inside and at the fringes of the state, it requires learning aspects of the structures and processes through which governmental decisions are reached. And the answer to why can depend on historical development in the distant past which current policy makers may well be unaware of, on the underlying political culture of a nation and subsections of its population, or even on changing state of public conscious-

ness that makes something a problem for policy attention rather than simply a condition to be accepted. (Heidenheimer 1990: 3.)

Due to the above definitions, the international economic order of Sudan should call for urgent increase in administrative assistance to bring better standards of living and more equitable distribution of wealth between North and Southern Sudan, despite adoption of the UN resolution on development and international cooperation, the disparity between the rich and poor countries continued to widen. The North - South divide became deeper with the poor South beginning to demand more remunerative commodity prices, better terms of trade and seeking to extract other concessions through collective negotiations. Institutions play an in crucial role in development administration as they are essential instruments in country demand for action. (Heady 1979: 39.)

Institutions are forums where people organize their relationships with each other. Every institution has its own finding of action. Institutions provide services to the people through agencies and organizations. e.g. schools, hospitals, banks, and even community based organizations are good examples. In order to be effective an efficient institution needs to fulfill certain conditions. They need to be able to accomplish their purpose, they must be respected by the society, that is, they must be accepted in the place of its location, they must have resources and ability to survive that is they need to learn from their mistakes. (Heady 1979: 13-15.)

Participatory approaches present a new understanding of the connection between bureaucracy and democratic politics through the dynamics of interest group pluralism and decentralized participation. Both approaches call for a more informal process of interaction between the bureaucracy and its political environment as a guide to responsible conduct. Indeed the purpose and the main activities of administrative planners is conventionally regarded by professionals such as the politicians and public administrators, as the making of decisions of various kinds for IDPs, such as regional plans, transportation plans, redevelopment plans and others. Here the role of administrators is also as policy makers in administrative system, by focusing on the control of change. It is the

executive decisions which are the instruments of control, and the policies or plans are essential prerequisites for effective development programmes. (Solesbury 1974: 1.)

The basic intention here is to present a view of the nature of policy for IDPs planning, and to assess the potential kinds of policies which can satisfy the needs of the IDPs. The concern of plans should be for processes of growth and change, which administrators seek to control. The change processes generated should mostly be societal changes and legally identifying those classes of changes. The change can be local environmental changes, consumers, operators and developers, local or central governmental changes, and the system of incentive which motivate the IDPs action in the implementation of assignment. (Shafritz 2004: 328.)

The role of the local authority through the operation of their control over the environmental changes in the IDPs situation, calls for responses from the Sudan's authorities, their decision on a choice of action to be taken by its executive to effect a consequent changes in the original situation of the displaced persons. Making decisions or plans and implementation are not the same, because planning is concerned with formulating plans, while implementation is concern with carrying then out. Without the plan there would be no change in the IDPs settlement areas. However, the public authorities are in charge of responsibilities relating to changes in the lives of IDPs, which should be taking place all the time. They undertake regulating or inducing change. The analysis of the administrative tools of management has not yet turned up many clues to more effective ways in Sudan for producing social services. But with time and more refined techniques, there is hope that it will, as necessary steps to more effective services, all kinds of people should be encouraged to try out ways of delivering services to the public. This requires systematic experimentation with new training techniques, new ways of delivering services. There should be effective management from the top-level administrators, so that something is known about good practices or effective ways of reaching the internally displaced persons. More could be learned and transmitted to the local level through federal guidelines and regulations and technical assistance. (Shafritz 2004: 328.)

The organization and management is concerned with the nature, structure and functioning of organizations and the principle on which staff should be managed. Government should involve the internal displaced persons as members of many organizations, whether large or small, formal or informal, or existing for social, economic, religious, political, governmental or non-governmental. The IDPs should be involved in nationalised industries, national government, local government, co-operatives societies, trade unions, social clubs, political groups and even parties, churches, the armed forces, hospitals, the police, those who can teach should work in colleges and universities, charitable institutions and many other groups and bodies. It is the purpose of administrative policies of the government and the international community to integrate the resources and needs of displaced people into all aspects of programme planning and implementation. The internal displaced persons does not need separate displaced projects to be initiated or added on to the existing general programme activities, They should be treated like any other citizen. (Cohen 1998: 21-23.)

The early warning indicators however failed in Sudan to prevent and protect persons from displacement. The number of internally displaced persons only continues to rise, with significant new displacement occurring on a frequent basis, with a higher estimated number of internally displaced populations in Sudan. And the displaced populations continue to live in fear as they face discrimination and stigmatization. Their living conditions are sub-standard and many continue to have limited access to essential services such as food and medicine, adequate shelter, income generating activities, employment and education. (UN-OCHA 2006.)

2.6. The role of a state to provide economic and social welfare

The role of States in safe-guarding and providing economic and social welfare for their citizens is a prerequisite for good governance, through the restoration of public sector and state authority, which are accountable and answerable to the people they represent. There is no reason why local economies empowering their citizens and small businesses should not fit together within a national economy, or why national economies should

not interconnect in a world economic and trading system meeting the needs of all the world people in an efficient and equitable way. (Martin 1990.)

2.7. Decision-making theory and policy-making

According to Simon (2004: 99), administrative behavior constitutes an important early contribution to thinking about decision-making. In his view, a theory of administration has to be concerned with the processes of decision as well as with the processes of action, and to this end Simon attempts to specify exactly what is involved in decision-making. Beginning with a definition of a decision as a choice between alternatives, Simon states that rational choice involves selecting alternatives which are conducive to the achievement of goals or objectives within organizations, and this is of fundamental importance in giving meaning to administrative behavior. Rational decision-making involves the selection of alternatives which maximize decision-making values. The selection following a comprehensive analysis of alternatives and their consequences should be made to prevent conflict or disaster occurrence.

The values and objectives that guide individual decisions in organizations are largely the organizational goals. Hence, the services and conservation goals of the organization itself are usually imposed on the individual by the exercise of authority over the staff. To a large extent the values gradually become "internationalized" and incorporated into the psychology and attitudes of the individual participant. Hence, public management emerged as a significant field in its own right within public administration, together with its two main sub-field, budgeting and personnel management, which have to be put into consideration. However, today's activities are more concerned with public administration based on good governance, and public management is concerned with personnel, budgeting and information system. Here, the cultural analysis represents more than thoughts about how people behave and conform to rules and procedures. Organizations always views differences among people. One difference in question in literature concerns gender, or more specifically, the recognition that men and women operate differently in organizations and face different problems. (Shafritz 2004: 380.)

The real revolution here is an assessment with 1980s and 1990s, that it is not possible without examining inter-governmental relations. Intergovernmental Relations are the fiscal and administrative processes by which higher units of government share revenues and other resources with lower units. But lower units must satisfy certain prerequisites to receive assistance. (Baylis & Smith 2004: 26.) One of the problems with public management is the theory of doing more with less resource, whether financial or human. The managers have a task of how to make collective decisions, and they should make the decision in the interest of the public. (Peters 1996: 1-5.) The government sometimes may give money, as financial incentives, so as to encourage the organization to make some investments, such as employing people, and may send some staff for further training. This is because the leaders of the government are responsible for improving the performance of their organization. However with the limited resources, it some times limits the managers from executing the activities and the public is actually waiting for any good change, no matter how it will affect them. (ACCA 1989: 219.)

Here comes the need of Communication skill, it is not just a matter of how people speak or write, but includes also the behavioral process, and it has to do with personal conduct. It is a process by which people express themselves, and interact through message transmission. So communication becomes a two way system that is sending and receiving messages. However, public administration has strong impact on all activities, because we have to write on behalf of the public, and as collective responsibility for the State or organization. However, the displaced people need training in communication skill, since communication is the main way by which organization talk to each other. (Janis 1964: 14-16.)

The policy process such as implementation generally occurs in a complex organizational context. This organizational complexity must be seen as often involving a dual form, complexity because each single organization, and in many cases further complexity because two or more organizations are required to interact with each other. Policy can be an output and or an input, it will be clear that, in the various cases where policy becomes interpreted primarily as output or policy is identified as input, it is logically the case where there must be some activity. This is essentially a methodological point about

the top-down or bottom-up distinction. All work with a clear top-down, focus concerns how a new intervention is implemented by the displaced persons. The bottom-up approach may also be used to the same end, as in the displaced persons promotional society case where the focus is simply upon an on going activity. (Hill 1997: 149.)

However, a characteristic of the top-down approach is concern with implementation, and giving advice to actors about how they should secure effective implementation. The condition of effective implementation is a guide to accomplishing policy objectives. From a Democratic point of view, policies should be made by the elected representatives of people and implemented at a subordinate manner by public officials, with the view that rationality in public policy involves goal setting followed by activities in pursuit of these goals which may be systematically monitored. Through these, real accountability can be achieved. This is a view made more attractive if it is linked with the enhancement of local and grass-roots democracy. These will reduce the debate between top-down and bottom-up arguments about the respective roles of central and local government in the determination of policy. Hence, policy is a course of action adopted and pursued by a government, party, ruler, administrator or a manager etc, as advantageous or expedient. (Hill 1997: 149-159.)

Problem solving can take place through problem identification, and what is the main concern of the organization? These needs brainstorming-Goals definition-What does the organization want to achieve? What can the organization do? In focus on the consequences- What might happen? And on decisions of how can all these be done. After these stages, implementation takes place. Lastly in monitoring and evaluation, at the end we can ask ourselves, did the work become successful? However, there is danger through out the renewed interest in power struggle and human attitudes of neglecting one central truth that was known to the older administrative theory. Behavior in organization is neither completely emotive nor completely aimless. Organizations are formed with the intention and design of accomplishing goals, and the people who work in the organizations believe, at least part of the time, that they are striving towards these same goals. Hence, administrators must not lose sight of this fact that; organizations may depart from the traditional description of neutral instruments of governmental policy.

Nevertheless most behavior in organizations is intendedly rational behavior. (Maurice 1996: 4-10.)

Good and effective public governance helps to strengthen democracy and human rights, promote economic prosperity and social cohesion, reduce poverty, and enhance environmental protection and the sustainable use of natural resources, and deepen confidence in government and public administration. Nevertheless, it is just recently that internally displaced persons have been recognized as needing special protection above and beyond other citizens. The best reflections of the special protections they need are found in the Guiding Principle of the United Nations charter for refugees and internally displaced persons. (OECD 2006.)

The importance of good governance can not be over emphasized as it is one of the major indices set by the UN on states in attaining the IDPs goals. These include aspects such as transparency, democracy, freedom in all its dimensions and economic development. However, the government has to improve the standard of living of its people by increasing infrastructural supply to entire nation. The present the existing global governance is weak, and unpredictable, with the international economic decision-making dispersed over numerous institutions and forums, mostly dominated by the rich countries, leaving developing countries such as Sudan powerless and vulnerable. Flexible government is the least clearly articulated, it captures several important realities of public complaints about government and contemporary proposals for reform. Flexible government is capable of responding effectively to new challenges of surviving in the face of change. Flexibility refers to the capacity of government and its agencies to make appropriate policy responses to environmental changes rather than merely responding in habitual ways to inherently novel challenges. By the end of the cold war, military spending has declined, while economic and political freedom expanded, and a growing public awareness of environment issues became important. The world has a unique opportunity to make a substantial break with the past. The time has come for a new global compact on human development that would put people first in national policies and in international development cooperation. (Peters 1996: 72.)

