AN ANALYSIS OF THE RECRUITMENT OF FOREIGN EMPLOYEES
IN THE CIVIL SERVICE OF SAUDI ARABIA

DISSERTATION

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By

Hamad Abdulaziz Al-Neaim, B.A., M.B.A.

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The purpose of this study was to analyze the recruitment of foreigners working in the civil service in Saudi Arabia. The country is currently facing dual problems in manpower in the form of shortages in both quality and quantity of human resources in all levels and areas of employment, including the civil service. Saudi Arabia's strategy to alleviate this problem is to recruit foreign employees in all areas of work.

A survey of the literature related to the Saudi Arabian civil service, especially government documents recording the history of civil service legislation, revealed that recruitment of foreigners was carried out on an individual basis until 1953. When the number of foreigners increased greatly, however, recruitment sources and methods were changed by the use of more modern techniques and by the expansion of the labor market to the international level rather than depending solely on a limited number of countries as sources of potential employees.
In addition to the review of books, articles, government documents, and other materials relevant to job recruitment and selection in the Saudi Arabian civil service, a questionnaire was developed and administered to 116 Saudi civil service personnel who recruited foreign employees. A total of 90 questionnaires were returned, for a return rate of 77.6 per cent. Personal interviews were also conducted with selected civil service officials closely connected to the recruitment of foreign employees. This research was limited to twenty-five ministries and agencies in Saudi Arabia, all in Riyadh, the capital city.

The research conducted in the course of this study revealed the following major findings:

1. The majority of recruiters reported that the Saudi Arabian civil service used the methods and sources which are employed almost universally in the staffing process.

2. Recruitment of foreign as well as of Saudi employees has been centralized by the Civil Service Bureau.

3. Planning, which is the watchword for manpower, was not used carefully, and many foreigners were not working in the jobs for which they had been recruited.

4. The major recruitment method used was advertising for job applicants.

5. All possible sources of applicants were not explored fully.
Evidence suggested that unnecessary delays existed in completing recruitment procedures.

The recommendations resulting from these findings are the following:

1. A double measure of careful planning for manpower needs must be carried out in order to recruit the right people for the right job openings.

2. All possible sources of applicants for positions in the Saudi Arabian civil service should be explored in order to reach all qualified potential applicants.

3. Recruitment methods used should not be limited merely to advertising for job applicants. Private employment agencies, college recruitment, international search firms, and professional associations also represent good sources of applicants which should be considered.

4. Great care must be taken in the selection of recruiters, and selection should be based on the potential recruiters' knowledge and expertise.

5. An orientation program should be utilized for foreign employees and their families, reducing turnover and improving the employees' effectiveness, efficiency, and adaptability.

6. The Saudi Arabian educational system should bear its full responsibility for preparing the human resources which the country needs.
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CHAPTER I

INTRODUCTION

The wealth of any nation or region is based upon its ability to maintain, develop, and utilize its human resources. The importance of this fact is not new. On the eve of the Industrial Revolution, Adam Smith argued that the quality and quantity of manpower resources constitute the wealth of nations. More recently, other writers have also characterized human resources as a form of capital (4, p. ix). In essence, manpower is the basic resource; it is the absolute means of converting other resources to mankind's use and benefit. A country's rate of economic progress depends heavily on both the quality and the quantity of available skilled manpower at all levels.

Saudi Arabia, as one of the developing nations, faces many problems; manpower is one of them. Saudi Arabia's difficulty in this area is twofold, for it has shortages in both quality and quantity of manpower. Saudi Arabia's second Five Year Plan, for the years 1975 to 1980 (1395-1400 A.H.), estimated that 170,636 new civil service employees, in addition to those needed because of the normal attrition rate among existing workers, would be
required within the governmental institutions covered in the plan (6, p. 64). Therefore, civil service jobs clearly require a large number of employees to execute the programs carried out by various governmental institutions.

The Saudi Arabian Educational System and Its Relation to Recruitment of Foreign Employees

Formal education at all levels is the most obvious tool for manpower development. Of equal importance is on-the-job development of employees through both informal and systematic training within the working environment. The educational system in Saudi Arabia, however, seems to be partially responsible for the manpower shortage which the country is currently experiencing. Perhaps the first problem for which the educational system is responsible is that Saudi Arabia has several independent educational authorities competing for shares of financial allocations and student enrollments; other difficulties also exist.

The Educational System and Attitude toward Manual Labor

An essential and major problem in Saudi Arabia's development has been the general attitude that manual labor has little prestige and that manual employees represent an inferior class of society. Therefore, vocational
education is considered by the public to be inferior to general academic courses of study.

A factor contributing to the spread of this belief is the strength of family and other emotional ties in Saudi Arabia; in an attempt to please their children, parents may use all their influence to enroll their children in general academic education rather than in vocational education, regardless of the students' capabilities. Thus, educational regulations have often been disregarded for reasons of personal influence. Furthermore, the Saudi Arabian educational system enables general academic students to continue their education at successively higher levels, which gives them access to more prestigious jobs. Therefore the problem of social unfairness against manual labor is exacerbated rather than solved by the Saudi educational system. This negative attitude toward manual labor is a longstanding problem in Saudi Arabian society:

In some parts of Saudi Arabia this negative attitude toward manual labor has become institutionalized in the form of two distinct social castes: the Qabili and the Khadiri. The members of the former group claim to be descendants of original Arab tribes and the members of the latter come from unoriginal and mixed Arab tribes. The original tribes were not supposed to engage in manual and vocational work. It is noteworthy that neither the social biases against manual labor nor the formation of two distinct castes originated in Islam (3, p. 51).
The Educational System and Women as Part of the Labor Force

In spite of shortages in human resources, Saudi Arabia has not made a sound effort to use women in the labor force. The education of girls has been opposed by some conservative elements of Saudi Arabian society who manifested their displeasure both toward the schools and the parents who registered their daughters in them. This attitude explains why the formal public education of girls did not begin in Saudi Arabia before 1960-61.

"In the present system the ratio of girls to boys being educated in 1971-72 was one to two on the elementary level, one to four on the secondary level, and one to ten on the third level" (3, p. 313). In spite of this continuing low proportion of female students in Saudi Arabia, there has been a considerable increase in the number of Saudi women graduating from teacher-training institutes. The number of women teachers, however, remains small since many of these graduates become wives and mothers--the role usually assigned to women in Saudi Arabian society--rather than taking jobs.

Other Problems in Education

Hammad comments on the difficulties caused by waste in education:
Waste in education in the form of students dropping out, repeating years, and proceeding slowly through courses, constitutes serious problems in the present system. . . . Such waste results in major educational problems such as inadequate manpower, fiscal losses, overcrowded classes, frustration, and the relapsing of some students into illiteracy (3, pp. 313-314).

Other current developments in the Saudi Arabian educational system may also aggravate the manpower shortage:

Recent statistics show that while enrollment in technical-vocational education has been declining, enrollment in religious institutes has been rising over the last decade, a situation which will have some serious negative effects on manpower development. Technical-vocational education lacks stable, sound programs, enough social and material incentives, cohesiveness with other educational and training programs, secured jobs for its graduates, and openness of the system so that students may pursue further education (3, pp. 316-317).

Former Saudi Deputy Minister of Education Abd-el Wassie believes that it is necessary to provide appropriate training of a technical nature for the technicians, foremen, skilled workers, and semi-skilled workers who are needed in such fields as industry and agriculture, since the economic revival of Saudi society depends on their abilities. He also states, "We urgently need technicians and skilled workers but cannot provide employment for many of our university graduates" (1, p. 40).

Problems of Bureaucracy in Civil Service

It seems that deficiency is a characteristic of public employment everywhere. This deficiency is a matter of
degree from one nation to another, depending upon the development of the country in question and the services which are performed there. In any country deficiencies in public employment without doubt have an effect upon the quality and quantity of personnel needed.

A question which frequently arises is "Why are public organizations less efficient than private ones?" If successful management from the private sector were brought to the public sector, would conditions be different, or, to make the question clearer, "Does the red tape in the public sector come from the system itself or from the people managing the system?"

Peter F. Drucker, a writer with international experience and expertise in the field of manpower and management, expresses his view about these questions when he states:

In World War II large numbers of American business executives who had performed very well in their own companies moved into government positions. Many rapidly became bureaucrats; the men did not change, but whereas they had been capable of obtaining performance and results in business, in government they found themselves primarily producing procedures and red tape--and deeply frustrated (2, p. 139).

If an advanced nation like the United States is plagued with bureaucracy and frustration in spite of the technology which it exports to other nations, a less developed country like Saudi Arabia seems likely
to be entangled in even more red tape because of its lack of development. Therefore, the Saudi Arabian government asked the Ford Foundation to assist in studying, organizing, and developing the nation's ministries. The Ford Foundation's consultants carried out field research in most of the ministries and prepared numerous reports. The following statement was included in the Ford Foundation team's report:

In general, the government service appears to be overstaffed for the amount of work performed. Except for a few localities, the work seems to be exercised by poorly educated, inadequately trained individuals who have little productive work to perform, operate under weak supervision and have no interest in providing efficient services to the public (5, p. 49).

The Deputy Minister of Education in Saudi Arabia has stated, "The administration in Saudi Arabia is sinking in a deep ocean of deficiency and facing innumerable obstacles" (5, p. 60). Therefore, the numbers of foreign employees working in the Saudi Arabian civil service will remain large and may even increase unless a sound program is undertaken to improve the government's organized institutions and the civil service employees' performance.

Increasing Saudi Arabia's manpower problems is the nation's commitment to a rapid buildup of domestic industry as a means of strengthening its economy and raising its standard of living. In addition to the shortage in manpower, rapidly increasing domestic industry in the private
sector has not made efforts to train its employees; thus
this sector competes with public institutions for the
limited numbers of Saudi employees available, making it
more difficult for the government to fill vacant civil
service positions with qualified employees. The govern-
ment has imposed some restrictions on graduates for speci-
fied periods of time (for example, each student who re-
ceives a scholarship from the government must work in the
civil service for a number of years equal to those spent
in higher education), but they are not sufficient to
alleviate the manpower shortage to any great extent.
To reduce the shortage in its native human resources,
Saudi Arabia's strategy is to recruit foreign employees
for all areas, including its civil service.

Statement of the Problem

The problem of this study was to analyze recruitment
of foreign employees working in the civil service in Saudi
Arabia.

Purposes of the Study

The following were the main purposes of the study:
1. To survey and analyze the current method(s) of
recruiting foreign employees working in the civil service.
2. To compare the present method(s) of recruitment
with other available method(s).
3. To determine the method(s) of recruitment and the working conditions which could be effective in attracting competent foreign employees who will be highly motivated and whose tenure will be satisfactory.

Significance of the Study

The recruiting function is closely interwoven with other activities of employment such as identifying job requirements, interviewing, testing, pricing jobs, and devising selection procedures. Recruiting is perhaps most closely associated with selection, and the two concepts seem identical in some respects. Selection of people has, in a sense, already occurred when it has been decided to seek recruiting interviews in Country A rather than in Country B, in that all possible hirees in Country B have automatically been excluded (9, p. 86).

Forecasting of future manpower needs is conducted by nearly all organizations, both on a short- and a long-range basis. Regardless of which basis is used for planning, existing manpower resources must be determined. The estimated manpower supply is then compared with the forecast of manpower needed. The result of this comparison is the essence of manpower planning.

Saudi Arabia's Second Development Plan (1975-1980) states that the fundamental values and principles which
guide the nation's balanced development are expressed in the following goals:

1. Maintain the religious and moral values of Islam.
2. Assure the defense and internal security of the kingdom.
3. Maintain a high rate of economic growth.
4. Reduce economic dependence on export of crude oil.
5. Develop human resources.
6. Increase the well-being of all groups within the society.
7. Develop the physical infrastructure to support achievement of the above goals (6, p. 4).

Thus, Saudi Arabia is now committed to a rapid buildup of domestic industry as the means of strengthening its economy and raising the standard of living on one hand; but, on the other hand, the country is experiencing an extreme shortage of employees. Recruiting foreign employees seems to be the answer to alleviate the shortage in manpower until the Saudis develop their own labor force qualitatively as well as quantitatively.

During the period of the First Development Plan (1970-1975), Saudi Arabia's labor force grew from 1,328,000 in 1970 to 1,600,000 in 1975; it is expected to grow to 2,330,000 by 1980. The growth rate for Saudi workers between 1970 and 1980, however, was reported to be lower
than that for non-Saudis. For example, it has been estimated that, for the period 1975-1980, the increase in Saudi workers will be 18 per cent; that for non-Saudis will be 158 per cent (6, pp. 12, 217). Foreign workers entering Saudi Arabia are an important source of labor in almost all occupations.

Richard J. Ward, in his examination of long-term employment prospects for labor in the Middle East, believes that Saudi Arabia must continue to rely on foreign employees:

The foreign workers in Saudi Arabia are to be found in a wide variety of occupations. Saudi Arabia must continue to rely on a large number of foreign nationals to augment its work force for years to come (8, pp. 147-162).

The structure of the labor force in Saudi Arabia is changing. Since 1970 there has been a remarkable decline in agriculture and a sharp rise in construction. The agricultural sector had a 40 per cent share of total employment in 1970 (6, pp. 114-115), but in 1975 its share had dropped to about 28 per cent. In contrast, the construction sector had more than doubled by 1975, accounting for 20.6 per cent of the country's employment.

According to Saudi Arabia's Second Development Plan for 1975-1980, the following are four basic objectives for the country's massive program of manpower development:
1. Raise the labor productivity of new labor force entrants, giving priority to moving Saudis into managerial and technical positions.

2. Increase the participation rates of Saudis in the labor force in order to raise the number of Saudis at all age levels.

3. Supplement the labor force with non-Saudis to the extent required for diversified industrial development. Foreign workers of high quality must be attracted to the kingdom in sufficient numbers and with the appropriate skills to meet the predicted shortfall in the Saudi labor force.

4. Establish the institutional arrangements for planning and organization needed to implement the above objectives (6, p. 216).

The Second Development Plan also suggested that the following policies be implemented in order to achieve these objectives:

1. Through educational and training programs, prepare the new Saudi labor force.

2. Increase labor force participation rates by creating better educational and training opportunities for all citizens of the kingdom, by increasing the reward system through differential earnings based on productivity,
and by providing better working conditions for all male and female members of the work force.

3. Adopt whatever measures are necessary and appropriate to ensure that foreign workers can be obtained and retained in sufficient numbers to meet development requirements. The estimated number of foreign workers required to achieve the Development Plan's objectives, based on an assumed structure of employment, is 812,000 in 1980, compared to 314,000 in 1975 (6, pp. 216-217).

Procedures and Methodology

The data for this study were collected in Saudi Arabia during three months from June to August, 1979. The following procedures were employed:

1. Data, books, articles, and government documents relevant to recruiting and selection were reviewed in order to analyze the current methods of recruiting foreign employees in Saudi Arabia.

2. A questionnaire was formulated, composed of yes-no and multiple-choice questions. The major aim of the questionnaire was to gather information pertinent to the criteria for recruitment, such as the foreign countries from which employees were selected, skills required, and standards for selection. *

*The questionnaire was formulated in English by the researcher and read by the Director of Personnel at North
3. The questionnaire was administered to Saudi civil service personnel who recruit foreign employees. Some of these recruiters were randomly selected; others were selected from a judgment sample of the organizations which employed the largest numbers of non-Saudis.

4. Personal interviews were conducted with selected decision-makers in order to obtain additional information to that gained from the questionnaires.*

Method of Distribution

Before distributing the questionnaires, the researcher visited the Department of Foreign Employees in the Civil Service Bureau in Riyadh, Saudi Arabia, in order to gather information and advice about the organizations employing Texas State University, two Saudi employees in the United States, two Saudi doctoral students in business and psychology, and one graduate student from Lebanon, who commented on its readability. After the questionnaire was approved, a Saudi graduate student with a major in business and the researcher translated it into Arabic. The translation was then reviewed by an expert in the Arabic language. Before distributing the questionnaire on a large scale, the researcher met with a small sample of five Saudi recruiters and asked them for their responses to it.

*The following process was used to select the interviewees:
1. The fifteen ministries and agencies employing the largest numbers of foreign employees were identified.
2. An attempt was made to interview a high official from each of these organizations.
3. One official involved in the recruitment of foreign employees from each of seven ministries and agencies and two officials from an eighth agreed to be interviewed. In addition, the Assistant Resident Representative of the United Nations Development Programme (UNDP) in Riyadh, Saudi Arabia, was interviewed. The UNDP is a major recruiter of expert foreign employees for the Saudi Arabian civil service.
the largest numbers of foreign workers. This information led to the distribution of the questionnaires to two groups of organizations. The first group was selected because they employed the largest numbers of non-Saudis; the top five ministries and agencies (shown in Table III-4, p. 69) were selected, which employ 69 per cent of the total number of foreigners working in the Saudi Arabian civil service. Fifty per cent (n = 20) of the remaining ministries and agencies located in Riyadh were randomly selected as a sample for the purposes of the study (all Saudi Arabian ministries, with the exception of the Foreign Ministry, are located in Riyadh).

The method used in selecting the sample was the following:

1. All organizations in the population were numbered from 1 to 40 in order to include the total population from which to draw the sample.

2. A row number and a column number in a table of random numbers were selected as a point at which to start drawing the sample (7, pp. 156-157, 410-411). Row and column numbers were selected by writing the numbers of the rows and columns on pieces of paper, placing them in two containers, and drawing one from each.

3. Selection was begun at the starting point to include the entire sample (n = 20 was the sample size).
4. The list of numbers drawn from the table was then referred to the population listing; organizations in the population whose numbers corresponded to the numbers drawn from the table were designated for the sample.

The method used in distributing the questionnaire was to ask the personnel department in each ministry and agency surveyed for their recruiters' names. Some personnel departments asked the researcher to give them a number of questionnaires and to come back later to collect them after they had been completed. Other departments gave the researcher the recruiters' names and questionnaires were distributed and collected personally. The personnel departments of the ministries and agencies surveyed were the best channels for reaching the various recruiters.

Limitation of the Study

This research was limited to twenty-five ministries and agencies in Saudi Arabia, all in Riyadh, the kingdom's capital city. This analysis depended on a combination of empirical research and study of the literature. However, the literature written about recruiting foreign employees, in particular those working in the civil service, was very limited and provided only generalizations for this study.
Organization of the Study

Following this introductory chapter, the second chapter presents important background information. It consists of two parts. The first part is a description of the five major civil service laws which were issued in Saudi Arabia between 1931 and 1977, and the second part is a description of the changes which have occurred in the Saudi Arabian Civil Service Bureau from its establishment until the present time.

The third chapter presents a discussion of recruitment of non-Saudis working in the civil service in Saudi Arabia. This chapter is also composed of two parts. The first covers the recruitment process in general, presenting material which is applicable to organizations anywhere. Part two of the third chapter deals with current recruitment methods and sources of foreign employees working in civil service positions in Saudi Arabia.

The fourth chapter is devoted to an analysis of current recruiting methods. Its purpose is to describe and analyze the statistical findings of the research. Chapter five, the last chapter of the dissertation, presents the conclusions drawn from the research.
CHAPTER BIBLIOGRAPHY


CHAPTER II

HISTORY OF THE CIVIL SERVICE
IN SAUDI ARABIA

This chapter presents a description of the civil service in Saudi Arabia during the last five decades. Although the specific focus of this dissertation is the recruiting of foreign employees working in the Saudi Arabian civil service, reviewing the history of the civil service provides background information that enhances the study of that topic. The chapter consists of two parts. The first describes the five major civil service laws which were issued between 1931 and 1977; the second outlines the changes which have occurred in the Civil Service Bureau from its establishment in 1939 until the present time.

Part One: The History of the Civil Service in Saudi Arabia

Legislation and decrees affecting civil service employment in Saudi Arabia began over fifty years ago. After the recapture of Mecca, on January 10, 1925 (15/6/1343 A.H.), King Abdulaziz Al-Saud announced the first royal decree officially to the public. It declared that government employees would continue in their positions as long as
the public did not object to their continuation (8, p. 125). In 1926 (1345 A.H.), another decree established the requirements for governmental jobs. It required that every employee who worked at a public job should be of Saudi Arabian nationality, efficient, known for good behavior, and of good religious behavior.

Between 1931 (1350 A.H.) and 1977 (1397 A.H.), five important administrative changes were made in the civil service laws in Saudi Arabia. In 1931, the first comprehensive civil service law was passed. Other changes took place in 1945, 1958, 1971, and 1977. Each of these is described in the following paragraphs.

1931 (1350 A.H.)--First Law: General Ma'morine Cadre or Law (5, pp. 1-18)

The cadre or law of 1931, the first comprehensive law which dealt directly with civil service employees, had ten chapters and contained 113 articles. Article 5 of the first chapter dealt with requirements for employment. For the first time the law mandated newspaper advertisements of government jobs. Article 8 required that a committee of three people (the head of the agency where the job was to be filled and two high-level employees in that agency) should supervise the employee selection process.