Hence, development needs traditional managerial theory, which is tied to the executive branch, political theory to the legislative branch and the legal theory to the judicial branch. These three different approaches have formed the modern development of administrative states. The separation of powers; however, this system has weakened the role of administrative and executive powers, for effective and efficient activity needs the three branches of administration be integrated, so that public administration in general should be in one form. These can enable the understanding of management, politics and the law in public sector as one theme which forms the state. (Shafritz 2004: 378-379.)

While the matter of systemic differentiation and integration is our central interest, we are not ignoring the consequences of different organizational and administrative patterns for the satisfaction and development of individuals. In fact, there seems to be an important connection for individual between working in an organization structured to deal effectively with its task and his feelings of personal satisfaction and growth. Organization so structured that members can deal realistically and effectively with their tasks provides powerful sources of social and psychological satisfaction. This is because individual managers bring to an organization several motives that they seek to fulfill. Among the most important are a need for achievement, a need for affiliation, and a need for power. (Lawrence & Lorch 1986: 17.)

As such, one of the most important responsibilities of the executives is to help interpret events and determine whether the IDPs organization needs a different strategy or just incremental improvements in the existing strategy. If a major change in strategy is necessary, it is better to begin by exploring the range of possible strategies, because focusing attention too quickly on one strategy will be greater if the quest is guided by a clear and meaningful concept of the organization's mission, long-term strategic objective, core competencies and current performance. A strategy should be evaluated in terms of the likely consequences for the attainment of key objectives. Relevant consequences include benefits and cost for the various stakeholders in the organization. The costs include the extra resources and lost productivity associated with any organizational changes necessary to support the strategy. (Yukl 2006: 379.)

Hence, to understand the reasons for a problem and how to deal with it requires a good understanding of the complex administrative, management relationships and systems dynamics that occur in organizations. However, the IDPs needs the approach of cooperation and to use a process analysis intervention or team-building activity, that is group learning to increase understanding and mutual respect among people from different functions. This approach assumes that increased trust and understanding will increase cooperation back in the work place. The purpose of group learning is to give each individual in a training group a greater insight into his own behavior, to develop an individual skill in taking action to control such intra-group processes. This is because the implementation of the project should include the theory of teamwork. (Schedler 2007: 5.)

In *Understanding Organizations* defined a group as a people who perceive themselves to be a group. The point of this definition is the distinction it makes between a random collection of individuals and group of individuals who share a common sense of identity and belonging. A group has certain attributes that a random crowd does not possess, a sense of identity, whether the group is formal or informal, whose existence is recognized by its members. There are boundaries of the group which defines who is in and who is out, who is (us) and who is (them). People always need to feel that they belong, that they share some thing with others. Loyalty to the group, and acceptance within the group, can express themselves as conformity of norms of behavior and attitude that bind the group together and exclude others from them and leadership, most groups such as the displaced persons, have an expressed purpose, aim or set of objectives, whatever field they are in, most will spontaneously or formally choose individuals or sub-groups to lead them towards the fulfillment of their organizational goals. (ACCA 1989: 358.)

2.8. The behavior of the individual groups

Authority is that which chiefly distinguishes the behavior of individuals as members of organizations from their behavior outside such organizations. However, in the behavior of organized human groups often a unity and coordination of behavior so striking that they led many social thinkers to draw an analogy between the group and the individual,

and even to postulate a “group mind.” The mechanism whereby this coordination is achieved is not easily perceived. In the case of an individual, there is a perfectly tangible structure of nerve fibers, capable of transmitting impulses from any part of the body to any other part, and capable of storing and transmitting those impulses to a central nucleus. In case of social groups, no physiological structure is present whose anatomy can be explored in search for clues to the underlying mechanism. Coordinating the results when the behavior of an individual is guided by his expectations of the behavior of the other members of the group, and an analysis of organized behavior of all sorts will demonstrate that such behavior result when each of the coordinated individual sets for himself a criterion of choice that makes his own behavior dependent upon the behavior of others. (Simon 2004: 178.)

From the displaced persons organizational point of view, the functions of their groups or teams should indicate that, the performance of the task needs the collective administrative skills of more than one person. Management can control work, by defining responsibilities, as well as delegating powers to the displaced persons, so that they feel included in management. This is a testing decision made from outside the displaced group. Consultation and negotiating is also important, especially to resolve dispute among the displaced persons as well as within the organization. This can help in creating, and exchanging ideas, collecting and transmitting information. Co-coordinating the work of the individuals, whether that of displaced persons, or that of relief workers, enquiring about what has happened, motivating both the relief workers, as well as those displaced persons assisting in the development of these needs understand the importance of regulations, directives and decisions. It is necessary to appreciate the distinction between direct applicability and direct effect. (ACCA 1997: 74.)

The other problem which sometimes makes the administration not to be perfect in the role of IDPs management is the problem of hierarchy and rules assumption, which limit an administrator’s activities, due to political rules and orders. Civil servants are expected to make decisions, on what is the interest of the public, and they are dictated by their political masters. It is difficult to work for the interest of the organization sometimes, but rather the political master. (ACCA 1989: 219.) According to Sims, Fineman

and Gabriel (1993: 177-178), organizing and organizational formal rules and regulations are not new phenomenon. Organizational rules can be usefully distinguished from social norms. Norms are the unwritten rules, for example, organization staff can have uniforms. Social norms guide most of our action, whether inside or outside the organization. This is what can help in management of internally displaced persons.

2.9. Appointment of internally displaced persons on equality basis

People whether displaced or not, should be treated equally in the way they are appointed to jobs and positions in the public administrative system. Payment should be performance related and appointment should be based on merit and qualification. In this sense, public management should be more concerned with administrating the State and its civil servants. (Subramanian 1990: 269.)

As a result, increased discussions about governance have developed the term ‘‘Good Governance’’ in administration. Donors and some international financial institutions are concerned with their aid and support for the IDPs, Countries receiving aid must reform and ensure good Governance. Good governance provide hospitable environment to sustainable human development. Development organizations have an important role in the process leading underdeveloped countries towards good governance, as a way towards modernization. Development administration promotes good governance by practicing decentralization policy towards the local development. (Hossain 2002: 12.)

Bad governance is a root cause of mismanagement within societies. As a result, problems facing internally displaced persons have been among the biggest human rights challenges facing the government of Sudan. Sudan has been plagued by internal conflict and natural disasters and government policies, as well as bad administration and management that have led to the displacement of millions of Sudanese. The same time, the situation of internally displaced persons in Sudan has not been a problem that has gone unnoticed. It has been reported by leading academics, human rights groups, groups created to evaluate humanitarian conditions in Sudan, the United Nations, and even the

current government of Sudan. The United Nations Secretary-General's Dr. Francis Deng, Representative on the Internally Displaced Persons has repeatedly indicated the severity of the problem both in his official reports and his academic writing. There can thus be no doubt that the problem is known and has been known for several years, but there is less agreement on what can be done about it. (Speth & Robinson 1998.)

To introduce urgently needed improvements in public decision-making, while avoiding the possible booming effects of systems analysis, policy analysis must become an important new professional role in government services. However, policy analysis staff positions should be at in all principal administrative agencies and establishments, near the senior policy determining positions, operating in general, formally as advisory staff to top executive and senior line position and actually establishing with them a symbiotic cooperative relationship. However, the professional staff of the federal planning programming- budgeting system units should be trained also in policy analysis. (Shafritz 2004: 252-253.)

3. A FRAMEWORK OF ANALYSIS FOR HOW THE DISPLACED PEOPLE CAN BE MANAGED, AND THEIR ROLE IN MANAGEMENT OF THEIR PROBLEMS?

What is the root causes of the displacement of people from their homes or villages? What kind of an analytical approach would properly highlight the dynamic of the effects of conflicts and displacement (IDPs) and the refugees' situation? How may they, as displaced people contribute to the management of their resettlement areas, and how do they address the issues of education, especially for their children? To answer these questions, a theoretical research design for empirical administrative analysis will be proposed. In this study, the word displaced people refer to both the internally displaced persons, as well as refugees, though the two are not the same, However if we refer specifically to refugees, then we can use the word refugees, and if we mean IDPs, then we can do the same. More about the definition shall be said later. (Hakovirta 1986a: 10.)

3.1. Introduction

Public administration is the management of men and materials in the accomplishment of the purpose of the state. This definition emphasizes the managerial phase of administration and minimizes its legalistic and formal aspect. It relates the conduct of government business to the conduct of the affairs of any other social organization, commercial, religious or educational, in all of which good management is recognized as an element essential to success. The other point is that, public administration is the most efficient utilization of the resources at the disposal of official and employees, and these resources include not only appropriations and material equipment in the form of public building, machinery, highways and canals, but also the human resources bound up in the hundreds of thousands of men and women who work for the state. However, in every direction good administration seeks the elimination of waste, the conservation of material and energy, and the most rapid and complete achievement of public purposes consistent with economic welfare of the workers. As such, public administration should start from the base of management rather than focusing on development. Administration as an art

attaches importance to the significant tendency to transformation, however, it assumes to become, and will continue to be the heart of the problem of modern government. In the nature of public administration, there is an essential unity in process of administration, whether it is of the local city, state or federal government. (Shafritz 2004: 56.)

3.2. The administrative problems of IDPs in Sudan

The administrative problems of the internally displaced persons in Sudan, is that first there are many administrators who are reluctant to make formal plans concerning the internal displaced persons, but dealing with problems only when and if they arise. As such, there is lack of knowledge about the purpose and goals of overcoming the internally displaced person's problems through the public administrative policies of Sudan. There is no commitment to one set of target with planning which involves making choice about what to do for the internally displaced persons from amongst many different alternative courses of action. This is unsatisfactory in any public organization where administrators must co-ordinate their efforts and work together for the achievement of their common goals. However, freedom of choice can be the reason for lack of preparation for environmental changes, and lack of coordinated response to economic, technological, social and political developments with which the organization will be faced, and this can causes the administrators lack of information about what is going on in the displaced persons areas. Administrators need to know about the needs of the internally displaced persons, the nature of their life, the state of their economy, so that they can compete in the common market. If not, they will be unable to make plans for the future which are achievable in view of environmental conditions. (ACCA 1989: 245.)

Though much will be said about project documentations as well as public administrative policies, on needs assessment and participation of users, there is little awareness between the technical staff, from the top level down to the IDPs technicians, who may have their own ideas based on cultural values about what they want, and how they get it. The reason for this lack of communication may be that, there is still gap between technical and the need people such as the displaced persons or villagers. However, the dis-

placed people who are members of the internally displaced peoples promotional society have to be trained or upgraded. Hence, it may be necessary to review not only the monitoring system, but also the whole approach towards displaced participation. A new approach should focus more on needs and priority of the displaced persons. (Long 1977: 41.)

3.3. The conflict situation

Displacement is a symptom of its causes through lack of better administrative policies, which resulted in internal conflicts, communal violence, violation of human rights and man made disasters. These causes are themselves the result of deeper administrative and management problems, often rooted in acute racial, ethnic, religious and cultural divides and gross inequities. Not only must we address the needs of displaced people for protection and assistance and find durable solutions that will lead to their return, alternative resettlement and development but- and even more importantly we must also address the deep administrative reform policies problems which led to the conflicts and to human rights violations. Most of those affected by these conflicts and where forced to leave, belong to ethnic minorities and the rural poor. Not only are the inequities they suffer integral to their displacement but moving to urban centers and capital cities exposes them even more to injustice and marginalization. Exposed to new opportunities and yet discriminated against in their new environment, they remain poised between a new context into which they do not fit fully as citizens and their former home areas to which they can no longer return to resume the old way of life. (Cohen 1998: 21.)

Displacement therefore challenges the public administrative policies and calls for a new governance policies of justice and equality for all citizens without discrimination on the grounds of race, ethnicity, religion, culture or national origin. There is need of specific reform on public administrative policies in Sudan for welfare delivery, through proper management of local services, and growing attention given to consumerism, and the increasing use of performance indicators in social services. (Butcher 1995: vii.)

The fundamental problems of Sudan, such as development of personal initiative, the assurance of individual competence and integrity, responsibility, coordination, fiscal supervision, leadership, moral are in fact the main issues. Problems of health administration, control of trade, the reclamation of land by government, have little relation to the cities of county or states, As such, no respective phases of city, state or federal government present any significant technique of their administration. Therefore, it seems important to insist that the administrative process is a unit, and to conceive it not as municipal administration or state administration or federal administration, but as a process common to all levels of government. Here, it seems there is a problem in the inherent conflict between higher and lower level administrators in less formal integrative systems. It is clear that top-level public administrators should be strong and assertive. Top-level public administrators are regarded as policy advocates and general policy reviewers. However, the conflict in Sudan, the issue of poor public policy becomes important. (Alata 1990: 14-16.)

3.4. Internal displaced persons definition

The term IDP's and refugees carry a weight of historical and political baggage. The interrelationship between the two terms is even more burdened. The second clause of guiding principles on internal displacement defines the internal displaced persons in terms of people forced to leave their normal areas of residence as a result of poor administration leading to violent conflicts, communal violence, gross or systematic violations of human rights and other human made or natural disasters in which there is an element of discrimination. There are other causes of displacement which are either outside or marginal to this mandate. Those caused primarily by natural disasters, and those related to economic needs and migration to areas of opportunities, such as cities, as well as those caused by major development projects, such as dams. Some of these pose vast challenges that are not easily manageable, as defined by the relevant resolutions of the commission on human rights and the general assembly and the available human and material resources. (Beau 2003: 16-18.)

With the above definition of IDPs and refugees, the interrelationship between the two terms is even more burdened. The guiding principle on internal displacement defines internally displaced persons or groups as those forced or obliged to flee or to leave their homes or place of habitual residence, in particular as a result of or in order to avoid the effects of lack of better public administrative policies which resulted into armed conflict, a situation of generalized violence, violence against human rights or natural or human made disasters, and who have not crossed an internationally recognized state border. This definition actually gives citizens the idea that they have rights that empower them. The definition is integral to nation-building, foster a nation of equal citizens in which sovereignty resides with the people and the government is responsible for protecting all its members without favor. (Hakovirta 1991: 10-14.)

An end to internal displacement would therefore be possible if there are changes in the public administrative policy, so reformation is needed. For those displaced persons who remain in their country of origin, the public policy specifies the responsibility of national authorities to facilitate the following three solutions and in particular to enable return or resettlement to occur voluntarily, safely and with dignity. Ensure that those returning or resettling, do not suffer discrimination as a result of having been displaced and are able to participate in public affairs and enjoy equal access to public services assist IDPs to recover or receive compensation for property and possessions destroyed or of which they were dispossessed as a result of their displacement. (Mooney 2003: 38.)

3.5. A refugee definition

There are four basic requirements for an analytically useful definition of a refugee. First, the definition must describe the conditions under which a person becomes or ceases to be a refugee. Secondly, it must be comprehensive enough to include all of the most important types of refugees but, third, not too wide or flexible to blur the borderline separating refugees from internal displaced people type of migration. And fourth, it must not be so unique that it cannot be used in the empirical analysis of major displaced person statistics. (Hakovirta 1986a: 15.)

According to the statute of the United Nation High Commissioner for Refugees and the convention Relating to the status of Refugees, both of 1951, the term refugee applies to any person who (a) had been considered a refugee under the major refugee arrangements and conventions of 1920s and 1930s and (b) had left his country of nationality as a result of events occurring before 1 January 1951 owing to well-founded fears of being persecuted for reasons of race, religion, nationality, membership of a particular social group or for a political opinion, and was unable or unwilling to return because of fear of persecution. OAU in 1969, which the term refugee applies not only to persons who flee because of persecution, but also to persons who, owing to external aggression, occupation, foreign domination or events seriously disturbing public order in part of the whole of his country of origin or nationality, is compelled to leave his place of habitual residence in order to seek refuge in another, outside his country of origin or nationality. (Hakovirta 1986a: 14.)

The administration of UNHCR has recognized these definitions on which its work was formally based to be unrealistic in two basic respects: on the one hand, they presuppose the determination of the flight motives of each individual refugee, which in practice is impossible, especially in sudden and massive third-world refugee flows. On the other hand, as these definitions accept only a well founded fear of persecution as a legitimate reason for flight, they cover only a part of the populations which are regarded as refugees in practice. Of course the practices of refugee aid organizations and status vary in these respects, but UNHCR's own work, for example, has for long been based on the definition of refugee statuses en masse, and it has covered populations which do not fall within its mandate according to the criterion of persecution. (Hakovirta 1986a: 14.)

3.6. When does refugee's status end?

From a legal point of view, the prime criterion in determining when refugee status has ended is the acquisition of a new nationality. However, in UNHCR policy, for instance, repatriation or self-sufficiency is what matters most. The latter criterion is ambiguous, of course, because the process through which refugees are settled and integrated in the

receiving states or communities is typically incremental. Nevertheless, in a study such as this there is no other alternative than to regard the refugee status of a refugee population as terminated when it disappears from the statistics. However, we should agree that refugee status ends when a refugee population has achieved a level of self-sufficiency characteristic of the local population in the receiving state. Therefore, a refugee's definition should be conceptually distinguished from the following types of migrants: voluntary international migrants, who leave their home countries for resettlement in another country to improve their standard of living, join relatives, experience adventures, or for other, basically voluntary reasons; international migrant workers, who go abroad, alone or with their families, to get jobs or to raise their standard of living. Unlike ordinary internal migrants they are either unwilling or unable to settle there permanently or to acquire a new nationality. Therefore, they usually return to their home countries after some time or continue moving back and forth between their home countries and working places abroad; displaced persons, whose movement may be motivated by the fear of persecution or violence but who stay within the borders of their home countries. (Hakovirta 1986b: 17.)

Expellees and other objects of compulsory international transfers who lack personal motives of movement but are transferred or otherwise compelled to move to another country by force of authoritative governmental decisions, victims of natural catastrophes, such as earthquakes, floods, famines or typical non-man-made catastrophes. In most, but not all, cases they stay within the borders of their home country. Refugees are distinguished from displaced persons by geographical criterion and from various other kinds of international migrants on the basis of motivation. The problem arises mainly from the fact that, for the most part, contemporary refugees flow out from countries suffering chronically not only from political repression and violence, but also from various natural and man-made plagues such as drought, floods, famines and general economic hardship. Therefore mixed motives of flight are normal. For example, it is impossible to say to what extent the hundreds of thousands of people who have fled from Sudan since the 1955 are genuine refugees? (Hakovirta 1986a: 19.)

3.7. The occurrence of disaster

The occurrence of disaster indicates a technical, administrative, financial or security failure on part of the decision –made. However, technical and human-related disaster occurs for many reasons: Random Management ignoring the importance of planning. This not only causes disaster, but is also the main reason for problems leading to the destruction of the technical, financial or administrative capabilities of the organization. It greatly reduces the organization’s capabilities to cope with and confront disasters effectively. Ignoring the organizational structure. When managers use their authority improperly, bypassing subordinates creates a dangerous environment in the organization, encouraging the employees to ignore their supervisors, as well as the rules and regulations of the organization, creating an excellent environment for disaster. (Mahdy 1988: 102.)

Lack of data and specific work order, this means that each and every employee will create their own set of rules and regulations for doing the work, opening a gap between the management and employees, reducing the management effectiveness in predicting the occurrence of a disaster. Lack of follow-up activities, if management is incapable of following up on what is happening to monitor the actual progress and compare it with the plan; there is a risk that company objectives will not materialize. Moreover, there is a risk that corrective action cannot be taken in time to prevent the occurrence of a disaster. (Mahdy 1988: 103.)

3.8. A model and framework for analysis

This model is used by Harto Hakovirta for analysis of conflicts and refugeesim. I shall use the same model of analysis, to examine how the displaced persons are involved management. Displaced persons situation can, in principle, be described according to the countries perspective and by countries administrative policies of management. These, in turn, can be combined in innumerable ways to represent relations in terms of causes and effects, functions, sequences of information flows, or the like, the task of a

model-builder is to choose a perspective and limited manageable number of variables or clusters of variables and their relations to generate an abstract administrative policy, which as parsimoniously and effectively as possible directs attention to the most essential features of the subject at hand, which thus serves as a framework for empirical analysis and as a guide line for more advanced theorizing. The internal displaced persons promotional society can be an example for further administrative analysis, based on the below model. The displaced persons are typically explained by combinations of factors that “push” and “pull” people on the move intervening constraints and by that intervene, make management more difficult or impossible. However, an explanation of internal displaced persons activities can be organized in such a way. (Hakovirto 1972: 53.)

Consider now figure 1. Its components and the arrows between them represent the administrative policies of the Sudan’s displaced people’s problems in the case of this study. It is selective and closed in the sense that no other causes of displaced situations than poor administrative policies which result into conflicts and natural disasters. In turn, there are supposed to occur direct efforts to manage and solve the displaced persons situations, it equipt the activity of the displaced persons, and to internationalize the displaced persons situation. The components of the model are defined as follows. By conflict situations I mean, the poor administrative policies or violence and persecution used for attainment of some political goals against some political forces. However, the term political force refers here to poor management of the ethnic groups, religious, linguistic and other similar, majority or minority groups. Administrative development is concerned with the rendering of services to its citizens, such as construction of schools, hospitals, roads and likewise, but also with changes in the administrative policies of state and the participation of the managers in decision-making processes. (Gillis, Roemer & Snodgrass 1987.) It is well known that a poor country, society, or any group, can not pursue development projects in the same way as a more prosperous country, society or group. For the poor community or people, any prospect of achieving economic growth is small, as long as capital supply is limited. Lack of necessary capital hinders growth. (Odell 1979: 168.)