The second chapter of the 1931 law dealt with employees who held positions involving access to money
(e.g., treasurer, tax collector). Article 14 of this chapter required that every employee who wanted such a job should offer some guarantee or collateral in case he misused his position; Article 16 required that anyone unable to renew the guarantee should be discharged. In addition, if an employee who had not offered a guarantee misused his position, this article placed full responsibility upon the superior who had hired the employee without requiring a guarantee from him.

The third chapter of the 1931 law, containing eleven articles, covered salaries. Chapter four dealt with the duties of employees; chapter five, with job classification. Chapters six and seven covered vacations and transfers, and chapter eight was concerned with the discharge process. Chapter nine covered arbitration, and chapter ten, the final chapter, was devoted to penalties.

Other statutes affecting government employees were General Articles 109-113. Article 109 stated that laws applying to health employees and to foreign employees were to be continued without change. Article 110 declared that the law of 1931 cancelled all previous laws or orders unless otherwise specified.
1945 (1364 A.H.)--Second Law: General Civil Service Law (4, pp. 1-33)

On June 29, 1945 (19/7/1364 A.H.), a new civil service law was passed superseding the Mam'morine Cadre or Law which had been issued in 1931. The new law was comprised of twenty-three chapters and contained 215 articles. The first chapter was devoted to the so-called "principle rules," such as naming and administering the law, and the second chapter covered the job classification system. Article 5 of the second chapter classified government positions into eleven grades plus a superior grade, the superior grade being the highest and the eleventh being the lowest. These grades were classified in three clusters. The first cluster contained the superior and the first five grades, the second cluster contained grades six to nine, and the third and last cluster contained grades ten and eleven. Article 6 divided each grade into three ranks (1, 2, and 3) of which rank 3 was the lowest. Chapter three of the 1945 law was devoted to the general registration book for keeping records of employees' names, etc. Chapter four covered the employment and selection process, and chapter five covered promotion.

Chapter six described employees' duties. Chapters seven, eight, and nine were devoted to the Penalties Committee Council and arbitration. The tenth chapter covered temporary discharge, and chapter eleven covered employees'
rights. The twelfth, thirteenth, and fourteenth chapters were devoted to sick leave and vacation time. Chapter fifteen covered the requirements by which in-cadre employees could transfer to ex-cadre status, such as servants or drivers. Chapter sixteen covered the Health Committee, and chapter seventeen covered separation from employment, such as resignations and retirements. Chapter eighteen was devoted to proxies (i.e., employees performing jobs other than their own). Relative to the latter, the following conditions had to be met (Article 156):

1. The proxy had to perform a job of a lower rank than his own.
2. The two jobs had to be similar.
3. The proxy could not neglect his first job.
4. The proxy should not take more than one job beside his own.

Chapter nineteen of the 1945 law was devoted to wages and salaries; chapter twenty covered supplemental pay, such as extra pay for extra work; and chapter twenty-one covered travel expenses. Chapter twenty-two covered special rules, and chapter twenty-three, the last chapter of the 1945 law, covered general rules. Article 198 of the last chapter made it illegal for an employee to receive two salaries for two positions unless he was a proxy, held a religious position, or received hourly wages in
secondary and higher education. Each minister or head of
an agency was required to organize the work of his insti-
tution and then to have it approved by the attorney
general, in accordance with Article 206.

The law of 1945 did not apply to ministers, defense
police and guard personnel, drivers, servant employees,
or other employees in similar occupations (Article 207).
As specified in Article 211, however, this law cancelled
all previous laws, except the following:

1. The law relating to health employees.
2. The law relating to foreign employees.
3. The law relating to educational employees.
4. The "Modern Law of Police."
5. The laws of defense (Article 212).

In 1953, Royal Decree No. 5/19/1/4288 (1/2/1373 A.H.)
established the first Council of Ministers, who subse-
quently modified some of the provisions of the 1945 law.
Civil service was one of the important issues on the
Council's agenda, and it assigned a committee to inves-
tigate civil service issues.

The Council of Ministers, after studying the recom-
mendations of many committees on the subject of civil
service, made its decisions and added them to the General
Civil Service Law of 1945. These new decisions superseded
any articles conflicting with them (8, pp. 132-137).
Article 5 of the Civil Service Law of 1945 had classified government positions into eleven grades, plus a superior grade, with three ranks to each grade. Salaries ranged from 900 Riyals for rank one of the first grade to 60 Riyals for rank three of the eleventh grade (8, pp. 221-222). But Article 28 of the Council of Ministers' Decision No. 47 of May 1, 1954 (28/8/1373 A.H.), made some changes in these wage and salary specifications because the Council believed that the increase which occurred between 1945 and 1953 in the duties and services to be performed by employees required an increase in their income. Thus, in its decision the Council classified government positions into ten grades and one superior grade and divided these ten grades into three clusters:

1. Cluster one--grades 1-4.
2. Cluster two--grades 5-7.
3. Cluster three--grades 8-10.

The salary for rank one of grade one was increased from 900 to 6,000 Riyals and that for rank three of grade ten increased to 310 Riyals. The salary of the superior grade was left to the decision of the king. Grades three through ten contained three ranks each; grades one and two had only one rank each (8, pp. 221-222, 229-230).
In spite of the changes which the Council of Ministers made in the General Civil Service Law of 1945, neither the law of 1945 nor the new directions which the Council incorporated in 1953 were sufficient to meet the expansion of civil service personnel; thus a new law was necessary.

Therefore Royal Decree No. 42 of June 16, 1958 (29/11/1377 A.H.), approved the Council of Ministers' decision No. 146 of June 11, 1958 (24/11/1377 A.H.), to establish a new general civil service law (8, p. 135). The law of 1958 incorporated three sections. The first section contained twelve chapters; sections two and three contained one chapter each. The law contained 129 articles.

Chapter one of the first section was devoted to criteria for employment, and chapter two covered duties of employees and their privileges. Article 17 prohibited government employees from working in business, either directly or indirectly. Excepted from this prohibition, however, were professionals such as doctors or engineers who received permission to work in business if their services were needed.

Chapter three of the 1958 law was devoted to salary, and chapter four covered the promotion process. Chapter five covered travel expenses. Chapter six dealt with
overtime and chapter seven with vacations. Chapter eight dealt with the method by which the government allowed its employees to work for other agencies or companies. Chapter nine covered permanent separation from employment, and chapter ten covered temporary discharge or separation from employment. Chapter eleven dealt with penalties. Chapter twelve, the last chapter of section one of the 1958 law, covered disciplinary measures and rules for civil service employees.

Section two of the law covered ex-cadre employees, and the third section was devoted to general rules. Article 122 of the general rules section applied the 1958 law to all government employees except the non-civilian personnel of defense, police, and the guard. Article 128 gave the Council of Ministers the authority of interpretation of this law.

The law of 1958 classified civil service employees into eleven grades:

1. Minister
2. Superior grade
3. First grade--deputy minister.
4. Grades two through nine.

Table II-1 shows the monthly salaries and promotion rates established for these civil service employees.

On January 31, 1961, Royal Decree No. 61 (14/8/1380 A.H.) approved the Council of Ministers' decision No. 378
<table>
<thead>
<tr>
<th>Grade</th>
<th>Minimum Salary (Saudi Riyals)†</th>
<th>Maximum Salary (Saudi Riyals)</th>
<th>Biennial Merit Increase (Saudi Riyals)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Minister**</td>
<td>No minimum</td>
<td>10,000</td>
<td>No increase</td>
</tr>
<tr>
<td>Superior</td>
<td>No minimum</td>
<td>8,000</td>
<td>No increase</td>
</tr>
<tr>
<td>Grade**</td>
<td>No minimum</td>
<td></td>
<td>No increase</td>
</tr>
<tr>
<td>First--Deputy Minister**</td>
<td>No minimum</td>
<td>5,000</td>
<td>No increase</td>
</tr>
<tr>
<td>Second</td>
<td>1,800</td>
<td>3,000</td>
<td>100</td>
</tr>
<tr>
<td>Third</td>
<td>1,400</td>
<td>1,600</td>
<td>100</td>
</tr>
<tr>
<td>Fourth</td>
<td>1,200</td>
<td>1,400</td>
<td>100</td>
</tr>
<tr>
<td>Fifth</td>
<td>975</td>
<td>1,100</td>
<td>75</td>
</tr>
<tr>
<td>Sixth</td>
<td>800</td>
<td>900</td>
<td>50</td>
</tr>
<tr>
<td>Seventh</td>
<td>650</td>
<td>750</td>
<td>50</td>
</tr>
<tr>
<td>Eighth</td>
<td>525</td>
<td>600</td>
<td>25</td>
</tr>
<tr>
<td>Ninth</td>
<td>400</td>
<td>525</td>
<td>25</td>
</tr>
</tbody>
</table>

†$1.00 = approximately 3.37 S.R.
**These employees have fixed salaries without promotion.
which divided grade two into a new grade with a fixed salary of 3,000 Riyals and an old grade with a minimum salary, maximum salary, and period of promotion, as shown in Table II-1. The new grade with the fixed salary was to be filled by a general manager for every ministry (1, p. 95).


Saudi Arabia recognized that human resources were essential for its continued development. Therefore, Royal Decree No. M/5 on March 28, 1971 (1/2/1391 A.H.), approved the Council of Ministers' decision No. 1021 of December 1970 (28/10/1390 A.H.), which introduced a new general civil service law. The law contained 86 articles divided into three sections. The first section was devoted to jobs, the second section dealt with employees, and the third section covered general rules.

The first article in the law of 1971 stated that qualifications were the cornerstone for selection of employees. Article 2 dealt with job classification, and article 3 covered job description, job analysis, pricing, and job qualifications.

Section two of the 1971 law contained seven chapters. Chapter one was devoted to employment, promotion, and transfer. Chapter two of the act was devoted to job duties
and chapter three to salaries. Chapters four and five covered fringe benefits. Chapter six dealt with temporary leave for working for others. Chapter seven, the final chapter of section two, was devoted to separation from employment.

The last section of the 1971 law, as noted above, included the general rules. Article 83 granted the Council of Ministers the authority to make any exceptions in this law according to the suggestion of the chief of the General Personnel Bureau. Article 85 cancelled the General Civil Service Law of 1958, replacing it with this law of 1971. The new law changed the grading system of government jobs, increasing the total number of job classifications from nine to fifteen grades, as shown in Table II-2.


It was essential that the improvement of civil service laws go hand in hand with other programs which Saudi Arabia was undertaking, otherwise a decrease in development would result. Consequently, Royal Decree No. M/49 on June 26, 1977 (10/7/1397 A.H.), approved the Council of Ministers' decision No. 951 of May 15, 1977 (27/6/1397 A.H.), for the Civil Service Law of 1977 to supersede the General Civil Service Law of 1971. This law is currently in force in Saudi Arabia.
<table>
<thead>
<tr>
<th>Grade</th>
<th>Minimum Salary (Saudi Riyals)†</th>
<th>Maximum Salary (Saudi Riyals)</th>
<th>Annual Merit Increase (Saudi Riyals)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>400</td>
<td>580</td>
<td>20</td>
</tr>
<tr>
<td>2</td>
<td>480</td>
<td>705</td>
<td>25</td>
</tr>
<tr>
<td>3</td>
<td>580</td>
<td>850</td>
<td>30</td>
</tr>
<tr>
<td>4</td>
<td>695</td>
<td>1,010</td>
<td>35</td>
</tr>
<tr>
<td>5</td>
<td>835</td>
<td>1,195</td>
<td>40</td>
</tr>
<tr>
<td>6</td>
<td>1,000</td>
<td>1,450</td>
<td>50</td>
</tr>
<tr>
<td>7</td>
<td>1,200</td>
<td>1,740</td>
<td>60</td>
</tr>
<tr>
<td>8</td>
<td>1,440</td>
<td>2,070</td>
<td>70</td>
</tr>
<tr>
<td>9</td>
<td>1,730</td>
<td>2,495</td>
<td>85</td>
</tr>
<tr>
<td>10</td>
<td>2,075</td>
<td>2,975</td>
<td>100</td>
</tr>
<tr>
<td>11</td>
<td>2,490</td>
<td>3,450</td>
<td>120</td>
</tr>
<tr>
<td>12</td>
<td>2,990</td>
<td>3,970</td>
<td>140</td>
</tr>
<tr>
<td>13</td>
<td>3,590</td>
<td>4,610</td>
<td>170</td>
</tr>
<tr>
<td>14</td>
<td>4,000</td>
<td>5,000</td>
<td>200</td>
</tr>
<tr>
<td>15</td>
<td>5,000</td>
<td>6,000</td>
<td>250</td>
</tr>
</tbody>
</table>

†$1.00 = approximately 3.37 S.R.
The Civil Service Law of 1977 was divided into three sections, the first covering positions; the second, employees; and the third, general rules. The 1977 law contained forty articles. The first article required that competency be the essential measurement for selecting employees for government positions. Article 3 required that each group of jobs be described as follows:

1. Name of the position.
2. Pay scale of the position.
3. Job description of duties and responsibilities.
4. Qualification requirements, such as experience and academic qualifications.

Article 4 of the 1977 law covered the requirements for admission to the civil service. Applicants had to be of Saudi Arabian nationality, but foreigners could be hired on a temporary basis for jobs which required qualifications not present among Saudis. The large numbers of foreign employees currently working in the Saudi Arabian civil service were made possible by this provision of the 1977 law.

Article 25 gave ministers the authority needed to give compensation for temporary jobs on the basis of pieces, output, or hour according to the rate approved by the Council of Civil Service. Retirement age was established at sixty years, but an employee could continue
to work until age sixty-five with a minister's approval (By-Law Article 30/8). Article 34 of the 1977 law considered training of employees as part of their duties either on or off the job and required that all ministries and agencies provide their employees with this training. Article 35 went still further by requiring that employees be sent abroad if their positions required additional training not available in Saudi Arabia. The Council of Civil Service, however, had the power to exclude some jobs from this law.

The job grading system of the 1977 law is presented in Table III-3. This law increased both the employees' salaries and annual merit raises from those authorized by the 1971 law.

Article 2 of the Civil Service Law of 1977 required that government jobs be classified by obtaining information about tasks, duties, responsibilities, and employee requirements. Thus, civil service positions were classified under six broad occupational headings:

1. General group of specialized jobs.
2. General group of diplomatic jobs.
3. General group of educational jobs.
4. General groups of administrative, clerical, or financial jobs.
<table>
<thead>
<tr>
<th>Grade</th>
<th>Minimum Salary (Saudi Riyals)</th>
<th>Maximum Salary (Saudi Riyals)</th>
<th>Annual Merit Increase (Saudi Riyals)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>1,015</td>
<td>1,915</td>
<td>100</td>
</tr>
<tr>
<td>2</td>
<td>1,210</td>
<td>2,290</td>
<td>120</td>
</tr>
<tr>
<td>3</td>
<td>1,455</td>
<td>2,715</td>
<td>140</td>
</tr>
<tr>
<td>4</td>
<td>1,750</td>
<td>3,280</td>
<td>170</td>
</tr>
<tr>
<td>5</td>
<td>2,100</td>
<td>3,900</td>
<td>200</td>
</tr>
<tr>
<td>6</td>
<td>2,515</td>
<td>4,585</td>
<td>230</td>
</tr>
<tr>
<td>7</td>
<td>2,970</td>
<td>5,400</td>
<td>270</td>
</tr>
<tr>
<td>8</td>
<td>3,485</td>
<td>6,275</td>
<td>310</td>
</tr>
<tr>
<td>9</td>
<td>4,110</td>
<td>7,260</td>
<td>350</td>
</tr>
<tr>
<td>10</td>
<td>4,800</td>
<td>8,220</td>
<td>380</td>
</tr>
<tr>
<td>11</td>
<td>5,600</td>
<td>9,200</td>
<td>400</td>
</tr>
<tr>
<td>12</td>
<td>6,390</td>
<td>10,260</td>
<td>430</td>
</tr>
<tr>
<td>13</td>
<td>7,200</td>
<td>11,250</td>
<td>450</td>
</tr>
<tr>
<td>14</td>
<td>8,020</td>
<td>12,520</td>
<td>500</td>
</tr>
<tr>
<td>15</td>
<td>9,235</td>
<td>14,205</td>
<td>550</td>
</tr>
</tbody>
</table>

$1.00 \approx \text{approximately } 3.37 \text{ S.R.}
5. General group of technical jobs.

Because of limitations of space, details of the requirements for each group are not presented here. Different qualifications were required for each group; it is significant to note that the minimum requirement for specialized and diplomatic job groups was a college degree.

As an example of other job qualifications, grade ten in the specialized group required any one of the following:

1. College degree in art with eight years' experience.
2. College degree in science with six years' experience.
3. College degree in medicine (physician) with four years' experience.
4. Master's degree in the field with four years' experience.
5. Master's degree in medicine (physician) with two years' experience.
6. Ph.D. in the field with two years' experience.
7. Ph.D. in medicine (physician).

Grade ten in the diplomatic group required any one of the following qualifications:

1. College degree with eight years' experience.
2. Master's degree in the field with four years' experience.

3. Ph.D. in the field with two years' experience.

4. For grades seven and above, a widely-spoken foreign language was required in the diplomatic group. Grade ten in the educational group required any of the following qualifications:

   1. Specialized diploma in education for three years after junior high school with fifteen years' experience.
   2. Diploma from a teacher training institute in complementary studies with fifteen years' experience.
   3. High school diploma in special education with fifteen years' experience.
   4. Special diploma in education for two years after high school with twelve years' experience.
   5. College degree with six years' experience.
   6. Master's degree with four years' experience.
   7. Ph.D. with two years' experience.

All experience was required to be gained after the academic degree had been obtained. In general, grades one through five in the last four occupational groups (3, 4, 5, and 6) required either a high school diploma or less education if coupled with experience.

A comparison of the Saudi Arabian civil service laws since 1945 reveals a dramatic decrease in the number
of articles in each law: law of 1945, 215 articles; law of 1958, 129 articles; law of 1971, 86 articles; law of 1977, 40 articles. This reduction in the number of articles in each law meant that, increasingly, the laws contained only major principles, leaving details to be arranged by specific agencies. For example, the 1977 law, which contained less than half the number of articles in the 1971 law, outlined general principles but did not include by-laws covering internal rules and regulations. In the law of 1977, article 39 gave the Council of Civil Service the authority to issue such by-laws. This delegation of authority from the lawmakers permitted the flexibility and improvement in the laws which Saudi Arabia needed to reduce the size of its bureaucracy. The Council of Civil Service (CCS), which was founded in 1977, included high-level officials who gave it prompt and strong support. Saudi Arabia's civil service employment policy has been related to human resources development. Article 9C-2 of the Civil Service Law of 1977 made human resources development the responsibility of the CCS, making it responsible for policy-making and for operational control. The CCS and its functions will be discussed in more detail later in this chapter.
Part Two: The Development of the Saudi Arabian Civil Service Bureau

First Personnel Bureau: The Ma'morine Bureau of 1939 (1358 A.H.)

The first civil service law passed in 1931 recognized the principle of equality of opportunity, as in its requirement that government job vacancies be publicized by newspaper advertisement. At the same time, however, there was no single agency which supervised all civil service personnel affairs in Saudi Arabia. This deficiency was remedied with the establishment of the first Ma'morine Bureau in 1939 (30/1/1358 A.H.). The Bureau was affiliated with the Ministry of Finance because this ministry was supervising most other agencies at that time, such as those in the fields of agriculture, commerce, health, and transportation and communication. The Bureau was basically a bookkeeping agency to keep a file for each employee containing his name, age, date of birth, qualifications, physical examination results, and date of employment. Three employees carried out the Bureau's operations, the manager and two clerks (1, pp. 23-24). On February 15, 1942 (30/1/1361 A.H.), the Bureau was expanded with the addition of more employees, for a total of six plus the manager (8, p. 128). In spite of this expansion, however, the Bureau continued to be nothing more than a bookkeeping agency for keeping files on civil service employees.
Bureau of Personnel and Retirement

At the time of the passage of the General Civil Service Law of 1945, the Ma'morine Bureau's name was changed to the Bureau of Personnel and Retirement. Its reorganization was authorized by a decision of the Ministry of Finance, No. 26 of 1945 (6/2/1365 A.H.), which was retroactive to 1945 (1/5/1364 A.H.). The number of the Bureau's employees was increased from seven in 1942 to sixteen in 1945, but it continued to carry out the same basic function of keeping files on government employees (8, p. 130). Eight months later, the Bureau was reorganized again; the only change made was the addition of one more employee, making the total number seventeen (8, pp. 120-131).