Therefore, one of the most effective strategies to improve the quality of life for the displaced persons in Sudan is a systematic approach for problem-solving. It is always a very useful approach to think of successful strategies for problems in the past and future. Administration and management should adapt useful problem-solving techniques to new situations in industrial and other enterprises, most managers have left the human factor out of account, and tended to view organizations as if they existed without people. Hence, decisions should be made in series of well defined steps; here one of the many possible systems of problem solving is the administrative policies and management system which should work towards meeting the basic needs of the displaced persons, whether being internally displaced people or refugees. However, to achieve the above, it is necessary not to divide Sudanese people in packages but rather to have unity of administration. This can help prevent the people of Sudan from moving across the country. (Akol 2001: 127-132.)

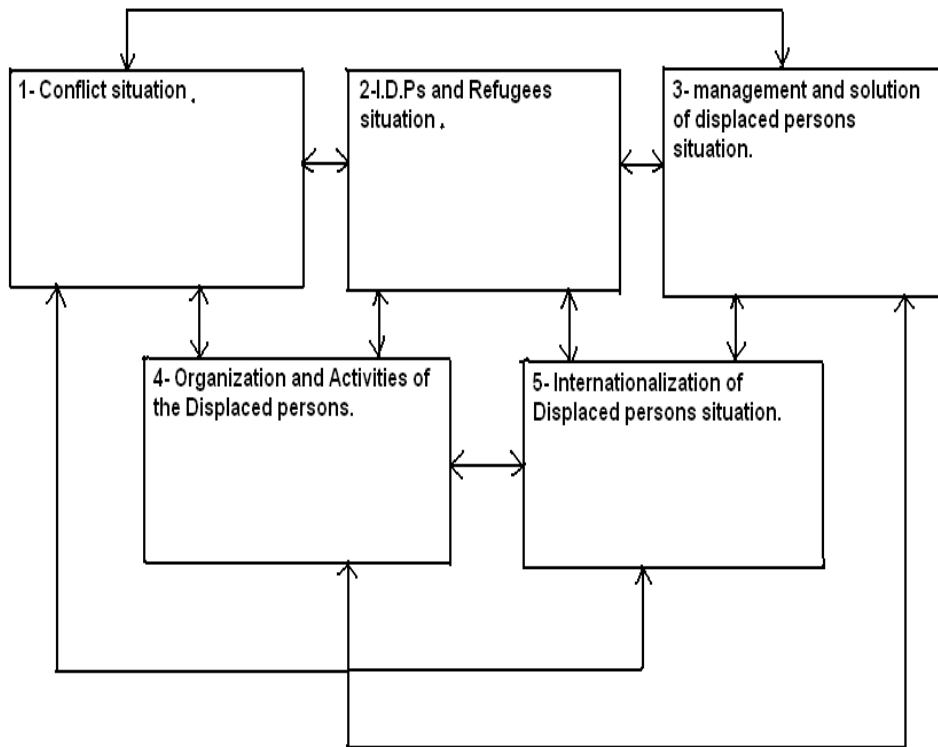


Figure 1. Conflict and management of IDPs and refugeesim: A framework of analysis (Hakovirto 1972: 15).

The term refugee refers to the Sudanese refugee's situation, which resulted from refugee streams that manifested themselves in the form of various kinds and degrees of human resources management, social services. A refugee stream is composed of refugees who flee from one country to another. For IDPs, move from one place to another place within the same country, within certain limits. Management and solution of I.D.Ps situation means the efforts by states and organizations to take care of the immediate needs of the displaced persons, and what is the IDPs role in administrative development within that locality, camp or area of resettlement. To find a permanent solution to their problems, and to limit and alleviate the resulting social, governmental and international problems. Organization and activities of IDPs and refugees refers to the active role of the dis-

placed persons (IDPs and refugees) may adopt during the conflict and development situation which has made them flee from their homes and for the refugees to have left their home country. And the term internationalization of IDPs and refugees situations refers to the processes through which displaced persons situation evoke the attention of the international public and becomes objects of international debate To transform the model into a theory, it would be necessary to decompose each of the components into a sufficient number of operationalized variables and to connect them within and between the components by a systematic set of abstract definitions and hypotheses. (Hakovirta 1972: 15.)

Now we shall satisfy ourselves with substituting a systematic set of questions for advanced theoretical sentences. Variables together with elements of theory will be presented in the subsequent parts. The development of a detailed theory of the Sudanese displaced persons problem along these or some other lines is a task for future research. Some analysts have tended to take it for granted that political and military conflicts are the only causes of contemporary displacement. The next question in order of importance has to do with the administration and management of displaced persons situation. To what extent and in what respects have the displaced persons aid operations in Sudan succeeded or failed? How gravely does reality contradict the abstract principle that refugees and IDPs aid should be distributed to different camps situations in proportion to their seriousness? The very size of the displaced persons incidents raise the issue of fair shares, whether the support is divided as it should be and whether just criteria are used. But a question should be asked, what are the main causes of the unequal distribution and what could be done to bring about more equality or proportionality? The arrow connecting conflict and development situation and the management and the solution of displaced persons solution directly with each other suggests its own questions, such as, what role do IDPs within their country of origin and refugees out of their country's assistance operation play in the cause of conflict or development? To what extent and how do parties to conflicts control the planning and execution of the displaced people (IDPs and refugees) aid operations in order to influence the out come of the conflict of development? What if anything could be done to isolate displaced persons aid under taking from the harmful effects of the conflict of development? An analysis of these and simi-

lar questions on which there exists only careful research, particular attention must be paid to the role of host countries and major donors of international displaced persons aid. Without their cooperation no effective displaced persons aid operation is feasible. (Hakovirto 1972: 17.)

3.9. Management and solution for internal displaced persons situation

The objective of this study has been the contemporary Sudanese displaced persons (IDPs and refugees) problems. The origin of the problem may be traced back to 1955, before the country's independence, but it did not take definite shape until 1983-2005. The majority of the people who have been displaced are all but invisible because they are not found in camps and settlement. In addition to the millions of internally displaced people (IDPs) living in demarcated locations, there are other millions impossible to count, who have sought refuge in other places. In Sudan public health control measures remained largely poor, and need attention, improved housing and less crowding, sensitization in personal and domestic sanity, and quarantining of sick persons from incoming vessels, are as a result of the inability to instigate such basic measures in developing countries that pandemics still remain in the latter part of the twentieth century. (Brendan 1993: 21.) There is need of specific developments in welfare delivery, including the decentralization of local services, and growing attention given to consumerism, and the increasing use of performance indicators in social services. (Butcher 1995: vii.)

To gain a fuller understand of the dynamics of the Sudanese displaced persons problems, it is important to find out how the displaced persons (IDPs and refugees) may influence the course of the conflict which has coursed them to flee. I can ask that, in what kind of conflict displaced persons are most likely to adopt active development role, and succeed or fail in their participation aspiration. Usually the displaced persons are bound to have an important impact on development situation in cases where they have fled for social and political reasons, where they immediately organize themselves, so as to help their children educationally etc. Further, the activities of the displaced persons (IDPs and refugees) may affect only the conflict situation, but also influence directly the dis-

placed situation and possible aid operations undertaken, such as, the participation of the displaced persons to formation of their own societies, such as the displaced peoples promotional society in Khartoum- Mayo, this can make the life of the displaced persons better. One of the things is that, displaced persons naturally tend to view positively organizational operations aiming at improving their social life. (Hakovirto 1972: 114.)

3.10. How to overcome poverty?

Public administrative policies are more concerned with overcoming poverty, so that, at least basic human needs are met. However, international concerns and practical attention (including those in the guiding principles on internal displacement) have been weighted on the side of emergency responses to displacement. However, no matter how effective they are, emergency responses are not a solution. (Simon 2004: 54.) There is a difference between economic growth and economic development. The former refers to an increase in per capita income and production, and the later implies growth plus structural change. (Gillis et al. 1987.)

In less developed countries, economic growth becomes troublesome because of massive poverty and lack of savings. Capital formation is the crux of the matter here in terms of supporting expansion of output. However, for products to become redundant, the process requires not only available financial assets, but positive public administrative policies and management. Economic development implies far-reaching changes in public administrative policies. While economic growth tends to focus on many economic components, economic policies emphasize many social components. Economic policies includes not only the construction of schools, hospitals, roads and likewise, but also changes in the structure of public administrative policies and the participation of all administrators in decision-making. (Gillis et al. 1987.)

Another point closely linked to the problem is that of unskilled manpower in Sudan. Even local skilled cadres often find themselves unable to handle their various tasks without resorting to the assistance of foreign experts. In Sudan, money is spent on for-

eign experts, who are seen as the alternative solution. However, for products to become redundant, the process requires not only available financial assets, but economic growth implies far-reaching changes in public policy of the state. It means also distribution of wealth according to principles so as to end poverty. Growth of a state means overcoming poverty. This leads to better objectives of overcoming poverty by economic growth that is if we look to individual productivity, typically due to less access than refugees to labor saving the technology and other productive resources. And as we look at investment in human capital, internal displaced people tend to be the majority amongst the less educated and less skilled, because of the discrimination against them.

3.11. Organization and participation of displaced persons

In management, participation can be immediate or distant participation. Immediate participation refers to the involvement of employees in the day-to-day decisions of work group. Distant participation is the process of including top-level management of the organization, and deals with long-term policy issues. Here, I will talk of immediate participation, which is regarded as a form of job enlargement, or a way of gaining commitment by workers to some proposal on the ground that if the IDPs have been involved in discussing it, they will be more interested in its success. It also depends on the cultural belief in the norms of democratic leadership. The advantage of participation should be considered from the opposite end. In participation employees are always told what to do, and would presumably comply with orders. But efforts to establish participation of the employees such as the IDPs should be continued and pushed over a long period of time and with a lot of energy. However, if participation of IDPs in a decision is made quite clear, their views may carry weight, and if the internal displaced person is consulted for advice, their views need not necessarily be accepted. However, internal displaced persons sometimes have the abilities and the information to join in decision-making effectively. Due to the above points, the administrator wishes for participation from the internal displaced persons. The social demand show that internal displaced persons expectations rise above the basic requirement for money. This demand is for

more interesting work and to have a say in decision-making, so participation should involve the work group. (ACCA 1989: 182.)

4. PROJECT ANALYSIS

4.1. Introduction

As most of the projects within the internally displaced persons settlement areas are self-help projects, initiated by the IDPs themselves, the way to strengthen the lives of the displaced persons feeling and improve sustainability is to support projects that already exist in the displaced persons areas, such as the displaced people's promotional society based in Khartoum, which have got its origin, objectives and ideas from the local community. There should be a trust of managers and support for local originated projects, instead of creating new structures, which may not be suitable and can not reach sustainability within that area or region. However, sustainability and accountability works hand in hand. If accountability is high, the members of the project are integrated into the whole process of the development project, the result is that, the activities and effects of it are sustainable, as there is knowledge and competent human resources after the termination of the project. This system gives respect to the local community or the target group. This way their voice is heard, sustainability is ensured and the government staffs are accountable to its target group. (Assal 2004: 20.)

4.2. The IDPs who are members at the internal displaced peoples training and promotional society

The internally displaced persons who are beneficiaries at the internal displaced persons training and promotional society are from all the corners of the country of Sudan. Since they joint the programme, they have been able to over come some of their difficulties, they have been able to buy for themselves land and build houses, others who have no land, at list can afford to rent. Their children can go to school and also have the necessary school materials, such as books, uniforms etc. The internally displaced persons in their individual houses can have at least two meals and drinking water daily. Through this programme, the internally displaced persons, who are members, are now self-employed, self-reliant and self-governing. Because of these findings, displaced persons

should be encouraged to be employed in any organization, whether being governmental or non-governmental, and to joint or form society, so as to overcome some of their difficulties they are facing and gain skill and knowledge. Most of the internally displaced persons training and promotional society beneficiaries are not educated, that is 71 IDPs out of 100 not educated, compared to 29 who are educated. Most IDPs are concentrating on practical work, only 37 IDPs (men and women) are married and still out of these, 19 of them are divorced. Concerning the number of unmarried men and women is high; this is because some they fear to get married as they are unable to support themselves. The only good thing is that, most IDPs have acquired land, 43 of them are land owners, and 57 are renters. It is clear that there is a high improvement concerning land ownership. (Assal 2004: 14.)

However, just as in treatment of a physical illness, the first step is a careful diagnosis to determine what is wrong with the patient. The organizational diagnosis can be conducted by the top management team, by outsider consultants or by a task force composed of representatives from within the organization. Short of experience and lacking in skilled personnel most self-help projects in Sudan need direct supervision by the local authorities or from the expatriates who are donors.

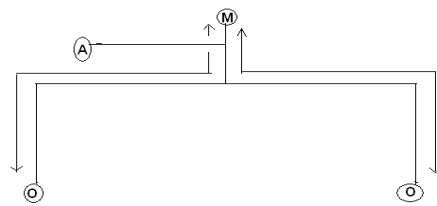


Figure 2. Organizational chart: Direct supervision of IDPs participation at work (Anker & Hein 1986: 63).

The two Os represent the grass root (IDPs), and they are directly under supervision of M, in which M is assisted by A (figure 2). Some organizations may have a special appeals procedure, with problems or grievances referred to an independent arbtrator. In the above chart, A and M are two different people, as top managers they join together and come with collective ideas to make decisions. In the preceding organization chain, the two os might pool their authority to make a decision affecting their common area of work. For management to make the necessary decisions for planning, coordination and control, so managers should be aware of what their departments are achieving, what they are not achieving and what they should be achieving. Each employee (IDP) should know what is expected from him, otherwise he may be off-target, and working without understanding, effective communication gives an employee's job meaning, makes personal development possible. (ACCA 1989: 195.)

4.3. The role of displaced people in solving their problems

In the Common Initiative groups set by the Internal displaced peoples in Khartoum, for example, a strong network of local government committees are formed during the initial design phase to set the objectives and strategies of the project. of course, more than commitment is needed. Economic, financial, and technical arrangements must be in place to deliver on these commitments. But if these arrangements exist only on paper or in agreements made without the understanding of the lower level people who must implement and sustain the project, little will be accomplished. The displaced people contribute their experience and expertise. (Assal 2004: 13.)

The internally displaced people who are beneficiaries of the internal displaced promotional society are from all the corners of Sudan. Since they joined in the internal displaced persons promotional society, they have been able to manage their life, and to meet some of their basic needs, such as buying land and building houses Others who had no land, at least where able to rent, and Their children could go to school and also have the necessary school materials, such as books, uniform etc. In their individual houses, the internally displaced people can have at least two meals and drinking water.

However, management here becomes the backbone for such a development to take place. (Assal 2004: 8-13.)

The table 1 show the position of the internally displaced persons where they came from, their educational level and their activities as a contribution to solving of their problems and eradication of poverty, through practices of management. These IDPs are beneficiaries of (internally displaced persons training and promotional society). It seems the IDPs, especially those who joint the society, have achieved some of their goals, that is mainly the basic needs, such as shelter, drinking water, land ownership, clothing, food and their children can even go to school.

Table 1. Grouping of IDPs who are members at the displaced persons training and promotional society according to their regions in Sudan (Assal 2004: 15).

North	South	East	West	Total
6	60	14	20	100

It seems the displaced people in this displaced camp, especially those who joined the society, have achieved some of their goals, which are mainly the basic needs, such as shelter, drinking water, land ownership, clothing, food and their children can even go to school. Because of this, displaced people should be encouraged to form society (organization) or join a nearby society, so as to overcome some of their difficulties they are facing, and gain skills and knowledge.

According to Simon (2004: 208): *“Organization is a system composed of the activities of human beings. What makes these activities a system is that, the efforts of different persons are here coordinated. For this reason, their significant aspects are not personal. They are determined by the system either as to manner, or degree, or time. Most of the efforts in cooperative systems are easily seen to be impersonal.”*

The point is that, a system of coordinated human efforts means that although persons are agents of the action, the action is not personal in the aspect important for the study of cooperative system (Simon 2004: 208).

In table 2 most of the internal displaced promotional society beneficiaries are not educated, that is 71 of them out of 100 are not educated, compared to 29 who are educated. The reason is due to the long conflict, which resulted into the long period of war. As a result, most displaced people are concentrating on practical work. Concerning marital status only 37 displaced people are having families and married but still out of these, 19 of them are divorced. The only good thing is that, most of the displaced people have acquired land, 43 of them are land owners, and 57 are renters, it is clear here that, there is a higher improvement concerning land ownership. The number of unmarried displaced people is high; this is because some people fear to get married as they are unable to support themselves. Concerning education, it is clear that, the majority of the displaced people have not been to school, that is out of 100 displaced people 29 are educated and 71 of them are uneducated. (Assal 2004: 20.)

Most of this group of displaced people is grown up people and the majority of them are from the war zone area, and few from urban area. The Southerners are 60 and out of this 45 of them are unmarried, this may be due to the war, famine and even drought. They are having the highest number of children that is 76 children out of 112 at the end it is the children of these people who suffers. There are 100 displaced people who have got 112 children and are unable to take care of them, so they need a full support from government, international agencies and people of good will. (Assal 2004: 21.)

Table 2. Successful types of activities in the internal displaced people's training and promotional society (Leben 1998: 12).

S/O	Types of business	Number of people	Failed business	Successful business
1	Tie and dye	10	1	9
2	Tea and cake selling	25	2	23
3	Fish smoking	20	3	17
4	Soap processing	25	5	20
5	Cheese processing	20	6	14
Total	Five types of business	100	17	83

4.4. The successful displaced person's business management

Decentralization was something new that development administration launched. Strong local governments and district administration contributes to the willingness of the people to participate in the development processes. A region is a stage of development. As a consequence of decentralization new management systems were also created. Development administration supported such innovations that improved the efficiency of bureaucracy to develop. Such changes demand own supporting agencies to develop train, consult and monitor good administrative behavior. For this purpose the institution-building approach was created. (Gant 1979: 24-30.)

In the table 2, most of the displaced people (IDPs) have been successful in carrying out their businesses. As far as public management is concerned, these displaced people are divided in groups, each group is having a leader, who will collect the money from the other members of the group and remit the money or the amount to the society. A busi-

ness supplies goods and services to customers, and employs people; it is therefore an integral part of society and is subject to the pressures of that society. Most organizations, societies or companies, making a good public image, are increasingly conscious of the need to conserve energy, to protect the environment, to be good employers, and to provide facilities or welfare to the local community or the country as a whole, for example The sponsorship of sports, membership of displaced persons into their own initiated societies, which is not always associated with a blaze of advertising and publicity, donations to charity. The tea and cake selling, out of 25, 17 of them failed in their business. This is because they have given most of their tea and cakes to customers in form of loan, and the result has been bad debt. The tie and dye is good, but it is a seasonal kind of business, especially towards Christmas, these displaced people usually have got high market. Fish smoking is a successful business; they collect the fish from Jebel Aulia and do the smoking at the group leader's house. This business is a good one. Sawing and tailoring is like the tie and dye, it is also a seasonal business. Handcraft is good business; usually these displaced people take their craft to the Embassies and sell their goods in dollars or local currency. Therefore, the empowerment spirit indicates not only that all aspects of empowerment must lead to improved welfare, but also illustrate the continuous and dynamic nature of the basis for increased empowerment is self-propelling, equality and active shared control. The whole system of the displaced people empowerment cycle should be means of a given goal, and at the end of which is development.

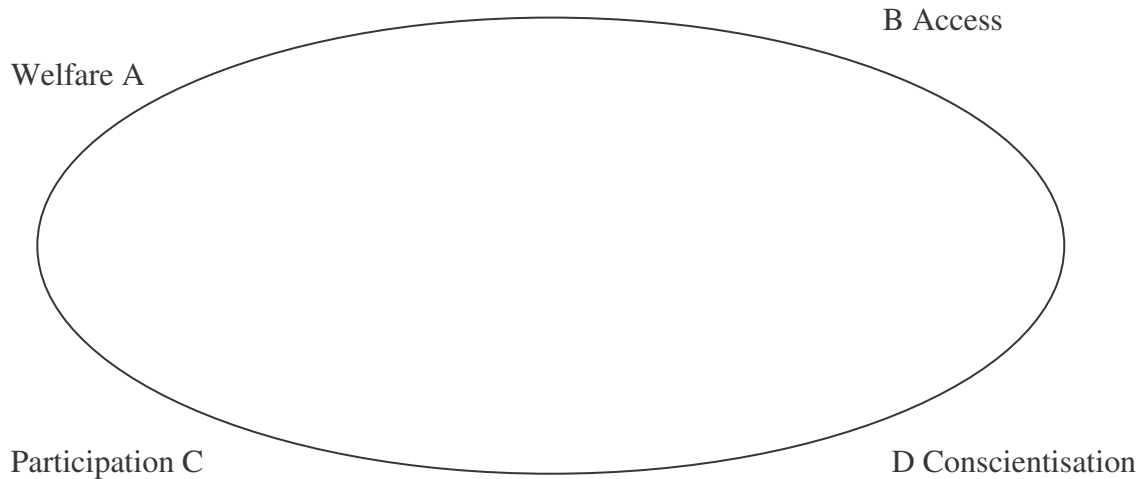


Figure 3. The displaced persons empowerment cycle (Tadaro 1994: 115).

There is great improvement in the displaced people's welfare according to figure 3, this is because the displaced people can have most of what they need for their daily life. It is clear that 80 of the displaced people are participating fully in increased empowerment, though 20 of them have increased equality. Increased equality should be the same or equal to empowerment. When we see that welfare, participation and conscientisation all meet at the end we shall have access to all what we need for our life. As access in equality is 10 and empowerment is 90, it means the displaced people can participate in all types of activities, and that is equality, but still displaced people need more support, as such, training is the most widely used method for improving leadership. The displaced persons need what is known as management development program, however, many organizations send their managers to attend seminars and workshops. Technical knowledge is mostly easily increased by training. (Yukl 2006: 279.)