The Council of Ministers and the General Personnel Bureau

During the period 1945-1953 (1364-1373 A.H.), many ministries were created in Saudi Arabia, such as the Ministries of Health, Interior, Transportation, Education, and Agriculture. In addition to these ministries, a number of separate agencies were also founded. As a result, of course, the services performed and the numbers of employees needed by these ministries and agencies increased. As mentioned in the first part of this chapter, in 1953 Royal Decree No. 5/19/1/4288 established the first Council of Ministers in Saudi Arabia. One of the important
directives of the Council of Ministers' decision No. 47, Article 7, was that all employees were to be given equal pay for equal work. Article 16 of the decision stated that the "General Personnel Bureau (GPB) was responsible for controlling and supervising all the laws, rules, and regulations affecting civil service employees" (8, p. 134). This was the first time in Saudi Arabia's history that a direct decision or article was issued by the Council of Ministers giving the newly-renamed Bureau sole authority over civil service employees in all Saudi Arabian ministries and agencies (8, p. 134).

The GPB was a department in the Ministry of Finance. Because this ministry supervised a number of other agencies, the GPB had no difficulty in performing its duties. But when the agencies concerned with health, interior, transportation, education, and agriculture became ministries because of the complexities of government service, the GPB needed more support than before. Therefore, the Bureau was separated from the Retirement Department, which remained in the Ministry of Finance, and was moved to the Council of Ministers by that body's decision No. 115 of April 13, 1958 (27/9/1377 A.H.). From that time on the GPB became an active agency which participated among other ministries in evaluating requirements for employment and in testing and grading job applicants. It was headed
by a grade two general manager (6, p. 4). After becoming a division of the Council of Ministers, the GPB gained more recognition and more power in its supervision and application of laws affecting government employees.

**Improvement in the General Personnel Bureau**

On June 26, 1962, the Council of Ministers issued its decision No. 55 (24/1/1382 A.H.) which committed the Council to improve and organize the GPB. This decision also raised the grade of the Bureau's chief to the ministerial level and provided the Bureau with needed professionals (6, p. 4).

To meet and challenge the complexities and the problems of improving administrative functions, a new high-level committee was established. This new committee, the High Committee for Administrative Reform (HCAR), was founded by decision No. 520 of the Council of Ministers on November 21, 1963 (5/7/1383 A.H.) and was headed by the king and the prime minister.

**Civil Service Bureau**

The HCAR was given the same authority as the Council of Ministers to organize, reform, or establish whatever it believed would be helpful to improve administration in the government (6, p. 4). The HCAR reviewed a report and a recommendation made by the Ford Foundation for Saudi
Arabia with regard to organizing the civil service; it also reviewed the Council of Ministers' decision No. 55 of June 26, 1962, which committed the Council to the improvement of the GPB. The HCAR then issued its decision No. 3 of April 2, 1964 (20/11/1383 A.H.), for changing the name of the GPB to the Civil Service Bureau (CSB). The reorganized Bureau was to be headed by a chief at the ministerial level, with the assistance of a deputy. In addition, the CSB was given additional qualified employees experienced in the field of personnel. The HCAR decision also gave the CSB the authority to perform the following functions:

1. Describe the qualification requirements for job applicants and administer the recruitment and selection process.
2. Prepare all proposed civil service laws.
3. Prepare and publish all civil service rules and procedures.
4. Arbitrate between any employee and his organization.
5. Contact ministries and agencies to organize cooperation in the areas of employment, training, testing, describing requirements, promotion, transfer, discharge, appraisal reports, and budget section for employees.

One month after the HCAR's decision, the Council of Ministers issued its decision No. 792 on May 1, 1964
(19/12/1381 A.H.), which supported the HCAR's decision for the new reforms in the GPB (6, pp. 3-5). On April 7, 1969, the HCAR issued its decision No. 16 (20/1/1389 A.H.) proposing a new organization for the Bureau. The proposal was approved by Royal Decree No. 3221 on April 27, 1969 (10/2/1389 A.H.; 6, p. 5). In spite of the HCAR's decision to change the name of the General Personnel Bureau to the Civil Service Bureau, the former designation continued to be used until June 26, 1977 (10/7/1397 A.H.; 2, p. 11).

General Personnel Bureau Law of 1971
(1391 A.H.; 3, pp. 43-44)

On March 28, 1971, Royal Decree No. M/8 (1/2/1391 A.H.) approved the General Personnel Bureau Law of 1971. This law contained four articles. Article one stated that the CPB was an independent agency supervising the personnel throughout the government and that this agency had direct connections with the prime minister. Article two described the appointment of the chief of the Bureau on the ministerial level by a royal decree, and Article three dealt with the Bureau's responsibilities. Article four, the last article of the law, required the chief of the CPB to present an annual report about the Bureau's performance, to be submitted to the prime minister (3, p. 44).
The Recent Civil Service Bureau

As mentioned earlier in this study, Saudi Arabia's Second Five-Year Plan (1975-1980) estimated that an additional 170,636 employees, excluding the normal attrition rate of existing employees, would be required within the governmental institutions covered in the Plan (7, p. 64). Saudi Arabia has a shortage of human resources in all areas. A large number of employees are required to fill civil service positions in order to execute the programs carried out by the government. The private sector competes with the government for the limited available Saudi employees, making it harder for the government to fill its vacant positions with qualified employees. The government tried to compete in the labor market when it established the Council of Civil Service which introduced the Civil Service Law of 1977. This gave the CSB the power to plan, execute, direct, and control civil service employees in Saudi Arabia (2, pp. 12-13).

The Council of Civil Service Law of 1977 (1397 A.H.; 2, pp. 11-12)

If a country—even a wealthy country—is unable to develop its human resources, it cannot continue to progress. Manpower is the basic resources; it is the absolute means of converting other resources for mankind's use and benefit. The rate of a country's economic progress depends heavily
on the quality and quantity of available skilled manpower at all levels.

Therefore, development of the civil service in Saudi Arabia was the object of the HCAR's proposal of the Council of Civil Service Law of 1977 (1397 A.H.). This law received the approval of the Council of Ministers in its decisions No. 949 and 950 on June 15, 1977 (14/6/1397 A.H.), and was sanctioned by Royal Decree No. M/48 on June 26, 1977 (10/7/1397 A.H.). The 1977 law superseded the General Personnel Bureau Law of 1971.

The Council of Civil Service Law of 1977 contained eleven articles. The first of these articles required the creation of a Council of Civil Service authorized to plan and organize the civil service in all government agencies in order to improve performance. Article 2 changed the name of the GPB to the Civil Service Bureau (CSB). Article 3 made the Bureau an independent agency supervising the civil service in government organizations and affiliated it with the chairman of the Council of Civil Service. Article 4 gave the chief of the Bureau ministerial status and stated that his appointment must be carried out by royal decree.

Article 5 organized the Council of Civil Service according to the following plan:

1. Vice-prime minister, chairman.

2. Chief of the Civil Service Bureau, member.
3. Four ministers, members for three years.
4. Three professionals, members for three years.

Article 8 of the law required that the Council of Civil Service establish by-laws for itself and for the CSB. Article 9 required the Council of Civil Service to implement the following procedures:

1. Propose civil service laws.
2. Issue by-laws in the various civil service areas.
3. Cooperate with others in
   a. Drawing up policies and planning methods and programs for applying them.
   b. Developing human resources and improving efficiency through preparation and training.
   c. Improving methods of performance in the government.
   d. Exercising control over civil service.
   e. Studying compensation and proposing any changes in wages, salaries, and fringe benefits for civil service employees.

Article 10 required the CSB to accomplish the following tasks:

1. Control the enforcement of the laws and enforce by-laws and decisions in the various areas of civil service.
2. Undertake research and studies in the civil service, especially in the areas of classification, compensation, and the like.
3. Offer opinions about civil service improvement.

4. Propose laws and by-laws and present them to the Council of Civil Service.

5. Establish rules and procedures for employee selection.

6. Classify positions and propose compensation (wages, salaries, and fringe benefits).

7.-10. Carry out other functions in areas of civil service such as filing, cooperation with personnel in ministries and agencies, arbitration, etc.

Article 11, the last article of the Council of Civil Service Law, required that the chief of the CSB prepare a report every six months in order to present the performance of the Bureau to the Council of Civil Service which, in turn, reported to the prime minister.

Recruiting employees, especially foreign employees, was carried out by the organizations needing them. Since Saudi Arabia employed a large number of foreign personnel in all ministries and agencies, these organizations customarily sent representatives to various countries to recruit for their organizations.

To avoid the misuse of government funds and duplication of efforts which sometimes resulted from this practice, the Council of Ministers issued its decision No. 1113 on August 9, 1977 (24/8/1397 A.H.), which gave the CSB
the authority to establish offices in the countries from which Saudi Arabia recruited a large number of foreign employees. The decision specified that the establishment of these offices should begin with Egypt, Jordan, Syria, and Pakistan, since these four countries provided large numbers of civil service employees for Saudi Arabia. The Bureau was also given sole responsibility for recruiting all foreign employees needed from these countries to fill civil service positions.

The CSB began recruiting foreign employees through these offices during the summer of 1979. The Bureau required that each ministry and agency submit its list of needed foreign employees six months in advance to provide the time needed for recruitment.

The Ministries of Education and Health and the Presidency of the Girls' School in Saudi Arabia were asked by the CSB to send representatives to the above countries to participate in recruitment with CSB employees because these three organizations recruited the largest numbers of foreign employees working for the Saudi Arabian government in 1978.

Summary

A total of five civil service laws were issued in Saudi Arabia between 1931 and 1977. The first comprehensive law which dealt directly with civil service employees,
passed in 1931, was the General Ma'morine Cadre or Law. The second law was issued in 1945; the third, in 1958; the fourth, in 1971; and the most recent law, in 1977.

The first civil service bureau was established in 1939, but it was basically a bookkeeping agency, keeping files on all civil service employees. It was affiliated with the Ministry of Finance until 1958. In that year the Bureau was moved to the Council of Ministers. In 1977, the Council of Civil Service gave the CSB the authority to plan, execute, direct, and control all matters relating to civil service in Saudi Arabia. These functions are still carried out by the Bureau at the present time.
CHAPTER BIBLIOGRAPHY


CHAPTER III

RECRUITMENT OF NON-SAUDIS FOR WORK IN THE
SAUDI ARABIAN CIVIL SERVICE

This chapter presents information about the recruitment of personnel in Saudi Arabia and consists of two parts. The first is devoted to the recruitment process in general, which is applicable to any organization anywhere. The second part of the chapter is devoted to current recruitment methods and to sources of foreign employees working in civil service positions in Saudi Arabia.

Part One: Recruitment of Personnel

Recruitment may be viewed as the process of seeking out and developing favorable contacts with individuals who can be expected to fill an organization's quantitative and qualitative personnel needs (12, p. 86) and of finding suitable applicants from whom the organization selects to fill its jobs (8, p. 59). The goal of the recruitment effort is to provide a steady supply of qualified candidates to fill immediate and future job openings (6, p. 77).

Recruitment of personnel begins when an organization determines its quantitative and qualitative needs for personnel. The determination of personnel needs requires a
description of both the duties and the responsibilities of the positions to be filled. Characteristics desired in the potential jobholders must also be specified. Therefore, the recruiting process itself can begin only when the organization knows the type of individual it is seeking (8, p. 59).

Recruitment also requires determining the relevant labor market to be canvassed. The labor market is more than a set of geographical boundaries; it comprises all characteristics which define sources of applicants for particular jobs. Many factors affect the relevant labor market. Perhaps the type of job is the most critical of these factors; other factors such as the size of the organization, its nature, its reputation, the expense it is willing to bear in recruiting, and its location also play important roles (8, p. 60). The relevant labor market for a given job determines the recruiting strategies and methods the organization will use.

To a great extent, the success achieved in hiring competent personnel is a direct result of how effective the recruitment program has been. It is obvious that the only individuals an organization will be able to hire are those who have been attracted to that organization. Potential candidates which an organization has been unable to interest will never be put on the payroll. Moreover,
regrettably, many highly desirable people will never be considered for employment in an organization because the organization has been unable to get them to apply (10, p. 44).

**Methods and Sources for Recruitment**

What is the most effective method of recruitment? Effective recruiting requires imagination and creativity. In carrying out recruitment efforts, most organizations incur two risks--first, listing job requirements too broadly, and, second, listing requirements too stringently. In the first case, an organization goes through a time-consuming process of screening numerous candidates who are unqualified; in the second, qualified persons may be discouraged from applying. For example, if an organization lists a minimum of five years of experience as essential, it obviously restricts possibilities to persons with that qualification. Therefore, as Mitchell S. Novit states, "Effective recruiting methods involve a compromise between these two positions" (8, p. 61).

Various recruiting sources are available to the personnel administrator. Before an organization begins recruiting, it must first consider the most likely sources for the types of applicants it is seeking. Two major sources are available: internal (in-house) and external (outside).
Internal sources.--The most obvious source when a job is to be filled at any point above the beginning or entry level is the present work force already on the payroll of the organization. This source is used by many organizations when they encourage a promotion-from-within policy and use their employee information system to implement this policy. Job vacancies may be publicized in an employee newspaper or by bulletin board notices. An additional in-house recruiting source is that of former employees who wish to reenter the labor market. More information is available about candidates who are former employees than about new job applicants, and some organizations keep a separate file of former employees they would be willing to rehire. For example, one large New York bank found that, among its clerical workers, the turnover rate was lowest for former employees who had been rehired (6, p. 79).

Some problems exist, however, in implementing in-house recruiting. One difficulty in unionized operations, as in the United States, for example, is that many contracts specify that seniority should be the deciding factor if two or more employees bid for the same job, as long as both individuals meet certain minimum qualifications. This puts the decision-maker in a difficult position, because in some cases the seniority requirement may prevent him from choosing the best qualified candidate for
the job. Another problem is that a supervisor may be reluctant or unwilling to recommend one of his employees for promotion or transfer because he does not wish to lose one of his best performers and thus face the necessity of finding and training a replacement. It seems that the third problem of recruiting from in-house is a negative one. An employee may be reluctant to apply for a job opening in a different department for fear that, if he is not chosen for the new position, his supervisor will be angry at his indicating a desire to transfer (6, p. 79).

External sources.--In spite of the fact that internal recruiting sources are the least expensive recruiting method and may produce the best prospects, most organizations also rely on outside sources from time to time. A number of outside sources are available; Novit lists eight such sources (8, pp. 61-64), while David C. Muller lists more than sixteen (7, pp. 238-243). In general, the most frequently used external recruiting methods are the following:

1. Advertising for job applicants
2. Private employment agencies
3. Colleges

Advertising for job applicants is the most frequently used external recruitment method. Advertisements may be placed directly by the employer or by an employment
agency, and they may appear in the local newspaper or in specialized publications such as trade or professional journals to reach people with certain qualifications. However, the use of professional journals involves a serious drawback; journals usually have fairly advanced publication deadlines so that a large amount of time must elapse before the advertisement appears and responses begin coming in (10, p. 56).

Another difficulty of advertising directly is that the organization may continue to be flooded with applications long after the job in question has been filled. This is one reason why many small employers do most of their outside recruiting through an employment agency. Nevertheless, advertising is a relatively quick and inexpensive way to recruit applicants and avoids the necessity of paying an agency's fee. Although advertising can attract many unqualified applicants, it unquestionably remains one of the most popular and most effective external methods of recruiting job applicants.

Private employment agencies represent another external source for recruitment and often save time for both the employer and the applicant. For lower level positions, the job seeker usually pays the agency fee; for higher level or hard-to-fill positions, the employer often pays the fee. A good employment agency can save time for an
organization's personnel specialist by doing a competent job of pre-screening suitable candidates and referring for further consideration only people who are truly qualified. But private employment agencies can be expensive, and some personnel specialists have complained that agencies usually flood them indiscriminately with totally unqualified job applicants. This seems to be a recurrent problem in the field of recruitment.

The best way to handle such a situation which can waste everyone's time is for the personnel specialist to exercise a great deal of care in selecting the particular agencies with which he wishes to deal. It is also a good idea for him to limit himself to no more than perhaps three or four truly competent agencies rather than attempting to work with a larger number and, as a result, probably not being properly serviced by any of them. Another successful technique is for an employer to establish a strong business relationship with a specific placement counselor in the employment agency and to inform him when an opening is first listed that only four or five applicants referred by him will be interviewed and that they must be thoroughly screened before interviews are arranged. If this is done, the recruiter need see only those applicants who come closest to meeting the specifications for the position (10, pp. 53-54).
College recruiting has become a widespread practice among many organizations. In the United States, for example, college recruiting on a regional or national level began to be used on a large scale in the 1950s when shortages of college-trained engineers and scientists became critical. Later recruiting efforts were aimed at business administration students. Most on-campus college recruiting programs are extensive and costly and, as a result, are conducted primarily by larger organizations (6, pp. 81-82).

In addition to advertisement, private employment agencies, and college recruiting, other external sources for recruiting applicants are executive search firms, professional associations, high schools, trade and technical schools, and foreign countries. Different recruiters use a variety of techniques to recruit employees. Joseph J. Wnuk, Jr., lists three basic approaches: direct, indirect, and third-party. Figure 1 illustrates these three approaches (13, pp. 170-173). Depending on an organization's own local situation, it will probably find one or more of these sources to be preferable to the others. Trial and error may be the best way for an organization to decide which sources to use in the long run for a given type of job opening.
Fig. 1--External recruitment approaches.*
Part Two: Current Recruitment of Foreign Employees in the Saudi Arabian Civil Service

Before 1953, all recruitment of non-Saudi civil service employees was carried out on an individual basis. The earliest extant evidence of recruiting foreign employees in Saudi Arabia is that in a meeting on January 6, 1929 (25/7/1347 A.H.), the Majlis Ashoora, a council composed of eleven members, approved a contract for employing foreigners in the Education Directorate of Al-Hejazah (Al-Hejazah was attached to the directorate of education in the western province of the country before the creation of the Kingdom of Saudi Arabia).

Another early indication of recruitment of foreign employees in Saudi Arabia was letter No. 299 of February 1, 1930 (2/9/1348 A.H.), which was sent from the Majlis Ashoora to the general deputy of the king requesting approval of a contract to employ a translator in the post office. On February 22, 1931 (16/10/1350 A.H.), the General Manager of Health sent his letter No. 1362 to the Minister of the Interior, including the conditions and requirements for employing a medical doctor. On June 3, 1933 (9/2/1352 A.H.), the Minister of Finance sent his letter No. 192 to the council of deputies, asking approval of contracts to employ foreign doctors and pharmacists.
The first comprehensive general contract for the employment of foreigners in Saudi Arabia was issued on October 28, 1954 (1/3/1374 A.H.), in Royal Decree No. 3/11/5846. This general contract contained fourteen articles, and it applied to all government agencies. It gave a minister the authority to recruit foreign employees for any positions with salaries up to 3,000 Riyals; for positions with higher salaries, the approval of the king was required.

In order to limit movement among the foreign employees working in Saudi Arabia, the Council of Ministers issued its decision No. 8751 on August 14, 1965 (18/4/1385 A.H.), which prohibited an agency from employing any foreigner who had originally come to Saudi Arabia to work for another agency unless that other agency gave its permission for the employment. In following up this recruitment goal, the prime minister sent his letter No. 82/9/n on May 14, 1969 (18/2/1388 A.H.), to all ministries and agencies. The letter prohibited foreign employees from working in any jobs other than those for which they had been recruited.

Because individuals working in the field of education represented the majority of foreign employees in Saudi Arabia, the Council of Ministers issued its decision No. 959 on October 20, 1972 (11/9/1392 A.H.), which
approved the cadre for foreigners working in education. The Ministry of Education found it difficult to recruit foreign teachers with work experience after graduation; therefore, in its decision No. 761 on July 12, 1973 (12/6/1393 A.H.), the Council of Ministers dropped the experience requirement for foreigners with education degrees. This represented a compromise or lowering of selection standards. In theory, of course, standards should never be compromised, but in practice this principle was frequently violated either consciously or unconsciously, especially in the tight labor market which Saudi Arabia was facing at that time. In 1975, the Council of Ministers issued its decision No. 433 (19/4/1395 A.H.), which approved the by-law (internal rules and regulations) for employing non-Saudis in the civil service. This by-law contained fifty-eight articles. The second article required that all contracts for employing foreigners be carried out jointly by the General Personnel Bureau (GPB) and the agency in which the foreigner was to work.

On June 5, 1975, however, the GPB in its decree No. 9/33 (25/5/1395 A.H.) allowed all ministries and agencies to recruit directly—without the GPB's approval—any of the following foreign employees:

1. Teachers employed in grades five and above.
2. Physicians.
3. Engineers employed in grades seven and above.
4. Nurses and professionals other than physicians and engineers with at least a baccalaureate degree.

On July 6, 1978 (1/8/1398 A.H.), The Council of Civil Service (CCS) issued its decision No. 45 approving the most recent by-law for non-Saudi employees. This by-law applied to all non-Saudi employees working in civil service positions except those employed in the field of education, who were covered by the by-law of October 3, 1978 (1/11/1298 A.H.). This by-law contained fifty-two articles (2, pp. 11-27), but on April 10, 1979 (13/5/1399 A.H.), the CCS added one more in its decision No. 137. The new article authorized the Civil Service Bureau (CSB) to evaluate academic degrees or experience which were not included in the by-law for employment purposes only.