4.5. Internal displaced person's education as a key for successful management

IDPs educational status turns out to play a very important role in management. Recognizing that IDPs play a key role in administrative development is especially important

because in agricultural development, for instance, the introduction of more advanced technology and the transformation from subsistence to cash crop production can undermine IDPs status and position in society in a variety of ways. Directly, the new technology may displace IDPs in agricultural work. More indirectly, new technology, e.g. the green revolution may exacerbate rural inequality, marginalizing poorer families and especially IDPs who do not have access to technology. (Sommer 1998: 4.)

However, the more recent human capital approach to development has found that the presumed trade-off between growth and equality is not inevitable. In fact, findings such as these here suggest that protecting and promoting the status of IDPs as development occurs may well produce considerable long-term payoffs. However, proof of pudding, of course, is in the eating. In fact, we can only establish the importance of IDPs education status in development by showing, rather than assuming, that it influences social outcomes. Three indicators of social outcomes or performances are used here. The first is the fertility rate which is an extremely important indicator of social development because of its direct impact upon the resource strain caused by the population explosion. The second is the infant mortality rate which measures a central aspect of the quality of life that is intimately tied to the condition of IDPs. Finally, life expectancy measures regarding how basic human needs are met in an area that is not specific. (Roy, Blomqvist & Hossain 1997: 224-225.)

Table 3. Standard of IDPs educational level according to the internal displaced peoples training and promotional society (Assal 2004: 20).

S/No	Primary level	Secondary level	Higher education	Un-educated	Total
1.	13	7	9	71	100

In the above table 3, most of the displaced people are not educated, that is Seventy one out of one hundred people; followed by primary level standard who are only thirteen.

That is why internally displaced people who are members at the internal displaced people's promotional society are having problems of management and decision-making. The office work such as book-keeping, receptionist, typing secretary, stores etc are actually helped by the seven internally displaced people who are secondary school level leavers. Most of the practical activities in the office are done by them, however, in decision-making and the top-management; it is carried out by the displaced people who have been in the higher educational levels, and support from government and the non-governmental staffs. These internal displaced people are helping in Sudanese displaced camps in general.

Table 4. The total number of school children aged six to fifteen years, whom their parents are members at the IDPs training and promotional society (Assal 2004: 15).

S/No.	Gender	In school Aged 6—11	Out of school Aged 11—15	Total
1	Boys 103	52	18	121
2	Girls 82	10	9	91
Total	185	62	27	212

The above table 4 will help us assess the families of those internal displaced people who are members at the displaced persons promotional society as well as the behavior of their children and how many of them are at school. It will also help us to know whether the internal displaced people are contributing to the management of the state, and management of themselves, as far as development is concerned. But we have not included their children who are in higher education. The achievement of the internal displaced promotional society, we can see that their children are able to be educated in various fields. The children can go to school and they can have all the requested school materials such as school uniform, books, payment of school fees etc. It has been easily achieved because the displaced people are playing a big role in development of their communities, because development takes place if we have well brought up children.

The above table- shows us the children of those families who are members at the internal displaced people's society, and they actually have two hundred and twelve children.

Out of these children, we have one hundred and three boys and eighty two are girls. So the total number of children who are at school is one hundred and eighty five children. So twenty seven children are out of school, in which nine are girls and eighteen boys. The age of these children shows us that, big or grown-up children both boys and girls are still in lower classes, this is actually due to the effect of the insecurity (war) in the country which made most of the children not to join schools at the right age and time. The boys who are between six to ten years are fifty two and those between eleven to fifteen years are sixty nine, which makes a total of one hundred and twenty one boys. The girls aged years are ten, and those aged years are eighty one. So the total of young children both boys and girls is sixty two and one hundred and fifty are above ten years. However, as most of the children goes to school, then it means , these children are going to contribute in the future management and development of their nation , because development depends on the way children are brought up, to be good administrators and managers.

As such public administrative policies are the tools to be used for achievement of development of any State. It is because of this, that we should encourage more internal displaced people's self-help development program to be actually initiated, so as to make the displaced people contribute in development, as in the case of the internal displaced people's promotional society. The internally displaced persons training and promotional society today are the bread winners for their family's survival. They have contributed for the new administrative development and management development benefits, their children can go to school, improved housing, and they can at least have daily meals, through good administration and management of their society.

5. CONCLUSIONS AND RECOMMENDATIONS

5.1. Conclusions

Management and organization hold the view that if certain principles of management or organization are put into practice, then management will be more successful in ensuring that the objectives of the organization are achieved in an efficient manner. The aim is effectiveness and efficiency in the use of resources to achieve organizational goals. In the same way that IDPs organizations needs the principles of management, the principles needs flexibility in their application, and allowance must be made for different changing circumstances. (ACCA 1989: 140.)

It is true that internally displaced persons are contributing in management of their own problems, especially through the self-help-initiated programmes. The IDPs gain knowledge and skill through training and education, so as to tackle the administration and management development process in different ways in the internal displaced peoples training and promotional society. Because of knowledge gained during management training, the families of those internally displaced persons have improved in their standard of living, at least they can have some of their basic needs, such as daily meals and daily clean drinking water made available. And the children of these internally displaced persons can go to school, and have the necessary school materials, such as books, uniforms and payment of school fees. Some of the internally displaced persons managed to buy land, so as they have solved the issue of land ownership, and those without land, at lest they are able to rent. However, because of these, we can say displaced people (IDPs) are contributing in administration and management development of the state. The donors do send IDPs for administrative, financial and management courses, so that they can be able to contribute in management of their problems in the right way.

In Sudan the problems concerning displaced persons camps it was found that the high-performance and methods of practices of handling disagreements were consistent with the requirements of the particular environment and seemed to result in effective resolu-

tion of conflicts. With more effective methods for dealing with conflict, the high-performing organization tended to achieve the required differentiation and integration. This point makes public administration very interesting because it is all about how we govern ourselves, and communication is an essential part of the process of governance as well as a valuable learning skill. Public administrator's effective communication is an important skill for those wishing to participate in the governance process in such roles as public administrators, advisory group members, volunteers such as the internal displaced persons, or simply concerned citizens. In order for governance to be effective, both citizens and public administrators must communicate in a clear and succinct manner. Hence, very often time is the most important consideration. (ACCA 1989: 202-205.)

Government is a labor-intensive enterprise. As such, the budget of the state or local government is responsible to meet the payrolls of the public employees. Public employees are in a wide variety of occupations. A State government, for example, hires typists and computer programmers, social workers and prison guards, game wardens and highway engineers, purchasing agents and tax auditors, physicians and attorneys, budget analyst and building maintenance crews. Hence, the fundamental importance of human resources to the operation of government, and public personnel management is critical. Political executives and managers of administrative agencies rely on personnel managers to attract, identify, select, evaluate, develop, and retain a competent, dynamic, and responsive work force. This makes employee's look to personnel managers for proper compensation, career development opportunities, and protection from harassment. Hence, public personnel management does not take place in a vacuum, the blame and the credit for the quality of employees and performance of workforce lies with the personnel managers. (Dresang 1984: 1-4.)

It should be clear at this point that, a filing system is important. It preserves necessary information and produces it accurately and quickly when required. The displaced people mostly lack people from their camps with such skills to help in management of their records. (Littlefield, Rachel & Caruth 1970: 320.)

There is a need to motivate staff, this is not an easy task, and this requires public servants to embrace a culture of doing more with less. Though good leadership provide appropriate incentives can successfully change any culture, however, changes process requires a continuous information in order to make changes or reformations. For any organization dealing with support to the displaced persons or the public at large, first it is important to exercise the public administrative strategic system to centralize, and coordinate by direct supervision, and the organization should have a simple structure. Since poverty in all of its forms is devastating the lives of the people in Sudan, therefore, Sudan should adopt good administrative policies and management set of targets towards development goals designed to galvanize action on poverty. There is need of a bold new action plan for ending poverty, providing practical investment strategies and approaches to financing them and an operational framework that will allow even the poorest countries to achieve the management development goals (MDGs) within a short period. In public sectors, a labor management committee (L.M.C), that is structured to address questions of cost and efficiency can be the answer to contracting out. It is an aggressive and positive response to those who say that privatization is the only answer. (Brendan 1993: 178-179.)

Therefore the ability to state a problem clearly and quickly is essential in the management of displaced people since they are part of the State citizens. The challenge here is to identify the problem and structure as an issue requiring a decision. As such, public administration is concerned with the study of activities having to do with the formulation and implementation of government policies and programs. Public policy and public management are two aspects of public administration. Public policy focuses on the formulation and analysis of government policies, while public management examines the implementation and evaluation of government programs. Since public administration is an interdisciplinary field of study which borrows its concepts and methods from political science, sociology, psychology, economics, and organizational studies, then public administration becomes one of the most widely adopted systems for development process. However, public administration is mainly composed of management, politics, and law. Here, the theme is that all three perspectives are central to public administration, and that ignoring one or another leads to failures in both the practices of admini-

stration and management. Management whether being implemented in a public or a private organization, performs the same functions, such as planning, organizing, commanding, coordinating and controlling. (ACCA 1989: 234-235.)

For example, all human beings have got backbones which actually keep their frames straight. The back bone makes the body stronger, and gives it shape. If the backbone bends, it means that the human being will be bent in appearance. At the end, the channeling of information, the flowing of blood and the action of the body takes place systematically. This means that any organization should have an organizational structure, which helps in the flow of information and implementation of programs. It helps us know who is who, and who is answerable to whom according to the organizational structure. It will be easier then for that organization to achieve its objectives. The ideal type of such an organization is the bureaucracy; as classically analyzed by Max Weber. According to Weber, Bureaucracy involves a clear cut division of integrated activities which are regarded as duties, and the assignment of roles which is made according to staff qualifications. In such a way a public administration organizations should have the above points as guidelines in managing the public, including the internally displaced persons. (ACCA 1989: 28.)

Government at all levels practices regulations of individual and corporate behavior. These regulations can also be applied to the IDPs, and it should specify what conduct is required or prohibited, and means by which many actions must be taken. This can make the IDPs to understand the law, to avoid criminal problems. They can know how to marry and divorce according to their cultural values. Public authorities can impose such regulations with sanctions for non-compliance. Once a regulation is chosen by a legislation, an administrative organization must determine which action complies with it and which do not. Governments devote considerable administrative effort to maintain their own capacities to govern the people. It is essential to maintain the systems that do these things consistently. This involves many activities such as collecting revenue and managing spending, maintaining facilities, obtaining and using personnel and information resources, and communicating within and among IDPs and the government agencies.

However, if these services are lost or mismanaged, then lives, property and opportunities may seriously suffer. (Johnson 1989: 22.)

Poor countries, societies or any group can not pursue development projects in the same way as a more prosperous country, society or group. In poor communities, people's prospects of achieving economic growth are small, as long as capital supply is limited. Lack of necessary capital hinders growth. (Odell 1979: 168.)