Expansion of Demand for Foreign Employees in Saudi Arabia

Labor shortage is the number one problem for Saudi Arabia in general, especially in the field of education. The expansion of education is a nationally desirable goal, of course, but this expansion does not come without problems. One of these problems has been Saudi Arabia's need to recruit a large number of foreign employees in the education field.
Immediately after the advent of oil wealth in Saudi Arabia, educational facilities developed slowly. In 1953, the country had 326 elementary schools with an enrollment of about 44,000 and three secondary schools with about 500 students (11, p. 93). By 1978, however, the number of schools and students up to and including the secondary school level had increased greatly, as shown in Table III-1.

**TABLE III-1**

**COMBINED ELEMENTARY AND SECONDARY SCHOOL ENROLLMENT IN SAUDI ARABIA, 1978**

<table>
<thead>
<tr>
<th>Institution</th>
<th>Schools</th>
<th>Students</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ministry of Education (for males)</td>
<td>4,624</td>
<td>698,389</td>
</tr>
<tr>
<td>Presidency of Girls' School (for females)</td>
<td>2,166</td>
<td>390,838</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>6,790</td>
<td>1,089,227</td>
</tr>
</tbody>
</table>

*Sources: Ministry of Education and Presidency of Girls' School, in addition to private education and other governmental schools such as the Ministry of Defense, etc.*

The shortage of properly qualified elementary school teachers, which has been a limiting factor in the expansion of public schooling in Saudi Arabia, necessitated the importation of foreign instructors, primarily from Egypt and other Arab countries. During the 1961-1962 school year, for example, 2,000 foreign teachers were
recruited (11, p. 103); but in 1977-1978, as shown in Table III-2, 40,447 foreign employees were working in Saudi Arabia's three major educational institutions. This figure represents about 53 per cent of all foreigners working in the Saudi Arabian civil service. Foreigners are recruited from all over the world, although Egypt remains a major source of employees for many occupations, particularly in the educational field.

**TABLE III-2**

*FOREIGN EMPLOYEES IN EDUCATION, 1977-1978*

<table>
<thead>
<tr>
<th>Agencies</th>
<th>Working in Teaching</th>
<th>Working in Administration</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ministry of Education*</td>
<td>18,206</td>
<td>1,736</td>
<td>19,942</td>
</tr>
<tr>
<td>Presidency of Girls' School*</td>
<td>12,827</td>
<td>1,095</td>
<td>13,922</td>
</tr>
<tr>
<td>Higher Education (six universities)*</td>
<td>2,700</td>
<td>3,883</td>
<td>6,583</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>33,733</strong></td>
<td><strong>6,714</strong></td>
<td><strong>40,447</strong></td>
</tr>
</tbody>
</table>


The increasing numbers of civil service employees, including foreigners, required in all Saudi Arabian civil
service positions has of course necessitated an increase in the compensation appropriated for these employees; therefore, the appropriation fund for civil service employees in Saudi Arabia has been increased more than fifty-three times between 1958-1959 and 1977-1978. In 1958-1959, the appropriation was 338 million Saudi Riyals (1, p. 218); in 1977-1978, it had increased to 20,867 million Riyals (3, p. 10). Table III-3 shows the growing numbers of civil service positions and employees in Saudi Arabia from 1970-1971 to 1977-1978.

**TABLE III-3**


<table>
<thead>
<tr>
<th>Year</th>
<th>Number of Positions</th>
<th>Saudi Employees</th>
<th>Non-Saudi Employees</th>
<th>Vacant Positions</th>
<th>Appropriation in Riyals t (millions)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1970-71</td>
<td>85,186</td>
<td>52,844</td>
<td>17,937</td>
<td>14,405</td>
<td>1,791</td>
</tr>
<tr>
<td>1971-72</td>
<td>96,781</td>
<td>48,863</td>
<td>22,223</td>
<td>15,695</td>
<td>2,787</td>
</tr>
<tr>
<td>1972-73</td>
<td>116,115</td>
<td>67,779</td>
<td>26,265</td>
<td>22,071</td>
<td>3,342</td>
</tr>
<tr>
<td>1973-74</td>
<td>131,754</td>
<td>73,330</td>
<td>29,926</td>
<td>28,498</td>
<td>3,998</td>
</tr>
<tr>
<td>1974-75</td>
<td>142,640</td>
<td>81,917</td>
<td>20,565</td>
<td>40,158</td>
<td>5,713</td>
</tr>
<tr>
<td>1975-76</td>
<td>167,846</td>
<td>87,673</td>
<td>28,141</td>
<td>52,032</td>
<td>10,235</td>
</tr>
<tr>
<td>1976-77</td>
<td>188,288</td>
<td>88,070</td>
<td>31,496</td>
<td>68,722</td>
<td>10,112</td>
</tr>
<tr>
<td>1977-78</td>
<td>196,931</td>
<td>DATA</td>
<td>NOT</td>
<td>AVAILABLE</td>
<td>20,867</td>
</tr>
</tbody>
</table>

†$1.00 = approximately 3.37 S.R.
The latest published statistics available for all non-Saudi employees working in the civil service were for 1976-1977, showing a total of 31,496 employees, as indicated in Table III-3. Since this number does not represent the present total of foreigners working in the Saudi Arabian civil service, the researcher made personal contact with officials in the CSB and other ministries and agencies in an attempt to obtain statistics on the number of non-Saudis currently employed. No single agency, however, could provide up-to-date statistics. Since the latest published statistics for all civil service positions were those for 1976-1977, as shown in Table III-3, and those for 1978 (in education only), as shown in Table III-2 (40,447 foreign employees), the researcher made personal contact with the CSB in order to gather figures about the number of foreign employees in ministries and agencies which do not publish such statistics. The best result which could be gathered from the institutions contacted was an approximation of the number of foreigners working in the civil service in 1978, a total of 75,425 employees.

Government agencies in Saudi Arabia are divided into two groups, ministries or agencies and semi-independent organizations with separate budgets and governing boards. These semi-independent government organizations are similar to the Tennessee Valley Authority (TVA) in the
United States in that they have the power of government and the flexibility and initiative of private enterprise. Until July 11, 1978, these organizations had a different system from the general civil service laws for wage and salary administration. But the HCAR in its decision No. 85 (6/8/1398 A.H.) mandated that civil service laws and regulations would be applied to the employees of all these organizations, with the exception of Saudi Arabian Airlines which was left with its own system of wage and salary administration because of the possibility of its reform into a private firm. The Industrial Development Fund also continued to practice its own system of wage and salary administration. Table III-4 lists the ten institutions in Saudi Arabia with the largest numbers of foreign employees, five from ministries and agencies and five from semi-independent organizations. The table also shows the total number of foreigners working in the civil service in 1978.

Methods and Sources of Recruitment of Foreign Employees Working in the Saudi Arabian Civil Service

Until the late 1960s the method of recruiting non-Saudi employees was to ask governments of other Arab countries with excess personnel--notably that of Egypt--to send employees, especially teachers, as expatriates to Saudi Arabia. If these expatriates were insufficient
TABLE III-4
ESTIMATED TOTAL OF FOREIGN EMPLOYEES WORKING IN
THE SAUDI ARABIAN CIVIL SERVICE--1978*

<table>
<thead>
<tr>
<th>Agency</th>
<th>Number of Foreign Employees</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ministries and Agencies with the Largest Number of Foreign Employees</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Ministry of Education</td>
<td>19,942</td>
<td>26.4</td>
</tr>
<tr>
<td>Presidency of Girls' School</td>
<td>13,922</td>
<td>18.5</td>
</tr>
<tr>
<td>Ministry of Health</td>
<td>10,978</td>
<td>14.6</td>
</tr>
<tr>
<td>Ministry of Post and Telecommunications</td>
<td>3,659</td>
<td>4.9</td>
</tr>
<tr>
<td>Ministry of Municipality Affairs</td>
<td>3,549</td>
<td>4.7</td>
</tr>
<tr>
<td>Subtotal</td>
<td>52,050</td>
<td>69.1</td>
</tr>
<tr>
<td>Semi-Independent Organizations with the Largest Number of Foreign Employees</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Saudi Arabian Airlines</td>
<td>5,197</td>
<td>6.8</td>
</tr>
<tr>
<td>Riyadh University</td>
<td>3,248</td>
<td>4.3</td>
</tr>
<tr>
<td>King Faisal Specialist Hospital and Research Centre</td>
<td>1,959</td>
<td>2.6</td>
</tr>
<tr>
<td>King Abdulaziz University</td>
<td>1,064</td>
<td>1.4</td>
</tr>
<tr>
<td>Islamic University of Al-Emam</td>
<td>954</td>
<td>1.3</td>
</tr>
<tr>
<td>Mohammed Ben Saud</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Subtotal</td>
<td>12,422</td>
<td>16.4</td>
</tr>
<tr>
<td>Other Ministries and Agencies</td>
<td>7,850</td>
<td>10.4</td>
</tr>
<tr>
<td>Other Semi-Independent Organizations</td>
<td>3,103</td>
<td>4.1</td>
</tr>
<tr>
<td>Total Foreign Employees</td>
<td>75,425</td>
<td>100.0</td>
</tr>
</tbody>
</table>

to meet an agency's personnel needs, that agency would send a representative to nearby labor markets, mostly in Arab countries and primarily in Egypt, to recruit more employees on an individual basis. The representative usually advertised in newspapers to attract more applicants, then screened applicants before the final interview. This simple method met the limited demand for civil service employees in Saudi Arabia at that time. But with the increased demand for foreign employees, both qualitatively and quantitatively, Saudi Arabia has defined its labor market as more than a set of geographical boundaries. For Saudi Arabia, the term "labor market" refers to all the characteristics which define sources of applicants for particular jobs.

For example, if an organization has entry level clerical positions which require no skills, it will define the characteristics of persons being sought for these positions with requirements such as "high school graduate," "no experience," etc., because the jobs pay so little. But if the organization wishes to fill an engineering position, it will define the labor market for that position quite differently. Thus an organization sometimes seeks workers who are untrained and uneducated; at other times, it may be looking for Ph.D.'s who are in short supply. The most frequently-used recruiting method
for many kinds of jobs is newspaper advertising. For example, advertisements for Saudi Arabian civil service positions were placed in The Chronicle of Higher Education on July 2, 9, 16, 23, and 30, 1979; August 6 and 13, 1979; and September 4, 1969. In these issues of The Chronicle of Higher Education there were more than fifteen advertisements for institutions such as Riyadh University, King Abdulaziz University, King Faisal University, and the University of Petroleum and Minerals.

Saudi Arabia has recruited large numbers of non-Saudi employees from Egypt, Jordan, Syria, and Pakistan. As noted in Chapter II of this study, the method used until 1978 was that each ministry and agency sent representatives to these various countries to recruit the needed personnel; sending several committees from different agencies, however, created duplication in the recruitment process and a waste of time and funds. Therefore, in the summer of 1979 the CSB opened offices in these four countries in order to recruit all non-Saudi employees working in all agencies of the Saudi Arabian civil service. Because the Saudi employees in these offices were new and did not have a great deal of experience in the recruitment process, the CSB asked the Ministries of Education and Health and the Presidency of Girls' School to send representatives to these offices to participate in the
recruitment process, since these three agencies recruited more than 59 per cent of all the foreigners working in civil service positions in Saudi Arabia.

The agencies whose services require professional and technical personnel, such as universities, were given the authority to recruit directly without the supervision of the CSB. Such agencies recruit from all over the world, primarily by means of advertising. Riyadh University recruited 3,248 foreign employees from more than fifteen countries during the 1978-1979 school year. The largest number of these employees recruited for Riyadh University were from Egypt; their total number was 2,314 employees, or 71 per cent of the university's foreign recruits in that year.

Another source of recruitment of foreign employees, especially advisors and expert employees, is the United Nations Development Programme (UNDP). On July 23, 1979, Towfiq Fikrat Kirdar, Assistant Resident Representative of the program, said that UNDP in Riyadh usually receives requests for such employees from the agencies needing them, along with job descriptions, through the Technical Assistant Agency in Saudi Arabia. Then the UNDP in Riyadh sends this information to the special agent for recruitment in the United Nations in New York (there are twenty-five participating agencies in UNDP), but the final approval
lies with the agencies which need the employees in Saudi Arabia. Kirdar added that rejection of these employees usually does not exceed 10 to 15 per cent. Kirdar stated that 41 per cent of the employees recruited through his office came from developing countries such as Egypt, Jordan, Sudan, and Pakistan, and 59 per cent from advanced countries such as the United States, England, Canada, and Sweden. Employees from the United States represent the majority of the latter percentage (5).

Kirdar said that his agency recruited increasing numbers of expert foreign employees from 1976 to July of 1979:

- 1976--135 experts
- 1977--173 experts
- 1978--193 experts
- January-July 1979--180 experts

Kirdar estimated that the total number of experts recruited at the end of 1979 would be 268; for 1980, the estimated number will reach 274 (5).

Kirdar stated that the recruitment program would cost $118.5 million from 1977 to 1981, of which UNDP would pay $36 million and Saudi Arabia $82.5 million in funds and trusts. Kirdar added that 7 per cent of this fund was designated for training Saudis and 93 per cent for expert employees. He compared these figures with the funds spent for the previous program in 1972-1976, when $12.5 million came from UNDP and $22.5 million from Saudi Arabian funds and trusts (5).
Kirdar also estimated the average cost of an expert employee from 1972 to 1980:

- $50,000 during 1972-1976
- $77,000 for 1977
- $84,000 for 1978
- $92,000 for 1979
- $100,000 for 1980 (estimate)

These costs were dependent upon job descriptions, requirements, and supply and demand in the international labor market (5). As for supplemental pay, Kirdar said until 1977 expert employees paid their own housing costs, but since that time Saudi Arabia has paid these employees up to 80,000 Riyals (about $32,000) a year for housing expenses; in comparison, employees in other countries still must pay their own housing expenses (5). In addition, expert employees in Saudi Arabia are exempt from all taxes. Kirdar believed that each expert employee recruited through agreements between Saudi Arabia and other countries (other than UNDP) cost Saudi Arabia up to $260,000 in 1978. He concluded the interview by enumerating the four groups of expert employees working in Saudi Arabia:

1. Those whose employment is arranged through UNDP.
2. Those whose employment is arranged through agreements between the government of Saudi Arabia and other governments.
3. Those whose employment is arranged through individual contracts with ministries or agencies.
4. Those whose employment is arranged by ministries or agencies through executive search firms (5).

Another source of recruitment of foreign employees in Saudi Arabia is the Hospital Corporation International (HCI) of Nashville, Tennessee. On July 7, 1979, Walter Hanses, Head of Personnel at King Faisal Specialist Hospital and Research Centre (KFSHRC) in Riyadh, Saudi Arabia, stated that HCI recruits all foreign employees who work at KFSHRC. Hanses estimated that the recruitment of a total of 1,900 foreign employees from more than forty-seven countries has been arranged through HCI (4). He believed that the largest numbers of foreign employees were of the following nationalities:

1. Americans--about 400 employees
2. Egyptians--about 310 employees
3. Sudanese--about 300 employees
4. British--about 250 employees
5. Lebanese--about 210 employees

Hanses said that his institution has two pay structures for employees who have like qualifications, one for North Americans (from the United States and Canada) with a higher rate of pay, and another for all other nationalities (4).

Compensation for Foreign Employees Working in the Saudi Arabian Civil Service

Civil service jobs for non-Saudi employees have been classified into seven pay structures; these seven groups are the following:
1. Physicians  
2. Engineers  
3. Professionals other than groups 1 and 2, such as accountants, computer programmers, translators, etc.  
4. General education employees  
5. Vocational and technical education employees  
6. Assistants for vocational and manual employees  
7. Administrative/clerical employees (2, p. 15)

Table III-5 illustrates an example of the pay structure for foreign employees working in the Saudi Arabian civil service.

**TABLE III-5**

PAY STRUCTURE FOR SELECTED JOBS OF FOREIGN EMPLOYEES WORKING IN THE SAUDI ARABIAN CIVIL SERVICE (IN SAUDI RIYALS*)†

<table>
<thead>
<tr>
<th>Job Groups</th>
<th>Bachelor's Degree</th>
<th>Ph.D. Degree</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Monthly Base Salary</td>
<td>Yearly Increase for Experience</td>
</tr>
<tr>
<td>Physicians</td>
<td>4,000</td>
<td>200</td>
</tr>
<tr>
<td>Engineers</td>
<td>2,900</td>
<td>130</td>
</tr>
<tr>
<td>Other Professionals</td>
<td>2,100</td>
<td>150</td>
</tr>
<tr>
<td>General Education (education degree)</td>
<td>2,180</td>
<td>100</td>
</tr>
<tr>
<td>Non-Education Degree</td>
<td>1,930</td>
<td>85</td>
</tr>
<tr>
<td>Vocational Education (business)</td>
<td>2,100</td>
<td>100</td>
</tr>
</tbody>
</table>

*$1.00 = approximately 3.37 S.R.  
°Pay increase for experience ceases after fifteen years.
Article 11 of the 1978 by-law for non-Saudi employees dealt with salaries, including the pay structure for each group of foreign employees. Article 11-H excluded foreign employees from North America, Europe, and other countries of the same level of development from this pay structure; the pay structure for employees from these countries was to be set by the Chief of the CSB. Article 14 specified that for positions requiring employees with special qualifications and international recognition the Chief of the CSB and the heads of the agencies in which the positions were located had the authority to establish salaries apart from the standard pay structure (2, p. 16).

In addition to their base salary, foreign employees received the following fringe benefits:

1. Yearly round-trip tickets for the employee and family, if any (four-ticket limit), to and from their home country.

2. Housing allowance equivalent to three months' salary with the condition that the total be not less than 8,000 Riyals. The housing allowance is paid in advance. If the foreign employee is a woman, she is usually accompanied by a man. If the man accompanying her is employed, the two of them are entitled to only one housing allowance, based on the higher of their two
salaries. If the employer provides an employee with housing, no allowance is given.

3. A one-time payment of 50 per cent of the employee's monthly salary as a preparation allowance for the foreign employee to come to Saudi Arabia.

4. If the employer does not provide transportation for daily work, the employee is entitled to a monthly allowance of between 300 and 400 Riyals, depending upon his rank. Physicians who work extra hours in addition to their regular shift are entitled to 3 per cent of the monthly transportation allowance for each separate day they perform, as specified in the Council of Civil Service decision No. 162 of May 22, 1979 (26/6/1399 A.H.).

5. If the job of a foreigner requires travel within Saudi Arabia, he is entitled to a daily allowance of between 80 and 160 Riyals, depending upon his rank. If he must travel outside Saudi Arabia, this amount is raised by 50 per cent.

6. If an employer transfers the foreign employee from one city to another, the employee is entitled to 3,000 Riyals or two months' salary, whichever is lower.
7. The employee and his family are entitled to the medical care provided for Saudi employees. Education in public schools and medical care in public hospitals are free for all people living in Saudi Arabia.

8. Foreign employees are entitled to a 45-day vacation annually. Teachers take the summer as vacation. Female foreign employees are entitled to 45 days of maternity leave.

9. When a foreign employee terminates his employment, he is entitled to 50 per cent of his monthly salary for every year of his service, with a maximum limit of 50,000 Riyals; if the foreign employee came to Saudi Arabia through arrangement with his own government (i.e., he was employed by his own government and came to Saudi Arabia as an expatriate), he is entitled to 25 per cent of his monthly salary for every year of his service, with a maximum of 25,000 Riyals.

10. If an employer cancels a contract for reasons not caused by the employee, the foreigner is entitled to two months' salary or the rest of his contract, whichever is less. If a foreign employee cannot perform his job for reasons caused by the job, the employee (or his family, in case of his death)
is entitled to all benefits received by Saudi Arabian employees.

11. If the employee or a member of his family dies, the employer pays all expenses for sending the body home (2, pp. 16-22).

Compensation in Higher Education

Although individuals working in higher education in Saudi Arabia are considered to be civil service employees, the total compensation (salaries and fringe benefits) paid to foreign employees working in universities is higher than that of foreigners working in other government agencies (9, pp. 4-21). Table III-6 illustrates the higher education pay structure at Riyadh University.

Professors and associate professors are those who have obtained their title from a recognized educational institution. Assistant professors must have a Ph.D. or its equivalent, and instructors must have a master's degree or its equivalent. Language teachers must have a bachelor's degree in the language and a certificate attesting to their ability to teach that language as well as two years of experience.

Higher education faculty are required to work forty hours a week, that is:

- 12 hours teaching
- 10 hours office
- 18 hours other activities
- 40 hours total
TABLE III-6
PAY STRUCTURE FOR SELECTED JOBS OF NON-SAUDI EMPLOYEES WORKING IN HIGHER EDUCATION--UNIVERSITY OF RIYADH (IN SAUDI RIYALS*)†

<table>
<thead>
<tr>
<th>Job Group</th>
<th>Monthly Base Salary</th>
<th>Yearly Increase</th>
<th>Monthly Maximum Salary</th>
<th>Annual Housing Allowance</th>
<th>Monthly Transportation Allowance</th>
</tr>
</thead>
<tbody>
<tr>
<td>Professor</td>
<td>6,595</td>
<td>400</td>
<td>8,995</td>
<td>20,000</td>
<td>600</td>
</tr>
<tr>
<td>Associate Professor</td>
<td>5,835</td>
<td>350</td>
<td>7,585</td>
<td>17,000</td>
<td>600</td>
</tr>
<tr>
<td>Assistant Professor</td>
<td>4,695</td>
<td>315</td>
<td>7,215</td>
<td>15,000</td>
<td>550</td>
</tr>
<tr>
<td>Instructor</td>
<td>2,780</td>
<td>250</td>
<td>4,780</td>
<td>11,000</td>
<td>550</td>
</tr>
<tr>
<td>Language Teacher</td>
<td>3,400</td>
<td>200</td>
<td>6,400</td>
<td>13,500</td>
<td>500</td>
</tr>
</tbody>
</table>

* $1.00 = approximately 3.37 S.R.
† Source: Riyadh University By-Law, 1978.

Instructors, however, are required to teach 14 hours and language teachers are required to teach 18 hours a week (9, pp. 7-8).

In addition to salary, housing allowance, transportation allowance, health care coverage, and vacation, Riyadh University, as an example of higher education institutions in Saudi Arabia, pays other benefits as a percentage of salary for specialized foreign employees who work only in the university, since they are not permitted to do any outside work in addition to their
civil service positions. The following are examples of these specialists:

1. Physicians as members of the faculty of the college of medicine
2. Physicians as members of the university hospital
3. Accountants as members of the faculty of the college of finance
4. Engineers as members of the faculty of the college of engineering.

Riyadh University also makes a one-time payment to higher education employees of 50 per cent of their housing allowance for furniture if the university does not provide them with furnished housing. If the foreign university employees teach more courses than the minimum required, they are entitled to additional pay of between 70 and 150 Riyals for each class, depending upon their rank in the faculty (9, pp. 13-14).

The university may pay for the education of foreign employees' children at the elementary and secondary levels, up to 25,000 Riyals annually. As service benefits, foreign employees at Riyadh University receive the following at the end of their service:

1. Fifty per cent of their monthly salary for each year of service, if they have been employed for two years.
2. One hundred per cent of their monthly salary for each year of service, if they have been employed five years.

3. With the recommendation of the college faculty and the approval of the university board for an outstanding performance, the service benefit may be increased up to 100 per cent for foreign employees (9, p. 16).

The reason for this higher compensation for civil service employees in higher education than for those in other fields is the realization that education is an important tool for increasing both the quantity and the quality of new entrants into the Saudi Arabian labor market.

Summary

Recruiting is the process of finding job applicants who are suitable to fill vacant positions. Determining the organization's need for personnel, both quantitative as well as qualitative, is essential. The duties and responsibilities of the jobs to be filled must be described, and the characteristics wanted or desired in the potential jobholder must be specified. The labor market is similar to the market for goods, except that the supply in the labor market is employees who are looking for jobs and the demand is the vacant jobs which employers wish to
Effective recruiting requires imagination and creativity.

Recruitment of foreign employees working in the Saudi Arabian civil service was carried out on an individual basis until 1953. But when the number of foreign employees working in civil service positions increased greatly, recruitment sources and methods were changed by using modern techniques and by expanding the labor market to a large international level rather than depending only on a limited number of foreign countries.
CHAPTER BIBLIOGRAPHY


CHAPTER IV

ANALYSIS OF CURRENT RECRUITMENT OF FOREIGN EMPLOYEES WORKING IN THE SAUDI ARABIAN CIVIL SERVICE

The purpose of the present chapter is to present and to analyze the findings of the questionnaires and personal interviews utilized in this research to gather information on the recruitment of foreign employees in the Saudi Arabian civil service. The data will be analyzed by means of an item-by-item investigation of the participating recruiters' responses.

The data are grouped under three headings. The first group of data, basic information or personal information, includes facts such as the recruiters' ages, marital status, number of children, education, and years of civil service employment. The second group of data, professional information, includes items about recruiters' employee selection methods (testing, interviewing, etc.), the countries from which they recruit foreign employees, packages of payment, and the like. The third group of data consists of personal interviews with selected decision-makers in some Saudi Arabian ministries and agencies.

The bulk of the material presented in the remainder of this chapter will be data obtained from the results of
the questionnaire administered to 116 Saudi recruiters working in twenty-five ministries and agencies in Riyadh. Table IV-I shows the distribution of the questionnaires

TABLE IV-1
DISTRIBUTION OF QUESTIONNAIRES

<table>
<thead>
<tr>
<th>Organization</th>
<th>Number of Questionnaires Distributed</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ministry of Education</td>
<td>12</td>
</tr>
<tr>
<td>Ministry of Health</td>
<td>9</td>
</tr>
<tr>
<td>Ministry of Labor and Social Affairs</td>
<td>7</td>
</tr>
<tr>
<td>Ministry of Post and Telecommunications</td>
<td>7</td>
</tr>
<tr>
<td>Ministry of Information</td>
<td>5</td>
</tr>
<tr>
<td>Ministry of Communication</td>
<td>5</td>
</tr>
<tr>
<td>Ministry of Agriculture</td>
<td>4</td>
</tr>
<tr>
<td>Ministry of Municipality Affairs</td>
<td>3</td>
</tr>
<tr>
<td>Ministry of Housing</td>
<td>3</td>
</tr>
<tr>
<td>Ministry of Industry</td>
<td>3</td>
</tr>
<tr>
<td>Ministry of Petroleum and Mineral Resources</td>
<td>2</td>
</tr>
<tr>
<td>Ministry of Interior</td>
<td>2</td>
</tr>
<tr>
<td>Ministry of Commerce</td>
<td>2</td>
</tr>
<tr>
<td>Riyadh University (all colleges and hospitals of this university)</td>
<td>16</td>
</tr>
<tr>
<td>Civil Service Bureau</td>
<td>13</td>
</tr>
<tr>
<td>Presidency of Girls' School</td>
<td>7</td>
</tr>
<tr>
<td>Grain Silos and Flour Mills Organization</td>
<td>5</td>
</tr>
<tr>
<td>Saudi Arabian Standard Organization</td>
<td>2</td>
</tr>
<tr>
<td>Electric Services Organization</td>
<td>2</td>
</tr>
<tr>
<td>Presidency of Youth Welfare</td>
<td>2</td>
</tr>
<tr>
<td>Centre for Industrial Development  Research</td>
<td>1</td>
</tr>
<tr>
<td>General Organization of Petroleum and Minerals</td>
<td>1</td>
</tr>
<tr>
<td>King Faisal Special Hospital and Research Centre</td>
<td>1</td>
</tr>
<tr>
<td>Agricultural Bank</td>
<td>1</td>
</tr>
<tr>
<td>Industrial Development Fund</td>
<td>1</td>
</tr>
<tr>
<td><strong>Total Distribution</strong></td>
<td><strong>116</strong></td>
</tr>
</tbody>
</table>
among these organizations and the number of questionnaires distributed to each of them. Of the 116 questionnaires distributed, 90 were returned, for a return rate of 77.6 per cent.

Part One: Basic Information about Recruiters

As shown in Table IV-2, the majority of the recruiters surveyed (58.8 per cent) were between thirty-one and forty years of age. The range of the respondents' ages was from twenty-three to fifty-four. Seventeen of the recruiters (20 per cent) were between ages twenty-three and thirty; 21 (24.7 per cent), between ages thirty-one and thirty-five; 29 (34.1 per cent), between ages thirty-six and forty; 12 (14.1 per cent), between ages forty-one and forty-five; and 6 (7.1 per cent), between ages forty-six and fifty-four. Five recruiters did not respond to this question.

TABLE IV-2
AGE OF RECRUITERS

<table>
<thead>
<tr>
<th>Age</th>
<th>Number</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>23-30</td>
<td>17</td>
<td>20.0</td>
</tr>
<tr>
<td>31-35</td>
<td>21</td>
<td>24.7</td>
</tr>
<tr>
<td>36-40</td>
<td>29</td>
<td>34.1</td>
</tr>
<tr>
<td>41-45</td>
<td>12</td>
<td>14.1</td>
</tr>
<tr>
<td>46-54</td>
<td>6</td>
<td>7.1</td>
</tr>
<tr>
<td>Total</td>
<td>85</td>
<td>100.0</td>
</tr>
</tbody>
</table>
As indicated in Table IV-3, the majority of the responding recruiters were married. Of the 90 recruiters responding to the questionnaire, 73 (83.9 per cent) were married. Only 1 (1.1 per cent) reported being divorced; 13 (15 per cent) were single; 3 did not respond to the question.

**TABLE IV-3**

**MARITAL STATUS OF RECRUITERS**

<table>
<thead>
<tr>
<th>Variable</th>
<th>Number</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Single</td>
<td>13</td>
<td>15.0</td>
</tr>
<tr>
<td>Married</td>
<td>73</td>
<td>83.9</td>
</tr>
<tr>
<td>Divorced</td>
<td>1</td>
<td>1.1</td>
</tr>
<tr>
<td>Total</td>
<td>87</td>
<td>100.0</td>
</tr>
</tbody>
</table>

When asked to give their level of education, the largest number of the recruiters surveyed indicated that they held bachelor's and doctoral degrees. As shown in Table IV-4, 8 recruiters (9.4 per cent) had less than a high school education, and 16 (18.7 per cent) were high school graduates. Thirty-one recruiters (36.5 per cent) held bachelor's degrees, 11 (13 per cent) held master's degrees, and 19 (22.4 per cent) held doctoral degrees. Five recruiters did not respond to this question.
<table>
<thead>
<tr>
<th>Level of Education</th>
<th>Ministries</th>
<th></th>
<th>Agencies</th>
<th></th>
<th>Riyadh University</th>
<th></th>
<th>Total</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>#</td>
<td>%</td>
<td>#</td>
<td>%</td>
<td>#</td>
<td>%</td>
<td>#</td>
<td>%</td>
</tr>
<tr>
<td>Less than high school</td>
<td>8</td>
<td>9.4</td>
<td>.</td>
<td>.</td>
<td>.</td>
<td>.</td>
<td>8</td>
<td>9.4</td>
</tr>
<tr>
<td>High school</td>
<td>12</td>
<td>14.0</td>
<td>4</td>
<td>4.7</td>
<td>.</td>
<td>.</td>
<td>16</td>
<td>18.7</td>
</tr>
<tr>
<td>Bachelor's degree</td>
<td>21</td>
<td>24.7</td>
<td>10</td>
<td>11.8</td>
<td>.</td>
<td>.</td>
<td>31</td>
<td>36.5</td>
</tr>
<tr>
<td>Master's degree</td>
<td>9</td>
<td>10.6</td>
<td>2</td>
<td>2.4</td>
<td>.</td>
<td>.</td>
<td>11</td>
<td>13.0</td>
</tr>
<tr>
<td>Doctoral degree</td>
<td>2</td>
<td>2.4</td>
<td>2</td>
<td>2.4</td>
<td>15</td>
<td>17.6</td>
<td>19</td>
<td>22.4</td>
</tr>
<tr>
<td>Total</td>
<td>52</td>
<td>61.1</td>
<td>18</td>
<td>21.3</td>
<td>15</td>
<td>17.6</td>
<td>85</td>
<td>100.0</td>
</tr>
</tbody>
</table>
The participating recruiters were also asked to indicate the major field of study in which they had most recently earned a degree. Their responses to this question are presented in Table IV-5.

**TABLE IV-5**

RECRUITERS' MAJOR FIELDS OF STUDY

<table>
<thead>
<tr>
<th>Major</th>
<th>Number</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Science</td>
<td>18</td>
<td>20.0</td>
</tr>
<tr>
<td>Business administration</td>
<td>10</td>
<td>11.1</td>
</tr>
<tr>
<td>Art</td>
<td>10</td>
<td>11.1</td>
</tr>
<tr>
<td>Arabic language</td>
<td>9</td>
<td>10.0</td>
</tr>
<tr>
<td>Religion</td>
<td>4</td>
<td>4.4</td>
</tr>
<tr>
<td>Education</td>
<td>3</td>
<td>3.3</td>
</tr>
<tr>
<td>Others (economics, law, English, public administration, political science)</td>
<td>7</td>
<td>7.8</td>
</tr>
<tr>
<td>Less than college</td>
<td>29</td>
<td>32.3</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>90</td>
<td>100.0</td>
</tr>
</tbody>
</table>

As Table IV-5 shows, the largest number of recruiters--18 (20 per cent)---indicated that science was their major field of study. Business administration and art were each cited by 10 recruiters (11.1 per cent) as their major fields; smaller numbers of recruiters had majors in several other fields. The recruiters were then asked to record the country in which they received their last academic degree. Table IV-6 shows the recruiters' responses to this question.
As indicated in Table IV-6, the majority of the recruiters who held college degrees reported that they had received their current degree in Saudi Arabia, the United States, or Egypt. Twenty recruiters (22.2 per cent) graduated from institutions in Saudi Arabia; 18 (20 per cent), from institutions in the United States; and 11 (12.2 per cent), from institutions in Egypt. As shown in both Tables IV-5 and IV-6, however, the largest group of respondents--29 of the 90 recruiters responding to the questionnaire--did not hold a college degree.

Eighty-five participating recruiters reported that they earned their latest academic certificate or degree between 1958 and 1978 (61 with undergraduate or graduate
degrees and 24 with less than a college degree). Nineteen of the recruiters left or graduated from school or college between 1958 and 1964, 17 left school or college between 1965 and 1971, and 49 left school or college between 1972 and 1978.

Part Two: Professional Data about Recruiters

The responding recruiters were asked to record the organizations for which they recruited personnel; 54 of the respondents (60.7 per cent) reported that they recruited non-Saudis for ministries, 20 (22.4 per cent) recruited for agencies, and 15 (16.9 per cent) recruited for Riyadh University.

The recruiters were then asked whether their institutions used employment application forms for all foreign applicants. As indicated in Table IV-7, the overwhelming majority of the recruiters reported that their institutions used such forms. Eighty-one (91.1 per cent) of the recruiters said yes, and only 6 (6.7 per cent) said no; 2 (2.2 per cent) said they did not know, and 1 recruiter did not respond.

The respondents were asked if their institutions utilized any tests for selecting foreign employees. As shown in Table IV-8, the majority of respondents used tests. Fifty-two (59.1 per cent) of the 88 recruiters
TABLE IV-7
USE OF EMPLOYMENT APPLICATION FORM BY RECRUITING ORGANIZATIONS

<table>
<thead>
<tr>
<th>Response</th>
<th>Ministries</th>
<th>Agencies</th>
<th>Riyadh University</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>#</td>
<td>%</td>
<td>#</td>
<td>%</td>
</tr>
<tr>
<td>Yes</td>
<td>50</td>
<td>56.2</td>
<td>16</td>
<td>18.0</td>
</tr>
<tr>
<td>No</td>
<td>4</td>
<td>4.5</td>
<td>2</td>
<td>2.2</td>
</tr>
<tr>
<td>Do not know</td>
<td>.</td>
<td>.</td>
<td>2</td>
<td>2.2</td>
</tr>
<tr>
<td>Total Response</td>
<td>54</td>
<td>60.7</td>
<td>20</td>
<td>22.4</td>
</tr>
</tbody>
</table>
responding to this question reported that their institutions used tests, and 23 (26.1 per cent) said they did not; 13 recruiters (14.8 per cent) said that use of tests depended on the job in question, and 2 did not respond.

TABLE IV-8

UTILIZATION OF TESTS BY RECRUITING ORGANIZATIONS FOR SELECTING FOREIGN EMPLOYEES

<table>
<thead>
<tr>
<th>Agencies</th>
<th>Yes</th>
<th>No</th>
<th>Other</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ministry Agencies</td>
<td>38</td>
<td>10</td>
<td>5</td>
<td>53</td>
</tr>
<tr>
<td>Riyadh University</td>
<td>4</td>
<td>8</td>
<td>3</td>
<td>15</td>
</tr>
</tbody>
</table>

The next question asked recruiters whether they considered these tests to be valid and reliable. Forty-six recruiters (73 per cent) said yes; 5 (7.9 per cent) said no. Three recruiters (4.8 per cent) said they did not know, and 9 (14.3 per cent) thought that the tests could be valid for some jobs, such as clerical position, but not all.

The recruiters were then asked whether their institution used interviews for all foreign applicants. As shown in Table IV-9, the majority of the respondents indicated that their organizations used interviews;
76 (85.4 per cent) said yes, 9 (10.1 per cent) said no, and 4 (4.5 per cent) reported that interviews were used for some applicants but not all, depending upon the type of job to be filled. One recruiter did not respond to this question.

TABLE IV-9
USE OF INTERVIEWS BY ORGANIZATIONS RECRUITING FOREIGN APPLICANTS

<table>
<thead>
<tr>
<th>Response</th>
<th>Number</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>76</td>
<td>85.4</td>
</tr>
<tr>
<td>No</td>
<td>9</td>
<td>10.1</td>
</tr>
<tr>
<td>Other</td>
<td>4</td>
<td>4.5</td>
</tr>
<tr>
<td>Total Response</td>
<td>89</td>
<td>100.0</td>
</tr>
</tbody>
</table>

The recruiters were asked if their institutions used physical examinations in the selection of all foreign employees. Eighty-one recruiters (91.0 per cent) reported that their institutions used such examinations. Only 4 (4.5 per cent) said no, and 4 (4.5 per cent) said they did not know. One recruiter did not respond.

As indicated in Table IV-10, the majority of recruiters, 66 (76.7 per cent), reported that they requested references for job applicants from former employers; 17 (19.8 per cent) reported that they did not, and 3 (3.5
per cent) reported that they requested references only for good behavior. Four did not respond to this question.

TABLE IV-10

USE OF REQUESTS FOR REFERENCES FROM FORMER EMPLOYERS BY RECRUITING ORGANIZATIONS

<table>
<thead>
<tr>
<th>Response</th>
<th>Number</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>66</td>
<td>76.7</td>
</tr>
<tr>
<td>No</td>
<td>17</td>
<td>19.8</td>
</tr>
<tr>
<td>Other</td>
<td>3</td>
<td>3.5</td>
</tr>
<tr>
<td><strong>Total Response</strong></td>
<td><strong>86</strong></td>
<td><strong>100.0</strong></td>
</tr>
</tbody>
</table>

The recruiters were asked whether their institution provided any orientation activities for new foreign employees. As Table IV-11 indicates, the overwhelming majority of the recruiters reported that their institutions provided orientation for new foreign employees. Seventy-four (83.1) recruiters said yes, 6 (6.8 per cent) said no, and 9 (10.1 per cent) said they did not know. One recruiter did not respond to this question.
TABLE IV-11
PROVISION OF ORIENTATION BY RECRUITING ORGANIZATIONS
FOR NEW FOREIGN EMPLOYEES

<table>
<thead>
<tr>
<th>Response</th>
<th>Number</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>74</td>
<td>83.1</td>
</tr>
<tr>
<td>No</td>
<td>6</td>
<td>6.8</td>
</tr>
<tr>
<td>Do not know</td>
<td>9</td>
<td>10.1</td>
</tr>
<tr>
<td><strong>Total Response</strong></td>
<td><strong>89</strong></td>
<td><strong>100.0</strong></td>
</tr>
</tbody>
</table>

The recruiters' responses to the question "Do you think that all foreign employees work in the jobs for which they were recruited?" are shown in Table IV-12.

TABLE IV-12
RECRUITERS' OPINIONS ON WHETHER FOREIGN EMPLOYEES WORK IN THE JOBS FOR WHICH THEY WERE RECRUITED

<table>
<thead>
<tr>
<th>Response</th>
<th>Number</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>49</td>
<td>55.1</td>
</tr>
<tr>
<td>No</td>
<td>27</td>
<td>30.3</td>
</tr>
<tr>
<td>Do not know</td>
<td>7</td>
<td>7.9</td>
</tr>
<tr>
<td>Other</td>
<td>6</td>
<td>6.7</td>
</tr>
<tr>
<td><strong>Total Response</strong></td>
<td><strong>89</strong></td>
<td><strong>100.0</strong></td>
</tr>
</tbody>
</table>

As indicated in Table IV-12, 49 recruiters (55.1 per cent) reported that foreign employees did work in the jobs
for which they were recruited, 27 (30.3 per cent) said they did not, and 7 (7.9 per cent) reported that they did not know. Six recruiters (6.7 per cent) reported that most foreign employees were working in the jobs for which they were recruited, but a small percentage (not over 10 per cent) might be working in positions other than those for which they were recruited because of immediate needs in other vacant positions. One recruiter did not respond.