Another factor closely linked to the problem is that of unskilled manpower in the developing countries. Even local skilled cadres often find themselves unable to handle their various tasks without resorting to the assistance of foreign experts. Everywhere in the developing countries, money is spent on foreign experts, who are seen as a, alternative "solution". An OECD study has revealed that many corporations are not only unwilling to establish bases of research and development in less developed countries, but tend to disregard the facilities which could employ and train the local cadres. (OECD: 1994.)

No executive, public or private, can manage a large and complex establishment without staff assistance. Staffs agencies must keep the top management informed on the way in which the various departmental programs are related to each other, assist in defining specific programs pursuant to the instruction of the top administrator, and help him supervise the execution of these programs. (Shafritz 2004: 163.)

According to Heady (1989: 314), organization is defined as any collection of people who perceive themselves to be a group. The point of this definition is the distinction it implies between a random collection of individuals in any public organization or a group of individuals who share a common sense of identity and belonging. In attaining organizational goals group members must be labeled with specific tasks towards the fulfillment of their organizational goals.

The government of Sudan has aggressive steps to build a corps of administrators of higher level of ability with interest in the displaced persons program. This Study is based on understanding of policy as a series of dynamic, complex, political and admin-

istrative process, rather than as linear progression from formulation to implementation. It argue that policy processes for poverty reduction are made up of a series of distinct but linked spaces, in which a wide range of actors, governmental and non-governmental, engage in order to influence and shape policy. Each actor brings into the policy space their own unique version of knowledge about poverty, which informs their actions. Power dynamics between actors permeate all spaces in the policy process. (UNHCR 1994.)

This however, can not be over emphasized in a state where political stability is in jeopardy, thereby leading to an increase in poor public administrative policies which result into conflicts as well as in the number of displaced persons resulting from these conflicts. The difference in interest by the various national groupings further deepens the differences in views and interests towards policy formulation and implementation. As such, this project is designed to address the issue of under-representation of displaced persons own priorities and views in national policy making processes and to help build trust both between different governmental sectors, ethnic groups and between displaced persons, their sedentary neighbors and government institutions at local, regional and national level. Any systematic effort to improve the administration of the government, therefore, must create a more orderly administrative functions of the government into major departments and agencies under the President, establishing a clear line of coordination from the president to those department and agencies heads and from them to their subordinates with correlative responsibility from these officials to the president, in addition to cutting through the barriers which have in many cases made bureaus and agencies partially independent of the chief executive. (UNICEF 1987: 47-50.)

At the national level, governments of member states have to increasingly create new independent regulatory authorities. Notwithstanding some variance, independent regulators have a significant degree of legal and organizational autonomy from government departments and other sectoral or cross- sectoral competences. (Heritier, Lehmkuhl, Coen & Thatcher 2008: 11-13.)

This calls for the need of training of the IDPs, to enable IDPs involvement in public management, so as to alleviate themselves from those shortcomings. Training is to some extent a management reaction to change, for example, a change in equipment and design, method of work, new tools and machines, control system, or in response to change dictated by new products, services, or markets. On the other hand, training also induces change. A capable workforce will bring about new initiatives, development and improvements. Training is both a cause and an effect of change. The displaced persons need formal training, internal courses run by the organization's training department. External courses vary, and may involve, a day-release, which means the employee works in the organization and on one day per week attends a local college for theoretical teaching. (ACCA 1989: 377.)

Many training administrators provide internal courses without relating their content to the needs of individuals attending them. Equally, professional examination often includes subjects in which individuals have no job experience, and these are usually difficult to learn and are quickly forgotten afterwards. The other type of training which can help the IDPs, is what is known as On-the-go training, is common, especially when the work involved is not complex. Trainee managers require more coaching, and may be given assignments or projects as part of a planned programme to develop their experience. This type of training may not be successful if the assignments do not have a specific purpose from which the trainee can learn and gain experience. (ACCA 1989: 379.)

As such, every manager needs to be able to analyze problems systematically, and to respond to situations rapidly, a skill that requires the cultivation of intuition and judgment over many years of experience and training. The effective manager does not have the luxury of choosing between analytic and intuitive approach to problems. Behaving like a manager means having command of the whole range of management skills and applying them whenever they become appropriate. (Simon 1997: 139.)

Development and economical growth is dependent on qualified professional specialists, technical experts, and skilled craftsmen. That is, education is important it produces quality human resources as well as it has positive influence to public in general. Educa-

tion is a key role in social, civic, political and economical development. It can contribute in integration and unity of a country, it can facilitated the process of nation building. And it can enable the continuity of nation distinctive culture, such as music, art etc. A successful programme for management education and training should involve both senior and low management and individual managers such as the IDPs who should expect to receive training. Education and training (E&T) for the internally displaced persons is a key growth and change. (ACCA 1989: 379.)

The above processes can be designed through public administrative approaches, and they are responsive and accountable to national priorities and objectives. Its characteristics are the only core principles of good governance in society; however, public policies are the key to renew the main goals of development cooperation. The role of public institutions in state building is concerned with promoting learning, empowerment, social capital and an enabling environment. Attention should be given to the culture, values and power relations that exist in between individuals and organizations. (Simon 1997: 216.)

Organization and management is concerned with the nature, structure and functioning of organizations, and the principles which they should manage. Organizations pervade our lives, and every individual is a member of many organizations whether large or small, formal or informal, whether it is for social, economic, religious, political, military, governmental or educational purposes. The principles of organization and management extend not to business and commercial enterprises alone, but also to nationalized industries, national government, local government, co-operative societies, trade unions, social clubs, political groups and parties, churches, the armed forces, hospitals, police, the fire service, schools, colleges and universities, charitable institutions and many other groups and bodies like the internally displaced persons. (ACCA 1989: 266.)

Re-organization of operations and departments with several branches is necessary since there are functional relationships between them and if one lacked information from the other, then there is a loss in efficiency. Hence, similarities in the nature of departments make it possible to unify departments under one manager. These make the contact be-

tween departments close, and the efficient utilization of space becomes a common objective and responsibility. Moreover, conflicting plans of the department could be avoided as well as any shortcomings in communication. Here the director or manager of the section would be able to make prompt decisions, based on maximum efficiency in the utilization of resources. Hence, the advantages of the principle of unity of command could be better attained. (Simon 1997: 216.)

According to Benton and Hallorn (1991: 6) workers are complex, unique beings whose individual skills and ability can be measured, tested and applied. For him an individual worker is a combination of various traits that could be measured and be improved by appropriate training. Testing could solve the problems related to job selection, placement and promotion. So there is a need for institutions that educate displaced and non-displaced people for work, because some IDPs are more educated than some non-displaced persons. The IDPs behave in their camps like members of trade unions. Unions are now very powerful, and recognized nation wide. It was through the trade unions that there has been an increased acceptance of the idea that, the worker as a person has multiple needs. These IDPs does not need any integration policy, since they are within their country of origin; their Cultures are not affected or changed, as for instance those Refugees taken to a country in which they do not speak the language.

It is important to embark on a bold new program for making the benefits of the scientific advances and industrial progress available for improvement and growth of the underdeveloped areas. The people in the underdeveloped world are faced with problems of conflicts, as a result, they are victims of disease, food inadequacy; and are victims of many uncomfortable conditions. Their economic life is actually primitive and stagnant; their poverty is a handicap and a threat. However, learned displaced persons should posse's administrative knowledge and management skills to relieve the suffering of these people. (Hakovirta 1986a: 102.)

The effectiveness of this massive transfer of resources is difficult to assess, but generally the results have been far below the early over-optimistic expectations. The knowledge that much aid was being misused, poorly used or wasted has led to a general tight-

ening –up of aid conditions and their supervision, these measures have sometimes been regarded with mistrust by recipient countries, which fear neo-colonial overtones. A focusing of aid upon the displaced persons (IDPs and Refugees), so that they will attain the “take off” stage is one view that has gained the support the donors, as the displaced persons are now involved in development projects. Growth and change demands improvement and causes changes in the displaced persons societies. The fabric of social life becomes altered, and social attitudes change. Obstacles to growth and change that are not easily quantified or incorporated in planning models include the inequality of income distribution, conditions of land ownership and tenure, organization and efficiency of various levels of government, degree of rigidity of tribal organizations, social customs, such as the prevalence of the extended family system are some obstacles to development. (Hakovirta 1986b: 104.)

Although new public administration imply the development of a new culture or mind set, as far as public policies are concerned, and focusing on IDPs measurement, monitoring and control techniques play a good method in management of the IDPs situations. The implementation of these methods can help to give rise to a culture within public services based on trust. But the managers should professionalize, to coordinate by the standardization of skills in order to maximize their autonomy, so as to structure the organization as a professional bureaucracy, and lastly, to use the support of the staff operators for collaboration and to innovate during decision-making, and to coordinate by mutual adjustment. (Mintzberg 1979: 472.)

According to Hakovirta (1986a: 20) the investigation of the seriousness of the displaced persons (IDPs and refugees) situations would not be complete without an analysis of their outcome. In other words, to know how serious a displaced person situation is, we also have to know how it ends. The basic alternative outcomes of displaced persons situations are in rough order of desirability the following ways: return or repatriation of the displaced persons to their area of residence or home country in case of refugees, permanent settlement in one or more neighboring countries, permanent resettlement in other industrial countries, prolongation of temporary settlement in IDPs or refugees camps.

Repatriation usually means that the displaced persons return to where they most naturally belong by way of their origin, culture, race and other similar factors. Permanent settlement in a neighboring country, in turn, often means that, the displaced persons remain fairly close to those ideal conditions. Especially if the displaced persons find shelter among their own tribes men or relatives in the neighboring country, permanent resettlement in industrial countries that is resettlement somewhere in the developed countries. This is only for the case of refugees, and as a rule radically raises a refugee's standard of living, but at the sometime is likely to cause at least in the beginning, feelings of relative deprivation and social isolation. The length of stay in a refugee camp brings innumerable problems, among which alienation from active economic and social life may be one of the most difficult. While this list of preferences is a principle more or less clear, there are intervening factors which make the matter much more complicated. For example, a hasty repatriation of the displaced persons to conflictual conditions may just mean new suffering, and repatriation of refugees who have fled a revolution in their home country is frequently accompanied by the flight of other people. The virtues of the solution of displaced persons problems through settlement in countries of first asylum, in case of refugees in particular, depends essentially on how friendly-minded and responsive the local inhabitants and their authorities are towards aliens, and what real prospects for active economic and social life the countries of reception are able to offer to the refugees in long run. (Hakovirta 1986a: 115.)

The most important and basic criterion of ending the displaced persons situation is that, the State and the international NGOs such as the UNHCR, discontinues its assistance and ceases to report statistics on the people concerned. This usually happens when all or almost all displaced persons in a situation have been repatriated or become self-sufficient in the area where the IDP is within his own county and for the refugee in the asylum country. This is the same with the case of the Sudanese displaced persons who have been in the neighboring countries, such as Congo, Kenya, and Ethiopia, Cairo and Uganda or those in the asylum countries such as Canada, Finland, Australia and the United State, just to mention a few. For Sudan, the massive phase of the displaced persons (IDPs and Refuges) problem came to an end with the repatriation of almost all those who had fled to the above mentioned neighboring countries since 1955-1972, as

the Addis Ababa peace treaty was concluded in 1972 through the mediation of the Ethiopian emperor. Though another conflict started in 1983-2005, it ended with the agreement of Nafasha-Kenya in 2005. (UNHCR 1993.)