Recruiters were asked, "Are possible sources of recruits explored to provide for a variety of representative countries, universities, technical colleges, and ex-employees?" As indicated in Table IV-13, 44 recruiters (58.7 per cent) said that these sources were explored for that purpose, 19 (25.3 per cent) said they were not, 9 (12 per cent) did not know, and 3 (4 per cent) said this depended on the type of jobs to be filled; 15 did not respond to this question.

TABLE IV-13
EXPLORATION OF POSSIBLE SOURCES OF EMPLOYEES BY RECRUITING ORGANIZATIONS

<table>
<thead>
<tr>
<th>Response</th>
<th>Number</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>44</td>
<td>58.7</td>
</tr>
<tr>
<td>No</td>
<td>19</td>
<td>25.3</td>
</tr>
<tr>
<td>Do not know</td>
<td>9</td>
<td>12.0</td>
</tr>
<tr>
<td>Other</td>
<td>3</td>
<td>4.0</td>
</tr>
<tr>
<td>Total Response</td>
<td>75</td>
<td>100.0</td>
</tr>
</tbody>
</table>
The recruiters were asked if their organizations used any other recruiting methods such as direct mail, contact with employment agencies, etc., to attract applicants. Forty-seven recruiters (54 per cent) said yes, 33 (37.9 per cent said no), and 7 (8 per cent) gave various responses (e.g., "sometimes yes," "I do not know," "use of advertisement in general," "for particular professionals," and so on). Three recruiters did not respond.

The recruiters were asked, "Who in your institution selects the recruiters for the organization?" Responses to this question are presented in Table IV-14.

<table>
<thead>
<tr>
<th>Response</th>
<th>Number</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Department(s) needing employees</td>
<td>10</td>
<td>11.4</td>
</tr>
<tr>
<td>2. Committees of different departments</td>
<td>10</td>
<td>11.4</td>
</tr>
<tr>
<td>3. Personnel department</td>
<td>3</td>
<td>3.4</td>
</tr>
<tr>
<td>4. High level officials</td>
<td>46</td>
<td>52.2</td>
</tr>
<tr>
<td>5. Civil Service Bureau</td>
<td>7</td>
<td>8.0</td>
</tr>
<tr>
<td>6. Combination of above</td>
<td>9</td>
<td>10.2</td>
</tr>
<tr>
<td>7. Other</td>
<td>3</td>
<td>3.4</td>
</tr>
<tr>
<td><strong>Total Response</strong></td>
<td><strong>88</strong></td>
<td><strong>100.0</strong></td>
</tr>
</tbody>
</table>

As indicated in Table IV-14, the majority of respondents--46 recruiters (52.2 per cent)--reported that high
level officials selected recruiters in their organization. Ten recruiters (11.4 per cent) reported that the department(s) needing the employees made the selection, and 10 said that committees of different departments made them. Nine recruiters (10.2 per cent) reported that a combination of these groups affected the selection of recruiters; 2 did not respond to this question.

It is significant to note that personnel departments apparently had little effect on the selection of recruiters; only 3 recruiters (3.4 per cent) reported that this department affected the selection of recruiters in their organization. All the respondents mentioned that the CSB would be responsible for the recruitment of foreign employees beginning in 1979, and that the Bureau had established offices in Egypt, Syria, Jordan, and Pakistan for recruitment purposes. The CSB would select recruiters from its personnel with the option to request outside help from some ministries and agencies which had experience in recruitment, such as the Ministry of Education and the Presidency of Girls' School.

The selection of employees is an important task for organizations wishing to pick the best possible candidate available to fill a given job vacancy. The success of this process depends on the recruiter's experience in screening and selecting applicants with a potential for
good performance. Thus, the recruiters were asked, "In your opinion, what percentage of recruiters need training in the recruitment and selection process?" As shown in Table IV-15, 12 recruiters (14.5 per cent) reported that 75-100 per cent of recruiters need training in recruitment and selection, 22 (26.5 per cent) thought that 50-74 per cent needed training, 7 (8.4 per cent) said that 25-49 per cent needed training, and 5 respondents (6 per cent) thought that 1-24 per cent needed training. None of the recruiters needed training, in the opinion of 13 respondents (15.7 per cent); 7 recruiters (8.4 per cent) said they did not know; 17 (20.5 per cent) made various comments in their answers to this question such as "recruiters were changed from time to time," "recruiters with experience did not need training if they had been selected from experienced people," "recruiters were composed of two groups, specialists for the interview and selection processes and others for the administration and screening required for each applicant, such as completing the contract, assigning the salary level which fits the applicant's qualifications," etc. Seven recruiters did not respond to this question.

The recruiters were asked if their institutions favored one country over another when recruiting foreign employees. Twenty-nine recruiters (32.2 per cent) answered
TABLE IV-15
PERCENTAGE OF RECRUITERS NEEDING TRAINING
IN RECRUITMENT AND SELECTION

<table>
<thead>
<tr>
<th>Response</th>
<th>Number</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>75-100%</td>
<td>12</td>
<td>14.5</td>
</tr>
<tr>
<td>50-74%</td>
<td>22</td>
<td>26.5</td>
</tr>
<tr>
<td>25-49%</td>
<td>7</td>
<td>8.4</td>
</tr>
<tr>
<td>1-24%</td>
<td>5</td>
<td>6.0</td>
</tr>
<tr>
<td>None</td>
<td>13</td>
<td>15.7</td>
</tr>
<tr>
<td>Do not know</td>
<td>7</td>
<td>8.4</td>
</tr>
<tr>
<td>Comments</td>
<td>17</td>
<td>20.5</td>
</tr>
<tr>
<td>Total Response</td>
<td>83</td>
<td>100.0</td>
</tr>
</tbody>
</table>

yes, 50 recruiters (55.6 per cent) said no, and 9 recruiters (12.2 per cent) gave other responses (e.g., they looked for countries with excess personnel, a variety of qualifications were sought, they recruited employees of diverse nationalities and experience, etc.). The recruiters answering "yes" to this question were then asked why their institutions favored one country over another.

As indicated in Table IV-16, the majority of recruiters reported that a combination of many factors affected the decision to select the labor market from which to recruit. Fourteen recruiters (42.4 per cent) cited a combination of cheaper labor, better performance by foreigners, and willingness to train Saudis; others cited cheaper labor and its availability. Ten recruiters (30.3 per cent)
reported that better performance by foreign employees affected the decision in choosing the country from which to recruit them. Six recruiters (18.2 per cent) cited other factors such as the availability of the skill needed, mixed experience from different sources, and applicants with access to the Arabic language in order for them to communicate easily with the people with whom they came in contact. Only 3 recruiters (9.1 per cent) reported that cheaper labor was the reason for favoring one country over another in recruiting foreign employees.

TABLE IV-16

REASON(S) FOR ORGANIZATIONS FAVORING ONE COUNTRY OVER ANOTHER IN THE RECRUITMENT OF FOREIGN EMPLOYEES

<table>
<thead>
<tr>
<th>Reasons</th>
<th>Number</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cheaper labor</td>
<td>3</td>
<td>9.1</td>
</tr>
<tr>
<td>Better performance</td>
<td>10</td>
<td>30.3</td>
</tr>
<tr>
<td>Combination of many factors</td>
<td>14</td>
<td>42.4</td>
</tr>
<tr>
<td>Others</td>
<td>6</td>
<td>18.2</td>
</tr>
<tr>
<td><strong>Total Response</strong></td>
<td><strong>33</strong></td>
<td><strong>100.0</strong></td>
</tr>
</tbody>
</table>

The recruiters were asked, "Does your institution prefer to select employees from Arab countries when recruiting foreign employees?" As shown in Table IV-17, the majority of recruiters--73 (82 per cent) said that Arab employees were preferred, 11 (12.4 per cent) said
they were not, 1 (1.1 per cent) said he did not know, and 4 (4.5 per cent) reported a variety of responses such as "depends on labor market, availability, skill, etc." One recruiter did not respond to this question.

**TABLE IV-17**

**INSTITUTIONS' PREFERENCE FOR ARAB COUNTRIES IN RECRUITMENT OF FOREIGN EMPLOYEES**

<table>
<thead>
<tr>
<th>Response</th>
<th>Number</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>73</td>
<td>82.0</td>
</tr>
<tr>
<td>No</td>
<td>11</td>
<td>12.4</td>
</tr>
<tr>
<td>Do not know</td>
<td>1</td>
<td>1.1</td>
</tr>
<tr>
<td>Other</td>
<td>4</td>
<td>4.5</td>
</tr>
</tbody>
</table>

| Total Response  | 89     | 100.0    |

The reasons for recruiters' preferred selection of employees from Arab countries are presented in Table IV-18. Fifty-two recruiters (70.3 per cent) reported that a combination of several factors constituted the reason for preferred selection of Arab employees. In breaking down the responses of these 52 recruiters, the reasons cited were the following: 18 recruiters cited factors 1-3; 13 recruiters cited factors 1-4; 6 recruiters cited factors 2 and 3; 4 recruiters cited factors 1-3 and 5; 3 recruiters cited factors 1-5; 3 recruiters cited factors 1 and 3; 2 recruiters cited factors 2, 3, and 5; and 1 recruiter
each cited factors 2-4, 2-5, and 1-4 and 6. Table IV-18 also shows that 13 recruiters (17.6 per cent) reported that language was an important factor in selecting employees from Arab countries. Other recruiters cited common customs, same religion, and cheaper labor as significant factors.

TABLE IV-18
RECRUITERS' REASONS FOR SELECTING EMPLOYEES FROM ARAB COUNTRIES

<table>
<thead>
<tr>
<th>Reasons</th>
<th>Number</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Common customs</td>
<td>1</td>
<td>1.3</td>
</tr>
<tr>
<td>2. Same religion</td>
<td>3</td>
<td>4.1</td>
</tr>
<tr>
<td>3. Same language</td>
<td>13</td>
<td>17.6</td>
</tr>
<tr>
<td>4. Cheaper labor</td>
<td>1</td>
<td>1.3</td>
</tr>
<tr>
<td>5. High quality</td>
<td>..</td>
<td>..</td>
</tr>
<tr>
<td>6. High unemployment</td>
<td>..</td>
<td>..</td>
</tr>
<tr>
<td>7. All of the above</td>
<td>4</td>
<td>5.4</td>
</tr>
<tr>
<td>8. Combination of factors 1-6</td>
<td>52</td>
<td>70.3</td>
</tr>
<tr>
<td>9. Other</td>
<td>..</td>
<td>..</td>
</tr>
</tbody>
</table>

Total Response 74 100.0

The recruiters were asked if their institutions conducted systematic surveys in order to compare rates for wages and salaries. Thirteen respondents (15.3 per cent) said yes, while 60 (70.6 per cent) said no. Twelve recruiters (14.1 per cent) responded in a variety of ways,
such as "do not know," "the Civil Service Bureau makes
the decision," by-laws for non-Saudis are applied," etc.
Five recruiters did not respond.

The recruiters were also asked, "Does your institu-
tion possess a policy on where its salary and wage levels
should be in relation to international market rates?" As
shown in Table IV-19, 25 (28.7 per cent) of the recruiters
said that their organizations possessed such policies,
37 (42.5 per cent) said they did not, 8 (9.3 per cent)
said they did not know, and 17 (19.5 per cent) responded
that their institutions applied the by-laws for non-Saudi
employees which specified the level of compensation for
all foreign personnel. Three recruiters did not respond
to this question.

TABLE IV-19
PREVALENCE OF SALARY AND WAGE SURVEY POLICIES
AMONG INSTITUTIONS

<table>
<thead>
<tr>
<th>Response</th>
<th>Number</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>25</td>
<td>28.7</td>
</tr>
<tr>
<td>No</td>
<td>37</td>
<td>42.5</td>
</tr>
<tr>
<td>Do not know</td>
<td>8</td>
<td>9.3</td>
</tr>
<tr>
<td>Other</td>
<td>17</td>
<td>19.5</td>
</tr>
<tr>
<td>Total Response</td>
<td>87</td>
<td>100.0</td>
</tr>
</tbody>
</table>
When asked to assess Saudi Arabia's wage rate as compared to the international market rate, 34 recruiters (40 per cent) reported that Saudi Arabia's rate was higher; 12 (14.1 per cent) said it was lower; 18 (21.2 per cent) believed that Saudi Arabia's wage rate was equal to international rates; and 21 (24.7 per cent) gave other responses such as "do not know," "some countries pay more, some pay less," "compared to other developing countries, Saudi Arabia's wages seem higher," etc. Five did not respond to this question.

The recruiters were asked if their institution had a job description for each position for which foreign employees were hired. Seventy-nine of the respondents (88.8 per cent) said yes, 5 (5.6 per cent) said no, and 5 (5.6 per cent) gave other responses such as "do not know," "some have descriptions, others do not," etc. One recruiter did not respond.

The recruiters were asked, "Is there any evidence which suggests that unnecessary delays exist in completing the recruitment procedures and filling vacancies in your institution?" Forty-seven recruiters (53.4 per cent) said that such delays existed in their organizations, 39 (44.3 per cent) said they did not, and 2 (2.3 per cent) said they existed due to the limited number of applicants and the bureaucracy which existed in completing the necessary
procedure. Two did not respond to this question. Those recruiters answering "yes" to this question were then asked, "Why is this so?"

As Table IV-20 shows, the majority of recruiters--21 (48.8 per cent) reported other reasons than those listed in the questionnaire. Twelve of the respondents blamed the bureaucracy; 5 cited the market's lack of qualified applicants, especially for professional positions; and 3 thought that recruiters went to the preferred market after competitors had recruited the best available applicants. Table IV-20 also shows other reasons for delays such as limited numbers of decision-makers and clerks, and lack of efficiency among decision-makers and clerks.

**TABLE IV-20**

REASONS FOR DELAYS IN COMPLETING RECRUITMENT PROCEDURES

<table>
<thead>
<tr>
<th>Response</th>
<th>Number</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Limited number of decision-makers</td>
<td>2</td>
<td>4.7</td>
</tr>
<tr>
<td>2. Limited number of clerks</td>
<td>5</td>
<td>11.6</td>
</tr>
<tr>
<td>3. Lack of efficiency in decision-makers</td>
<td>1</td>
<td>2.3</td>
</tr>
<tr>
<td>4. Lack of efficiency in clerks</td>
<td>2</td>
<td>4.7</td>
</tr>
<tr>
<td>5. All of the above (1-4)</td>
<td>1</td>
<td>2.3</td>
</tr>
<tr>
<td>6. Combination of 1 and 2</td>
<td>3</td>
<td>7.0</td>
</tr>
<tr>
<td>7. Combination of 2 and 3</td>
<td>1</td>
<td>2.3</td>
</tr>
<tr>
<td>8. Combination of 2 and 4; 1, 2, and 3</td>
<td>7</td>
<td>16.3</td>
</tr>
<tr>
<td>9. Other</td>
<td>21</td>
<td>48.8</td>
</tr>
<tr>
<td><strong>Total Response</strong></td>
<td>43</td>
<td>100.0</td>
</tr>
</tbody>
</table>
The recruiters were asked if a shortage of foreign employees existed in their institutions and, if so, what type of shortage. As Table IV-21 indicates, the majority of respondents—34 (60.7 per cent)—believed that shortages in both quality and quantity existed. Fourteen (25 per cent) recruiters reported shortages in quality, 6 (10.7 per cent) reported shortages in quantity, and 2 (3.6 per cent) reported shortages of quantity in some types of jobs, such as those in the educational field.

**TABLE IV-21**

**SHORTAGES OF FOREIGN EMPLOYEES**

<table>
<thead>
<tr>
<th>Response</th>
<th>Number</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Quantity</td>
<td>6</td>
<td>10.7</td>
</tr>
<tr>
<td>Quality</td>
<td>14</td>
<td>25.0</td>
</tr>
<tr>
<td>Quantity and quality</td>
<td>34</td>
<td>60.7</td>
</tr>
<tr>
<td>Other</td>
<td>2</td>
<td>3.6</td>
</tr>
<tr>
<td><strong>Total Response</strong></td>
<td>56</td>
<td>100.0</td>
</tr>
</tbody>
</table>

The recruiters were then asked to indicate the reason(s) for shortages of foreign employees. Table IV-22 shows that 4 recruiters (7.8 per cent) indicated that other countries paid higher salaries than Saudi Arabia. Sixteen (31.4 per cent) cited the limited supply of potential employees in the market, 2 (4 per cent) cited the
environment in Saudi Arabia, 7 (13.7 per cent) said that Saudi Arabian recruiters went to the preferred market later than competitors in other countries, and 22 (43.1 per cent) cited a variety of responses such as combinations of listed reasons (2 and 4; 1 and 2; 1, 2, and 3; 1, 3, and 4). The bureaucracy involved in sending out recruiters and in completing the recruitment procedure was another reason given for shortages of foreign employees.

**TABLE IV-22**

**REASONS FOR SHORTAGES OF FOREIGN EMPLOYEES**

<table>
<thead>
<tr>
<th>Reasons</th>
<th>Number</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Other recruiters (countries) pay more.</td>
<td>4</td>
<td>7.8</td>
</tr>
<tr>
<td>2. Supply of potential employees in the market is limited.</td>
<td>16</td>
<td>31.4</td>
</tr>
<tr>
<td>3. The environment (such as economic or social conditions) in Saudi Arabia is not desirable to non-Saudis.</td>
<td>2</td>
<td>4.0</td>
</tr>
<tr>
<td>4. Recruiters go to the markets after the recruiters from other countries have already conducted their search for applicants.</td>
<td>7</td>
<td>13.7</td>
</tr>
<tr>
<td>5. Other</td>
<td>22</td>
<td>43.1</td>
</tr>
<tr>
<td><strong>Total Response</strong></td>
<td>51</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Each non-Saudi employee is entitled to housing and transportation in addition to salary; thus, the recruiters
were asked, "Do you think that the majority of foreign employees would prefer to receive cash, be provided with reasonable housing, or other?" Forty-six recruiters (54.1 per cent) believed that cash would be preferred by foreign employees, 35 (41.2 per cent) thought that the provision of reasonable housing would be preferred by non-Saudi employees, and 4 (4.7 per cent) said that single foreign employees would prefer cash, while foreign employees with families would usually prefer reasonable housing. Five recruiters did not respond to this question.

In response to the question concerning transportation, the majority of recruiters--74 (86 per cent)--reported that foreign employees would prefer cash to provision of transportation because most of them usually used their own transportation; only 12 recruiters (14 per cent) thought that foreign employees would prefer to have transportation provided for them ("transportation" here includes only transportation to and from the location of daily work). Four recruiters did not respond to the question.

The recruiters were asked, "In your opinion, which factor [provided housing and transportation or cash] contributes more to the efficiency of work?" As Table IV-23 indicates, for housing, the majority of the recruiters--62 (72.9 per cent)--reported that provided housing contributed more to the efficiency of foreign employees'
work, perhaps because the rent for a house or an apartment was higher than the allowance paid in cash. Twenty-two recruiters (25.9 per cent) thought that paying cash would contribute more to the efficiency of the foreign employees' work, and 1 recruiter (1.2 per cent) said that it depended upon the marital status of the foreign employee. Five recruiters did not respond to the question.

For transportation, Table IV-23 shows that 52 recruiters (65 per cent) reported that paying cash would contribute more to the efficiency of the foreign employees' work, and 28 (35 per cent) reported that providing transportation would contribute more to the efficiency of their work; 10 did not respond to this question.

TABLE IV-23
RECRUITERS' OPINIONS OF FACTORS CONTRIBUTING TO EFFICIENCY OF WORK AMONG FOREIGN EMPLOYEES

<table>
<thead>
<tr>
<th>Response</th>
<th>Housing</th>
<th></th>
<th>Transportation</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>#</td>
<td>%</td>
<td>#</td>
<td>%</td>
</tr>
<tr>
<td>Pay cash</td>
<td>22</td>
<td>25.9</td>
<td>52</td>
<td>65.0</td>
</tr>
<tr>
<td>Provide housing/transportation</td>
<td>62</td>
<td>72.9</td>
<td>28</td>
<td>35.0</td>
</tr>
<tr>
<td>Other</td>
<td>1</td>
<td>1.2</td>
<td></td>
<td>.</td>
</tr>
<tr>
<td>Total Response</td>
<td>85</td>
<td>100.0</td>
<td>80</td>
<td>100.0</td>
</tr>
</tbody>
</table>
The recruiters were then asked, "Who recruits and selects professionals?" As Table IV-24 indicates, 35 recruiters (40.7 per cent) reported that professionals were recruited and selected by other professionals in the same field; 5 (5.8 per cent) indicated that professionals from other occupations did the selecting; 12 (13.9 per cent) said that specialists performed this function; 9 (10.5 per cent) said that top management made the selection; 3 (3.5 per cent) reported that the CSB recruited and selected professionals; 1 (1.2 per cent) reported that an outside agency did the recruitment of professionals; and 21 (24.4 per cent) recruiters gave a variety of responses, such as the following combinations: 1 and 2; 1 and 4; 1 and 3; 1, 4, and 8; 1 and 8; 1, 3, and 4; 1, 3, and 7; 4, 5, and 6; etc. Four did not respond to this question.

To compare the total package of payments which competitive countries such as Kuwait, the Arabian Gulf countries, and Libya pay for foreign employees, the recruiters were asked, "To the best of your knowledge, which of the following countries pays more, less, or the same total package of payment when compared to Saudi Arabia?"
TABLE IV-24

PERSONNEL RESPONSIBLE FOR RECRUITMENT AND SELECTION OF PROFESSIONALS

<table>
<thead>
<tr>
<th>Response</th>
<th>Number</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Professionals from the same occupations</td>
<td>35</td>
<td>40.7</td>
</tr>
<tr>
<td>2. Professionals from other occupations</td>
<td>5</td>
<td>5.8</td>
</tr>
<tr>
<td>3. Specialists in selection</td>
<td>12</td>
<td>13.9</td>
</tr>
<tr>
<td>4. Top management</td>
<td>9</td>
<td>10.5</td>
</tr>
<tr>
<td>5. Heads of departments</td>
<td>..</td>
<td>..</td>
</tr>
<tr>
<td>6. Personnel department</td>
<td>..</td>
<td>..</td>
</tr>
<tr>
<td>7. Civil Service Bureau</td>
<td>3</td>
<td>3.5</td>
</tr>
<tr>
<td>8. Outside agency</td>
<td>1</td>
<td>1.2</td>
</tr>
<tr>
<td>9. Combination of the above</td>
<td>21</td>
<td>24.4</td>
</tr>
<tr>
<td>10. Other</td>
<td>..</td>
<td>..</td>
</tr>
<tr>
<td>Total Response</td>
<td>86</td>
<td>100.0</td>
</tr>
</tbody>
</table>

First, Table IV-25 indicates that 12 recruiters (27.3 per cent) reported that Kuwait's pay was lower than Saudi Arabia's; 18 (40.9 per cent) said that its pay was the same; and 14 (31.8 per cent) said its pay was higher. Second, according to Table IV-25, 10 recruiters (22.2 per cent) indicated that the Arabian Gulf countries' pay was lower than Saudi Arabia's; 15 (33.3 per cent) believed that their pay was the same; and 20 (44.5 per cent) reported that their pay was higher. Finally, as indicated in Table IV-25, 22 recruiters (57.9 per cent) thought that Libya's pay was lower than Saudi Arabia's; 9 (23.7
117

per cent) believed that its pay was the same; and 7 (18.4 per cent) thought that its pay was higher.

TABLE IV-25

COMPARISON OF TOTAL PACKAGE OF PAYMENTS OF SAUDI ARABIA WITH THOSE OF OTHER ARAB COUNTRIES

<table>
<thead>
<tr>
<th>Response</th>
<th>Kuwait #</th>
<th>%</th>
<th>Arabian Gulf Countries #</th>
<th>%</th>
<th>Libya #</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lower payment</td>
<td>12</td>
<td>27.3</td>
<td>10</td>
<td>22.2</td>
<td>22</td>
<td>57.9</td>
</tr>
<tr>
<td>Same payment</td>
<td>18</td>
<td>40.9</td>
<td>15</td>
<td>33.3</td>
<td>9</td>
<td>23.7</td>
</tr>
<tr>
<td>Higher payment</td>
<td>14</td>
<td>31.8</td>
<td>20</td>
<td>44.5</td>
<td>7</td>
<td>18.4</td>
</tr>
<tr>
<td>Total Response</td>
<td>44</td>
<td>100.0</td>
<td>45</td>
<td>100.0</td>
<td>38</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Recruiters were asked whether their organizations had any training programs for recruiters. Only 4 recruiters (4.8 per cent) said yes, whereas 60 (77.4 per cent) said no, 8 (9.5 per cent) said they did not know, and 7 (9.5 per cent) said that there was more experience than training. To the follow-up inquiry to this question, "Do you recommend the establishment of training sessions for recruiters?" 61 recruiters (70.1 per cent) said yes, 16 (18.4 per cent) said no, 4 (4.6 per cent) had no opinion, and 6 (6.9 per cent) thought that giving recruiters clear instructions and selecting them with care would be sufficient.
Part Three: Personal Interviews

During July of 1979, in order to obtain more information about recruitment and selection of foreign employees in addition to that gathered from the questionnaire responses, the researcher conducted personal interviews with key officials working in several Saudi Arabian ministries and agencies. The General Manager for Foreign Employees in the CSB (1) was asked whether recruitment programs were based on human resource plans. He said that these plans were used for all government institutions, stating that the first step was the creation of positions; an effort was then made to fill them with Saudis, but if no qualified Saudis were available, non-Saudis were recruited.

The Deputy Minister for the Ministry of Education (4) also responded affirmatively to this question and added that his ministry's plan for human resources must be used in conjunction with a plan for expansion in classes and schools.

The General Manager of Curriculum and Research and Chief of the Recruitment Committee in Egypt for many years for the Presidency of Girls' School (2) said that his agency used human resource plans and described the steps which the agency followed. He stated that his agency attempted to find qualified Saudis (females) first,
then searched for non-Saudis if necessary. He said that his agency's plan started at the educational district level. This agency also required that female foreign employees coming to Saudi Arabia be accompanied by men (e.g., husband, father, brother, or other very close family member), preferably by men already working or recruited to work in Saudi Arabia.

The Administrative Vice-Rector for Riyadh University (3) said that the university's recruitment programs were based on human resource plans. These plans started with individual colleges; then the university administration coordinated these various plans into the master plan for the entire university. Other officials in other institutions who were interviewed also stated that their branches and districts made the first plans and that the ministries then coordinated these plans into a single master plan (5, 7).

All officials interviewed were asked, "What are the criteria for selecting recruiters?" All respondents reported that the experience of the recruiters was the cornerstone for their selection. They stated that recruiters consisted primarily of two groups. The members of the first group were usually professionals in the fields for which employees were needed (e.g., physicians for physicians, engineers for engineers); they made
recruitment decisions which were carried out or completed by the second group, administrative and clerical personnel with experience in financial and administration requirements such as assigning compensation packages, filling out contracts, etc. (2, 3, 4, 5, 6, 7, 8).

Key official interviewees were asked, "Are recruiters in your institution trained in the recruiting and selection of foreign employees?" All of them stated that the recruiters had experience in recruitment, but not in training (2, 3, 4, 5, 6, 7, 8). The General Manager of Foreign Employees in the CSB (1), however, stated that the recruiters which the Bureau sent to its branches in other countries were instructed through their on-the-job training in various CSB departments in Riyadh, as well as in sessions conducted for them in the Institute of Public Administration (IPA) in Riyadh.

The officials were also asked, "Does your institution use interviews for selecting foreign employees?" Some of the respondents (2, 3, 4, 7, 8) reported that they used interviews for all foreign employees, both professionals and non-professionals, while the others (1, 5, 6) indicated that they used interviews only for professional applicants.

When the officials were asked if their institutions paid the same wages for all foreign employees with the same degree and experience regardless of their nationality,
all interviewees responded that the by-laws for non-Saudis were the basis for the compensation for all foreign employees working in the Saudi Arabian civil service. The officials were then asked, "Is enough effort being made to produce a favorable image of your institution as a good place in which to work, and how is it being done?" Most of the officials (1, 2, 4, 5, 7) responded affirmatively in general terms, but two (3, 8) added that Riyadh University provided competitive housing; offered assistance to new foreign employees until they were settled in Saudi Arabia, an important factor for an employee who is coming to a new environment for the first time; and made arrangements with a private school to provide an educational program in English for children of foreign employees from Europe and the United States (Riyadh University annually pays about $149,000 in cash plus the cost of hiring ten teachers and a principal for Manert Al-Riyadh Schools in Riyadh). The officials from Riyadh University (3, 8) also indicated that the university offered these programs to attract, motivate, and hold qualified people accompanied by school-age children, especially Arabs living in Europe or the United States.

The manager of the Industrial Development Fund (IDF) (6), a semi-independent organization in Saudi Arabia which is a legal entity and has its own system of wage and salary
administration, said that his organization provided full
details about the Saudi Arabian environment and the total
package of compensation for all non-Saudis before re-
cruiting foreign employees. He added that the IDF, in an
effort to attract, motivate, and hold competent non-Saudi
employees, provided competitive and reasonable housing and
recreational facilities for employees and their families,
equipped with a swimming pool, videotapes and films, cafe-
teria, etc., adjacent to the IDF.

The official interviewees were asked, "Are there
adequate records which show the need for foreign employees
in each occupational category of your institution?" All
respondents answered this question affirmatively, and an
official from Riyadh University (3) added that the univ-
ersity used computers to assist in following up planning
for personnel.

The official interviewees were asked, "What attempts,
if any, are made to reduce the number of foreign employees
to be recruited?" The respondents stated that each minis-
try and agency in the country tried to train its Saudi
employees in order to increase their productivity, which
would consequently reduce the need for foreign employees.
The interviewees also indicated that, in addition to the
general schools and institutes under the Ministry of
Education and/or the Presidency of Girls' School (the two
major institutions supervising general education in Saudi Arabia), a number of other schools and institutions offered training, including tailoring centers; teachers' training institutions; centers of complementary studies and science and mathematics centers; English teachers' training courses; institutions for teachers of fine arts and physical education; industrial commercial and higher technical institutions; special education for the blind, deaf, and dumb; adult education; etc.

The interviewees added that one of the functions of the IPA, founded by Royal Decree No. 93 of April 10, 1961, was to set up and execute educational and training programs for the various levels of civil service employees (Article 3 of IPA function) in such fields as management, personnel administration, financial administration, planning and development, statistics, school administration, higher secretaryship, office work, typing in both Arabic and English, computer programming, etc. The sessions for most of these programs lasted between six and twelve weeks. All of these programs were offered in an attempt to make employees more useful to themselves and to their employers, which could increase their know-how and productivity and thus reduce the number of personnel needed in the long run.

Attempts to reduce the number of foreign employees to be recruited were made by other ministries when they
set up institutions for training employees for special purposes. For instance, the Ministry of Health set up and operated schools and institutions such as hygienic institutions (for males) for assistants in radiology, pharmacists, anesthetists, laboratory technicians, surgeons, nutritionists, and health inspectors, as well as nursing schools (for females).

Institutions in fields such as surveying, supervision, and architectural drawing were set up and operated by the Ministry of Municipalities and rural affairs. Under the Ministry of Labour and Social Affairs institutions such as those for social service and social guidance (for males) and Al-Fatah institutions for females were set up and administered. Under the aegis of private education (non-general), schools and institutions were set up for typing, foreign language teaching, and calligraphy, in special day and evening courses. All of these programs were established in an effort to train Saudi employees to qualify them to take over a variety of jobs which Saudi Arabia has had to depend upon non-Saudis to fill for many years. In addition to all of these programs, thousands of Saudi students are currently engaged in higher education in Saudi Arabia and abroad. The United States, for example, has more than 10,000 Saudi students in different fields of study. Most ministries and agencies also send their
employees to participate in programs in various foreign
countries. North Texas State University in Denton, Texas,
for example, since 1976 has set up and operated a program
for Saudi teachers to qualify them as English instructors
in Saudi Arabian junior and senior high schools.

Summary

The purpose of this chapter has been to present and
analyze the statistical findings of the research. The
data were grouped under three headings: personal informa-
tion, professional information, and personal interviews.

Questionnaires were administered to 116 Saudi re-
cruiters working in twenty-five ministries and agencies.
Of the 116 questionnaires distributed, 90 were returned,
for a return rate of 77.6 per cent. During July of 1979,
the researcher conducted personal interviews with eight
key officials working in the Saudi Arabian civil service
institutions which employ the largest numbers of foreign
employees in order to obtain additional information and
opinions from these officials about recruitment of for-
eigners for civil service positions in Saudi Arabia.
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CHAPTER V

CONCLUSIONS AND RECOMMENDATIONS

The purpose of this final chapter is to present the conclusions and recommendations of the study. It consists of four parts, each of which examines a significant effect upon both the quantity and the quality of foreign employees working in civil service positions in Saudi Arabia. The four parts are the following:

2. Preparation and orientation of foreign employees to their new environment.
3. The educational system in Saudi Arabia and its effect on employment.
4. The effect of bureaucracy on the quantity and quality of manpower needed.

The first and second parts of this chapter are directly related to recruitment of foreign employees working in the Saudi Arabian civil service. The third and fourth parts are indirectly related to recruitment, since, if improvements take place in these two areas, they will reduce the need for large numbers of foreign employees to be recruited in Saudi Arabia.
Current Methods of Recruitment

The Nature of the Recruitment Process

When an organization arrives at the recruitment process, it is assumed that it has previously determined its job content, employee trait requirements, and overall manpower needs. The watchword in the employment process is planning. Since recruitment is the first major step in this process, effective recruitment efforts require a double measure of careful planning. Recruitment as the term is used in this study involves making job openings known to potential applicants, screening them, face-to-face interviewing of qualified candidates, selecting applicants to fill positions, offering employment to selected candidates, and finally acceptance of the offers by applicants.

The recruiter or person responsible for recruitment and selection must know the characteristics required for all the positions to be filled. Some attributes are fundamental for some jobs but only preferable for others. Therefore the selection process involves picking the right person for the specific job in question from among the total group of applicants. Saudi Arabia is a developing nation. Its experience in the recruitment and selection of foreign employees working in the civil service is restricted by the
limited supply of Saudi employees skilled in the recruitment and selection process.

**Research Findings**

The questionnaire responses of the recruiters surveyed, as presented in Chapter IV, showed that Saudi Arabia employed methods which are used almost universally in the staffing process. The major method used was advertising for applicants in international markets. In the selection process, the recruiters reported, they used employment application forms, tests, interviews, physical examinations, and requests for references.

From the questionnaire responses it was found that 28 per cent of the recruiters surveyed had only a high school education or less. In addition, the majority of the recruiters with higher educational degrees did not have majors in fields closely related to job recruitment and selection, such as psychology or personnel. It was also found that only 85 per cent of the recruiters surveyed used interviews in the selection process. Requests for references from applicants were not used by 23.3 per cent of the recruiters surveyed in this study. Only 58.7 per cent of the recruiters believed that all possible sources of employees were being explored.

When asked who selected recruiters, only 3.4 per cent of the respondents reported that the personnel department
played a large part in the selection process. A large majority of the recruiters--70.6 per cent--said that their institutions did not conduct systematic surveys to compare rates for wages and salaries. A total of 53.4 per cent of the recruiters believed that unnecessary delays existed in completing recruitment procedures and filling vacancies. Furthermore, only 55 per cent of the recruiters reported that foreign employees worked in the jobs for which they had been recruited. These research findings thus highlight a number of conditions leading to problems for recruitment in the Saudi Arabian civil service.

**Summary of Findings**

The research conducted in the course of this study revealed the following information with regard to methods of employee recruitment:

1. The majority of recruiters reported that the Saudi Arabian civil service used the methods and sources which are employed almost universally in the staffing process.

2. Recruitment of foreign employees has been centralized by the Civil Service Bureau.

3. Planning, which is the watchword for manpower, was not used carefully. Many foreign employees were not working in the jobs for which they had been recruited.
4. All possible sources of applicants were not explored fully.

5. Interviews were not used by all recruiters.

6. Requests for references from applicants were not used by almost 25 per cent of the recruiters.

7. Evidence suggested that unnecessary delays existed in completing recruitment procedures.

8. A large percentage of recruiters had only a high school education or less, and many recruiters with higher levels of formal education did not have majors in fields closely related to job recruitment and selection.

9. Personnel departments had little influence on the selection of recruiters.

Recommendations for Recruitment

Planning.--Planning is the cornerstone of the employment process. Since recruitment is the first major step in this process, effective recruitment efforts require careful planning. The study showed that, in the opinion of Saudi Arabian recruiters, a large percentage of foreign employees were not working in the jobs for which they had been recruited. This may indicate a lack of accurate planning for manpower needs. Thus, a review of manpower needs must be carried out with an extra measure of careful planning in order to recruit the right people for the right job openings.
Sources and methods.--All possible sources of applicants for positions in the Saudi Arabian civil service should be explored in order to reach all qualified potential applicants. The methods used should not be limited merely to advertising for job applicants. Private employment agencies represent a very good source of applicants, if the agencies are selected with care. A good employment agency can save the employer a great deal of time. College recruitment is another valuable source of applicants. In addition to advertisement, private employment agencies, and college recruiting, Saudi Arabia should also give consideration to other sources for recruiting applicants, such as international executive search firms and professional associations.

Saudi Arabia should also consider retired Saudis and married Saudi women as sources of potential civil service applicants. Present foreign personnel should be encouraged to recommend potential employees since they are familiar with their employers' business and the types of employees needed. This method would be beneficial in that it could reduce the search for applicants and also give present employees the feeling that their recommendations were being taken into consideration by their employers, which is an important part of the mutual trust that should exist between a superior and his subordinates.
Interviews.--Interviews, which are used almost universally in the staffing process, should be given more attention in Saudi Arabia as an important employee selection device. The goal of the interview should be clear in the mind of the interviewer, and adequate preparation and planning must be carried out. Regardless of the interviewer's decision, immediately after an interview he should write out a report before he forgets his impressions and opinions about the applicant. Improvement in the interviewer's ability should be a continuing process.

References.--Requesting and verifying applicants' references are important considerations, since, in some cases in Saudi Arabia, it was discovered that applicants had lied or given misleading information about their work experience or academic background. For example, the Ministry of Education in Saudi Arabia fired and deported a foreign employee because he was found to have lied about his past experience (1). Nor is this problem unique to Saudi Arabia; in a case which occurred in the United States and was reported in the Wall Street Journal an applicant who listed a B.S. from MIT and a Ph.D. from Yale was discovered to have lied about his college work (2, p. 114). Requesting references from former employers could reduce or eliminate some misleading information, particularly in regard to the applicant's employment history.
Recruitment delays.--The unnecessary delays which exist throughout the process of recruitment and filling job vacancies in the Saudi Arabian civil service should be eliminated.

Wage and salary surveys.--Wages and salaries in the international market are changing very rapidly because of the effects of inflation and other factors. Therefore, Saudi Arabia should conduct systematic surveys in order to compare rates for wages and salaries. The total package of compensation offered by Saudi Arabia should at least equal competitors' packages of wages and benefits.

Selecting recruiters.--Recruitment is the first major step in the employment process. Thus, the success of this process depends on the recruiter's experience and knowledge in screening and selecting applicants with the potential for good performance. Therefore it is very important that great care be taken in the selection of recruiters for the Saudi Arabian civil service. It is fundamental that, in order for the recruiter to pick the right person for the specific job in question from among the total group of applicants, he should know the characteristics required for the job.

Stages in the selection process.--The purpose of the selection process is to choose the best applicant from among a group of applicants or to eliminate unqualified
applicants at any point in the process, thus reducing the cost of sending an unqualified applicant through all the stages in the procedure. At each stage, the new information obtained may bring something to light that was previously hidden which will cause the decision-maker to reject an applicant. Different employers may use different events and ordering of those events in the selection process, but in general it is recommended that the Saudi Arabian civil service should consistently use application forms, tests, interviews, physical examinations, and reference checks in determining whether to offer an applicant a job.

Orientation of Foreign Employees

The goal of the employment process is not merely to recruit and select employees but to attract, motivate, and hold them, especially those who are very productive. An orientation program is an important device which an employer should utilize, particularly if he is employing foreign employees who are entering a new environment for the first time. The aim of any orientation program should be to reduce turnover and to improve the effectiveness, efficiency, and adaptability of employees.

Recruiting foreign employees to work in Saudi Arabia means recruiting and relocating individuals and their families from their own country to an international
assignment. This relocation may bring with it a high percentage of turnover, which is very costly anywhere, especially in international employment. Thus, in order to reduce the turnover of foreign employees and help them familiarize themselves with their new environment, the objectives of an orientation program are fundamentally as follows:

1. To facilitate the employee's and his family's initial travel and adjustment to living and working in their new environment.

2. To provide information which will add to the employee's and the family's knowledge and understanding of the culture of the new country.

3. To introduce the new employee to the organization which hired him.

4. To acquaint the new employee with the organization's operations, goals, and philosophies.

5. To familiarize the new employee and his family with the conditions of their employment commitment (4, pp. 21-24).

Recommendations for an Orientation Program

For successful orientation a number of topics should be carefully addressed.

Contracts or conditions of employment.—A very detailed review of the employment agreement should be conducted so that every question asked is answered honestly
and completely. Answers must be provided before the employee leaves his home country. If answers are not understood in the home country, they will definitely be misunderstood in the country of employment.

Cultures.—People, religion, customs, and tradition are among the most important elements of culture and should receive considerable attention in preparing employees and their families for an international move. A speaker who is a citizen of the destination country is preferred to conduct part of the orientation program. The speaker must be objective and well-grounded in the lifestyles of the host country's average citizens. Information presented must be current and realistic. Everyone in the group (employees and their families) should feel free to question, comment, and discuss with the speaker their opinions, hearsay, or information gleaned from other sources.