Usually the bigger number of the displaced people (IDPs) remains in their home country, while a small number goes across the boarder of their home country, in which they become a refugee in the neighboring country. However, it is important to focus particularly on the problems of the displaced people (IDPs and Refugees) based on their population. In these studies, the statistic of the displaced persons situation in Sudan is about four million people. It is difficult to collect the exact number, because the displaced persons, whether in Egypt or Sudan are not in a special camps. Mostly they are living on their own. If all the displaced persons are in official camps or settlement, greater reliability is of course achieved. As a result, they accept any available job they could get. That is how the displaced people come to participate in the development of the concerned state or country of asylum. In the case of Sudan, most of the people remain as internally displaced people, and few have left the country as refugees. (Doebbler 1999.)

According to Hakovirta (1986a: 20-23) in most situations at least a part of the refugees live on their own or are observed by the local population. At the early stage of a sudden inflow of the refugees the situation is too chaotic for compiling any systematic statistics. Later most situations remain fluid due to the continuation of the refugees steam. Gradually there is a settlement of the refugees, a resettlement in Sudan through repatriation. Further, the results of any statistical survey depend essentially on the definition of refugee applied. The greatest variations in refugee statistics are mostly due to differences in these basic definitions. The results also tend to depend considerably on whether the refugees are counted in the countries of origin or in the countries of destination. Finally, the relevant statistical agencies may have their reasons to over or under estimate the numbers of refugees. Sending countries in particular give lower figers than other sources in order to limit the damage caused to their international image. The governments of receiving countries, in turn, tend to exaggerate their estimate in order to maximize international assistance. Even international refugee aid agencies like the UNHCR can never guarantee full objectivity of their statistics, which are largely based on calcu-

lations of local governments, and they too sometimes have their reasons for under or over estimating IDPs numbers. The displaced persons (IDPs and Refugees) are fundamentally a human problem, experiences very immensely from one I.D.P or refugee situation to another, and even within the context of one situation the difficulties may greatly differ from person to person, as IDP or refugee. However, most of them have to leave their area of residence or their homes under violence, repression or other threatening conditions. Many are separated from their families' in case of war, but during natural disasters usually families move together, and must learn to live in a strange milieu with other people, refugees or local individuals in a different place for IDPs and in a country of asylum in case of refugees. (Hakovirta 1986a: 15-19.)

If rationality is to be achieved, a period of hesitation must precede choice, during which behavior alternatives, knowledge bearing on environmental condition and consequences, and the anticipated values must be brought into focus of attention. Behavior patterns may be described as those responses to stimuli's that occur upon presentation of the stimulus and with little or no hesitation. This stimulus response pattern of behavior and hesitation choice pattern gives a clue to the respective role of non-rational and rational in complete behavior pattern. But considering the limitation in human capacity to meet the demands of rationality, the hesitation preceding choice could conceivably lengthen into action. (Simon 1997: 101.)

Living standard in refugee camps are better than those the refugees have left behind, when they were internally displaced persons, within their country of origin. In measuring the severity of the displaced persons (IDPs and Refugees), situation it is also necessary to take into account how long they last. The sufferings of the displaced persons tend to be greater the longer the situation. The displaced persons situation can be considered more severe the longer there is need for aid assistance. However, in most cases the aid is discontinued already before the displaced persons disappear from the relevant statistics, but there is a natural positive correlation between the duration of the displaced persons problem and the amount of aid demanded for its management and solution. It follows from all this, that the Sudanese displaced person's situation tends to be more difficult the more persistent the individual situation. (Hakovirta 1986a: 20-22.)

The urgency of the displaced persons situation is determined above all by two Factors, namely the abruptness and scale of the wave like phase of the displaced persons stream from which the situation unfold. The displaced persons situation is the more urgent, (a) the more sudden it is (b) the more displaced persons flow to the new places within the country of origin, in case of the IDPs and the constantly flow of refugees into the receiving countries. The urgency of the displaced persons situation may, of course, be accentuated by factors like poor adaptability of the local people and authorities, or poor preparedness of relevant displaced persons aid organizations. These complications must, be disregarded at this stage of the analysis where the aim is to construct a single basic indicator. (Hakovirta 1986a: 91-96.)

The first year of displaced persons (IDPs and Refugees) situation is no doubt usually more decisive than the following. If a situation begins abruptly, such as a natural disasters or a war on a massive scale, the local authorities in the receiving areas, the relevant aid organizations and the other states from which assistance would be available are indeed put into a crisis-like situation in which unpreparedness may seriously hamper effective early action. However, it can also be argued that any subsequent large wave of refugees or IDPs is at least a problematic in the sense that it puts the adoptability of a receiving local area or nation as well as other sources of aid under still additional pressure. (Cohen & Deng 1999.)

The challenges to the government of Sudan are administrative and managerial, based on negotiations among various factions although to solve the Sudanese conflict and to overcome natural and man-made disasters management, however, the government and the opposition parties such as the Sudan peoples liberation movement (SPLM), Democratic union party (DUP) and National Islamic Front (NIF) etc, have been able to shift from a war to peace, and orientation to successful governing through dialogue. Can the government of Sudan reconstruct communities and social structures that have been totally shattered during the war? This needs a peaceful dialogue to succeed, and there should be a clear understanding of the root causes of the Sudanese conflict. Often conflicts are symptoms of much deeper problems and inequities due to administrative and management problems. Among the issues that must be addressed, it should include per-

sonal and national security, poverty and marginalization, and concerns about health, especially the problem of HIV/AIDS that has ravaged portions of the country. These grassroots processes have been essential in preparing for formal peace talks on higher levels. The coherence between local action and international advocacy through the Sudan Ecumenical Forum has been another significant contributor to the successful administrative and management process in Sudan. (Gissiesia et al. 1989: 11.)

One of the most overlooked aspects of refugee and internally displaced populations is the demographic composition. In virtually every case, the majority of refugee and IDP groups are children. But since public administration assistance for children is usually minimal, and targeted at specific groups like infants at risk, most children become, in programmatic terms, invisible. This lack of recognition has the additional effect of limiting knowledge about children's problems, leaving many providers with stereotypes about the children in their midst: adolescent girls as victims, adolescent boys as dangerous, and younger children as cheerful and resourceful. (Assal 2004: 9-10.)

Refugee and displaced parents know better. Once they see immediate issues of survival being addressed, they focus their concerns on their children or, in the case of child household heads, younger siblings. Trauma may have produced strange new behavior patterns, and their new lives may present new perils. Girls may be threatened with rape and boys with recruitment into gangs. Adolescents may get pregnant or married at a very early age. The lives of children, in short, start to fall apart very quickly, and parents are usually unprepared or unable to directly address the range of problems that suddenly surface. Those community members who can may begin to reconstruct their old lives in their new situation. Teachers organize education programs. At the same time, refugee and displaced adults may organize to address the general lack of structure and stimulation, and the sheer boredom, in their children's lives. For refugee and displaced children, boredom and absence of education is a dangerous combination. (UNICEF & UNESCO 1990: 2-6.)

5.2. Recommendations

In any working place, there should be a continuous effort to improve the administration's relation with both internal displaced persons, and the organization, in order to provide services and facilities to the displaced persons by addressing their problems. The Government of Sudan should mobilize its own resources, and different donor agencies and other national and international organizations should mobilize additional resources without affecting the investment being made by them in managing programs. In this context, it is necessary for the State to play a leading role by mobilizing assistance from governmental, non-governmental, and other international donors for the management of the people displaced due to conflict, and or natural hazards. Hence, through good governance the displaced people can be involved by observing the public policy process and assessments made by the national and international agencies necessary to ensure sustainability. (OECD 2006.)

For IDPs management to be successful there should be increased grand and autonomy to the field of IDPs administrative management, through giving much power to the public servants working in the field, and he or she, should be in a higher administrative position in the government, to avoid failies in IDPs management and control method, during rendering of services. For the internally displaced persons to be involved in administration and management of the state there should be distribution of roles. The redistribution of roles and responsibilities between central, regional, and local levels of government has been significant in numerous countries. For example, in Finland, guidelines for reforming the central and regional administration, aim at structural changes and a redefinition of roles of each level of government, in which, employment may be decentralized such that the ministry of public service can be the only employer of central government staff. (OECD 1994.)

The government should provide incentives or rewards for improvement of management of the internally displaced persons. Responding to these views requires a strong improvement on public administrative policies, so that it can make changes in IDPs lives and improve the IDPs standard of living condition, which can be achieved from changes

or reforms made by the government. But the limitations of improvement in public policies must be recognized, so that improvement is in a positive way. These require a response which ensures accountability in monitoring and report about the situations of the IDPs and the results of the work in the field. So that variances of results and targets can be identified and better action can be taken to preserve control over the IDPs. For the public administrators working for the IDPs to be successful, there should be a systematic reporting output as well as inputs through good information system.

One of the most widely held assumption to be found and discussed is the role of internally displaced persons in their society; it should be through the concept of participation and can be critically analyzed. It has recently come in vogue. Concomitantly with attempts at generating administrative development by various IDPs displaced areas. And it was true that it is participation attitude to words administrative development that the IDPs needed. The fact is that, those IDPs should be involved during effective planning. It acknowledge as to understand fully the needs and resources of the IDPs, population and economic problems and to encourage dignity and self-efficiency, IDPs themselves must participate in all planning and implementation of projects.

And Socio-cultural and economic roles can be a greater extends determine the pattern of such participation. Traditional roles are often disrupted and then either under mine or re-enforced by the IDPs situation. It is therefore, essential that organization working with internally displaced persons recognize that special initiatives must be taken to ensure that all IDPs have opportunities to contribute in culturally appropriate way to activities planned for them. And there should be a policy intended to provide guidance to IDPs staff and implementing partners on the way IDPs must be integrated in programme and what to do. Therefore, it is recommended that special measures to identify constraints to IDPs participation relate to project delivery procedures, Responds to the initiatives of internally displaced persons to improve their own situation, To make appropriate technology, which is respective to the IDPs culture, value etc. so as to alleviate time and energy demands on the IDPs. It is very important in broad sense that in case a programme or project which supports IDPs should achieve great involvement of internal displaced persons both as participants and beneficiaries in management of social and

economic activities of the programme, to increase the internal displaced persons status and participation in the programme, to ensure that IDPs have access to better employment, education services and opportunities in their societies. And special account, particularly social relationship between IDPs and their organizations.

Therefore, Sudan needs a comprehensive public administrative reform research program which deals with the future of public administrative policies. This calls for a changing trend in resource transfer, to increase the role of foreign investments in order to help in administrative development, and to reduce dependence on administrative assistance and promote their integration into the global economic system. The process of changes or any reform, so as to meet the IDPs basic needs, should be a continuous ongoing system. The issue rose in this paper, need to be continuously addressed as the changes or reform proceed. There is a need for administrative science to be more concerned purely with factual statement, simply because there is no place for ethical assertion in science.

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