Culture and job shock.—Experience leads to the belief that a psychologist is best able to deal with this topic, provided he has had experience in the destination country and is able to relate practically and realistically rather than merely on a theoretical level. A conservative, fair, and open presentation on culture shock will decrease the emotional stress that many employees experience during their first few months in the new country. Job shock appears to have created more concern than culture shock.
for employees moving into the Middle East. In the home country managers were able to move, to make decisions, to exercise authority commensurate with their responsibilities, and to be innovative and creative without being constrained by bureaucracy; in the Middle East, however, managers often do not have these capabilities.

Living and recreational conditions.--This area is important to the employee, but probably more important to the family accompanying him on the international assignment. The family wants to know what kind of facilities will be available to them and what kind of housing they will have--whether it meets the standard to which they are accustomed in their own home country, the proximity of its location to others of their own nationality, how close it is to the employee's work site, and whether transportation is provided and, if so, for whom. They want to know what kind of recreational facilities are available to them. It is also very important to discuss where children will go to school, the standard of the school, and how the school compares to those in their home country.

The job.--The job should be discussed as completely as possible. Employees should know what their responsibilities are, how much authority they have, and any other information which they may need.

Pictorial review of country, assignment, and conditions.--It is important to discuss with and show the new
employee and his family the living, working, and recreational conditions which they will encounter. This is the time to take them on a tour of the country, the city, and so on.

**Former expatriate's briefing.** It is important that an expatriate who formerly resided in the country, lived in the housing, worked at the job location, and experienced the same kinds of conditions brief the new employees, but it is also important that the former expatriate be objective and able to present material in a professional, honest, straightforward, and unemotional manner. At least one of these expatriates should be female so that women have someone with whom they can establish rapport, ask personal questions, and have information presented from a woman's point of view (4, pp. 21-24).

Marston suggests that money for an orientation program which offers information on these topics to new foreign employees is money well spent, and it is easily recovered if turnover is reduced by as little as one per cent (4, p. 24). Pershing P. Stahlman, Personnel Consultant for Hospital Corporation International in Nashville, Tennessee, writes: "Having talked with many Americans living and working abroad, my impression is that much of the dissatisfaction they experience can be traced to unrealistic expectations" (6, p. 27). The recruiter must take the initiative
in drawing the candidate into the selection process. He can do this by giving clear, specific examples of the realities, problems, and frustrations that may beset the employee and his family in their new environment. Giving employees and their families the full truth means allowing them to make their own decisions by considering both the positive and negative aspects of the assignment.

Perhaps the soundest advice for a candidate for an overseas assignment is to look past the money—to try to project himself and his family into the best and the worst of the situation he may encounter and then to step back and try honestly and objectively to evaluate their chances for success. The interviewer must set the stage for this participation, because he is, or should be, in control of the interview (6, pp. 27-28).

The Saudi Arabian Educational System and Manpower

Shortcomings in the Educational System

The most obvious tool for manpower development is formal education at all levels. Of equal importance is on-the-job development through a wide variety of informal as well as systematic training within the working environment. The education system in Saudi Arabia, however, seems not to be bearing its full responsibility for preparing the human resources which the kingdom needs. The shortcomings and inadequacies of the educational system, in
curriculum and in other areas, force Saudi Arabia to recruit a large number of foreign employees.

The major problems in the Saudi Arabian educational system which seem responsible for the nation's manpower shortage and which may affect the need to recruit foreigners are the following:

1. Saudi Arabia has several independent educational authorities competing for shares of financial allocations and student enrollments.

2. A general attitude exists that manual labor is a lower type of work and that manual employees represent a lower class of society. In addition, the educational system enables general academic students to continue their education at successively higher levels, which gives them access to more prestigious jobs than that given to vocational students.

3. The traditionally negative attitude toward the education of women in Saudi Arabia delayed formal public education for girls until 1960-1961, whereas formal public education for boys began in the 1920s.

Recommendations for Education in Saudi Arabia

It seems that the weaknesses and shortcomings in Saudi Arabia's educational system have been the major causes for the system's lack of response to the need for
manpower development. Thus, as an attempt to meet these needs in order to prepare and qualify Saudis who can take over jobs now held by foreigners, the educational system should be reviewed and the following measures undertaken:

1. The several independent educational authorities competing for student enrollment must be gathered under one educational authority to supervise public educational programs, both academic and vocational.

2. Priorities must be the cornerstone for any programs; share and incentives must be established for every stage and kind of education in an attempt to decide the size of student enrollment in each stage according to the need of the Saudi Arabian economy.

3. To meet the rapid buildup of domestic industry, emphasis must be placed on science and management.

4. The negative attitude toward manual work must be attacked by political leaders, educational institutions, religion, and mass media.

5. The educational system should be reviewed and restructured, if necessary, to meet the changing needs of the people of Saudi Arabia and its environment.

6. Foreign employees working in the field of education represent the largest group of foreigners working in civil service jobs; thus, Saudis should be attracted to these jobs by the offering of more incentives. In addition,
qualified Saudis working outside the educational field should be attracted to teach some courses on a part-time basis—on one hand, to reduce the need for foreigners and to use the Saudis' time more efficiently and, on the other hand, to help these Saudis to keep and further develop the knowledge which they have gained and, perhaps, to attract them to the educational field for full-time employment in the long run.

7. In spite of the considerable increase in the number of Saudi women graduating from teacher-training institutes, the number of women teachers has remained small because many of these graduates become wives and mothers—the role usually assigned to women in Saudi Arabian society—rather than taking jobs. Saudi Arabia has not made a sound effort to use women in the labor force, in spite of its extreme shortage of human resources. It is possible and desirable to compromise between the role of women as wives and mothers and the need to train them to become productive members of the labor force. The importance of women as wives and mothers for maintaining strong family ties, of course, is not to be questioned, but keeping women—especially those with education and spare time—at home means, on the individual level, deterioration of the knowledge which they have gained from their formal education and waste of their time. On the national level, it
means that Saudi Arabia will continue to be forced to re-
cruit more foreign employees, even though Saudi women could 
fill some of the vacant civil service positions. Women 
might be brought to the labor market by offering them 
flexible schedules such as part-time employment and short 
shifts. The employment of women is a national goal which 
can also give women an intrinsic reward--the feeling of 
accomplishing something of value--leading to their satis-
faction.

8. Saudi Arabia sends thousands of students on schol-
arships to many countries to study in various fields; it 
should require and encourage, by such means as monetary 
incentives, that each of these students take some educa-
tional courses as electives. This should be done in order 
to give the students some basic familiarity with teaching 
in case they decide to teach in their field at any level. 
These courses could also be a basis for further training 
in the future.

9. In Saudi Arabia a number of firms do business for 
the government, performing services such as managing hos-
pitals, establishing telephone systems, and building in-
dustry. It is very important that the government's con-
tract with each of these firms require them to train a 
number of Saudi employees. Follow-up must then be carried 
out to ensure that Saudis receive the training they need
during the term of the contract, enabling them to take over the operation of the firm by the contract's end. The firm that trains the largest number of qualified Saudis should be given preference by the government for future business. This principle should also be applied to individuals, especially to expert employees, by offering them greater compensation and renewal of their contracts if they train Saudi workers.

Bureaucracy in the Saudi Arabian Civil Service

Problems of Bureaucracy and Its Effect upon Personnel Needs

Since the establishment of the civil service in Saudi Arabia numerous changes have been made in the civil service laws. Efficiency, improvement, and flexibility were the goals of each of these changes, but it seems that deficiency is a characteristic of public employment everywhere. Saudi Arabia has been plagued with the red tape that is a characteristic in all developing countries.

The red tape and deficiency attendant upon bureaucracy create a need for more personnel. Thus, on one hand, Saudi Arabia has an extreme shortage of human resources; on the other hand, its civil service operates with very low productivity, the government service is overstaffed for the amount of work performed, and the administration in Saudi Arabia is sinking in an ocean of deficiency. In order to
reduce the need to recruit more foreign employees, the red tape in Saudi Arabia must be eliminated, or at least reduced to a minimum.

**Recommendations Relative to Bureaucracy**

Organizational development may be the means of reducing red tape and improving the efficiency of employees in the Saudi Arabian civil service. The principles and fundamental objectives of organizational development programs will vary according to the diagnosis of each organization's problems. Primarily, the objectives have to do with major end-result goals such as increased productivity, efficiency, and morale. A number of accompanying objectives typically emerge, reflecting problems that are common to many organizations:

1. To increase the mutual trust and support among organizational members.
2. To increase the occurrence of confronting organizational problems, both within groups and among them.
3. To create an environment in which the authority of an assigned role is increased by personal authority based on knowledge and expertise.
4. To increase the openness of communications in all directions.
5. To increase the level of personal interest and satisfaction in the organization.
6. To find synergistic solutions to problems with greater frequency.

7. To increase the level of self and group responsibility in planning and implementation (3, pp. 541-542).

It should be mentioned at this point that organizational development is not the sole remedy for the improvement of an organization. It can be a tool for bringing about such improvement, but applying organizational development requires that qualified employees be recruited, selected, trained, and developed to carry it out.

Finally, in a country such as Saudi Arabia with a shortage of native employees, quantitatively as well as qualitatively, computers could be used to perform some tasks (e.g., filing and payroll) and to reduce the large number of foreign employees recruited, if trained personnel are available and the system is reformed to accept such a tool. An important point to remember is that, if the organization is badly structured, performance in the long run will be poor. An organizer should also keep in mind that individual jobs are a basic element in the structure of an organization. It is important, therefore, that the design of jobs be the central element of any strategy for structural organization development.
Summary

The purpose of this final chapter has been to present the conclusions and recommendations of the study. Of its four parts, the first and second are directly related to recruitment of foreign employees and the third and fourth are indirectly related to recruitment.

Different employers may use different events and ordering of those events in the employment decision process, but in general most organizations everywhere use application forms, tests, interviews, physical examinations, and reference checks in determining whether to offer an applicant a job. In Saudi Arabia it is of particular importance that recruiters be skilled in performing all the steps of the employment selection process.

Recruiting foreign employees to work in other countries means recruiting and relocating individuals and their families from their own countries to an international assignment. This relocation may bring with it a high percentage of turnover, which is very costly in international employment. Therefore a sound and successful orientation program—including lectures, pictorial review, information provided by expatriate workers, etc.—could help to reduce such turnover among foreign workers coming to Saudi Arabia.

Formal education at all levels is the most obvious tool for manpower development, but the educational system
in Saudi Arabia seems to be responsible, to some extent, for the manpower shortage which the country is currently experiencing. A complete review of the system should be undertaken, with changes and revisions carried out wherever necessary.

Bureaucracy in the civil service in Saudi Arabia seems to be another word for deficiency; because of Saudi Arabia's lack of development its civil service is entangled in a great deal of red tape, and the government service appears to be overstaffed for the amount of work performed (5, p. 49). Again, review and revision, especially the application of organizational development measures, are indicated.

It is hoped that the recommendations made in this study may help to bring about the desired goal of increasing the number of qualified Saudis able to assume civil service positions in Saudi Arabia, thus reducing the nation's need to recruit foreign employees and benefiting the people, the economy, and the entire society as a whole.
CHAPTER BIBLIOGRAPHY


APPENDIX A

QUESTIONNAIRE DISTRIBUTED TO SAUDI ARABIAN
CIVIL SERVICE RECRUITERS
AND
PERSONAL INTERVIEW QUESTIONS FOR SAUDI ARABIAN
OFFICIALS
Dear Recruiters:

Saudi Arabia, as you know, each year employs a large number of foreign employees from countries around the world. Each year this number increases. For example, in 1980, the estimated number of foreign employees will be 812,000 compared to 314,000 in 1975. Thus, foreign employees entering the Kingdom are an important source of labor at all organizational levels.

I am doing research for the Ph.D. degree in Business Administration, specializing in Personnel and Industrial Relations, at North Texas State University, Denton, Texas, U.S.A. My goal in this present research is to objectively and scientifically analyze the methods and procedures which are followed in recruiting and selecting foreign employees to work in Saudi Arabian Civil Service.

Thus, your answering the attached questions accurately and objectively would be very helpful not only in reaching reliable research results but in planning our country's future needs. Your cooperation and help are truly appreciated.

Sincerely yours,

Hamad Abdulaziz Al Neaim
Riyadh, Saudi Arabia
Phone 62080

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Dear Mr. Neaim,

I understand that the Kingdom of Saudi Arabia, as you know, each year employs a large number of foreign employees from countries around the world. Each year this number increases. For example, in 1980, the estimated number of foreign employees will be 812,000 compared to 314,000 in 1975. Thus, foreign employees entering the Kingdom are an important source of labor at all organizational levels.

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Sincerely yours,

Hamad Abdulaziz Al Neaim
Riyadh, Saudi Arabia
Phone 62080
PART I

INSTRUCTIONS FOR RECRUITERS

A. Please read all instructions and questions carefully before starting to answer them.

B. It is not necessary for you to divulge your name or to identify yourself in any way.

C. Try to be as objective as you possibly can. The purpose of these questions is to determine what really happens in the recruiting process; it is not a test of your knowledge.

D. When you respond to each question, circle the appropriate answer(s) which best describes your opinion. If you do not find an answer which best describes your opinion among the answers given, please write your opinion in the available space. For example, if your institution uses only application forms for a designated group of applicants, write in the space marked Other the group of your choice, such as "professionals or nonprofessionals," "no opinion," "I do not know," or whatever you desire.

E. If you believe that more than one answer is appropriate for a specific question, please circle all of your choices, giving them ranking numbers (one is highest, then 2, 3, 4).
F. Some of the questions require only completion of the given space with an appropriate answer, such as in the first question, respondent's age.

G. If you have any questions concerning the questionnaire, please do not hesitate to consult the researcher for clarification.

QUESTIONNAIRE FOR RECRUITERS

Please circle the appropriate answer or answers or fill in the blank provided.

PART II—PERSONAL QUESTIONS

1. What is your age?
   _______ years

2. What is your marital status?
   (1) Single
   (2) Married
   (3) Divorced
   (4) Widowed

3. Do you have children?
   (1) Yes
   (2) No

4. Please indicate the number of children you have, if any.
   ( )

ARIOUX رياض 2086

- If you have any questions concerning the questionnaire, please do not hesitate to consult the researcher for clarification.

- أرجو عدم السماح بذلك، في حالة عدم الاجابة على الامثلة أو الأسئلة المناسبة أو اكمل الفراغ:

القسم الثاني: السوالات الشخصية

1. كم عمرك؟

2. ما هي حالتك العائلية؟

3. هل لديك أطفال؟

4. إذا كان لديك أطفال عددهم؟
5. Indicate the level of your education.

(1) Less than high school
(2) High school
(3) Bachelor
(4) Master
(5) Doctorate
(6) Other

(Please specify.)

6. What was your major in your last degree?

(Please specify.)

7. When did you earn your last degree?

19

8. From what country and institution did you receive your degree?

(1) Inside the Kingdom
(2) Abroad

(Please specify country and institution.)

9. What is your current job grade?

Grade

(Please specify.)

10. How long have you been employed in government service?

(1) years

(Please specify.)

(2) less than a year
156

PART III—PROFESSIONAL QUESTIONS FOR RECRUITERS

1. For whom do you recruit personnel?

(1) Ministry
(2) Agency
(3) University
(4) Other

(Please specify.)

2. Does your institution use an employment application form for all foreign applicants?

(1) Yes
(2) No
(3) Other

(Please specify.)

3. Does your institution utilize any tests for selecting foreign employees?

(1) Yes
(2) No
(3) Other

(Please specify.)

If the answer to question 3 is "yes," then answer questions 4 and 5.

4. In your opinion, are these tests valid and reliable?

(1) Yes
(2) No
(3) I do not know
(4) Other

(Please specify.)

5. If you are using tests as a method of employee selection, please explain the method(s) by which these tests are validated.
6. Does your institution use interviews for all foreign applicants?
   (1) Yes
   (2) No
   (3) Other
   (Please specify.)

7. Does your institution use physical examinations in the selection of all foreign employees?
   (1) Yes
   (2) No
   (3) Other
   (Please specify.)

8. Does your institution request and use references from former employers in the selection process?
   (1) Yes
   (2) No
   (3) Other
   (Please specify.)

9. Does your institution provide any orientation activities for new foreign employees who are hired?
   (1) Yes
   (2) No
   (3) I do not know
   (4) Other
   (Please specify.)

10. Do you think that all foreign employees work in the jobs for which they were recruited?
    (1) Yes
    (2) No
    (3) I do not know
    (4) Other
    (Please specify.)
11. Is there any follow-up to ensure that foreign employees work in the jobs for which they were hired?

(1) Yes
(2) No
(3) Other

(Please specify.)

12. Are possible sources of recruits explored to provide for a variety of representative countries, universities, technical colleges, and ex-employees?

(1) Yes
(2) No
(3) I do not know
(4) Other

(Please specify.)

13. Are any other recruiting methods, such as direct mail, visits to employment agencies, etc., used by your institution in order to attract applicants?

(1) Yes
(2) No
(3) Other

(Please specify.)

14. Who in your institution selects the recruiters for the organization?

(1) The department(s) who need the new employees
(2) Committees of different departments
(3) Personnel department
(4) High level officials
(5) Civil Service Bureau
(6) Combination of

(Please specify.)

(7) Other

(Please specify.)
15. In your opinion, what percentage of recruiters need training in the recruitment and selection process?

(1) 75-100% of them
(2) 50-74% of them
(3) 25-49% of them
(4) 1-24% of them
(5) None of them
(6) I do not know
(7) Comment

16. Does your institution favor one country over another when recruiting foreign employees?

(1) Yes
(2) No
(3) Other

(Please specify.)

B. If so, what is the reason(s)?

(1) Cheaper labor
(2) Better performance of its employees
(3) Tradition
(4) High unemployment in that country
(5) They are willing to train Saudis
(6) Combination of several reasons — Please specify. (Please specify.)

17. Does your institution prefer to select employees from Arab countries when recruiting foreign employees?

(1) Yes
(2) No
(3) I do not know
(4) Other

(Please specify.)
B. If yes, what is the reason(s)?

1. Common custom
2. Same religion
3. Same language
4. Cheaper labor
5. High quality of recruits
6. High unemployment in that country
7. Combination of 1-6
8. All of the above
9. Other 

(1) Yes (2) No (3) Other

(1) Yes (2) No (3) I do not know (4) Comment

18. Does your institution conduct systematic surveys in order to compare market rates for wages and salaries?

(1) Yes (2) No (3) Other

(1) Yes (2) No (3) I do not know (4) Comment

19. Does your institution possess a policy on where its salary and wage levels should be in relation to international market rates?

(1) Yes (2) No (3) I do not know (4) Comment

20. Saudi Arabia's wage rate, as compared to the international market rate, is

(1) Higher (2) Lower (3) Going (4) Other

(1) Higher (2) Lower (3) Going (4) Other

21. A. Does your institution have a job description for each position for which foreign employees are hired?

(1) Yes (2) No (3) Other

(1) Yes (2) No (3) Other
B. Is it a written description?

(1) Yes
(2) No
(3) Other

(Please specify.)

C. Who formulates the job description?

(1) The holder of the job
(2) His immediate supervisor
(3) Head of the department
(4) Specialists
(5) Personnel department
(6) Civil Service Bureau
(7) All of the above 1-6
(8) Combination of

(Please specify.)

(9) Other

(Please specify.)

22. A. Is there any evidence which suggests that unnecessary delays in completing the recruitment procedures and filling vacancies in your institution exists?

(1) Yes
(2) No
(3) Other

(Please specify.)

B. If "yes," why is it so?

There is (are) a

(1) Limited number of decision makers
(2) Limited number of staff clerks
(3) Lack of efficiency in decision makers
(4) Lack of efficiency in staff clerks
(5) All of the above 1-4
(6) Combination of 1 & 2
(7) Combination of 3 & 4
(8) Combination of ___ & ___

(Please specify.)

(9) Other

(Please specify.)
23. Does a shortage of foreign employees exist in your institution?

(1) Yes
(2) No

A. If there is a shortage, indicate what type it is.

(1) The number
(2) The quality
(3) Both number and quality
(4) Other

B. If there is a shortage, why?

(1) Other recruiters (countries) pay more.
(2) There is a limited supply of potential employees in the markets.
(3) The environment (such as economic or social) in Saudi Arabia is not desirable to foreign employees.
(4) The recruiters go to the markets after the recruiters from other countries have already conducted their searches.
(5) Other

24. Each foreign employee is entitled to have housing and transportation.

A. Do you think that the majority of foreign employees would prefer to

(1) Receive cash.
(2) Secure reasonable housing.
(3) Other

(Please specify.)
B. Do you think that the majority of foreign employees would rather

(1) Receive cash for transportation inside the Kingdom.
(2) Have their employers provide the transportation.
(3) Other (Please specify.)

C. In your opinion, which factor contributes more to the efficiency of the work?

Housing

(1) Paying cash
(2) Providing housing
(3) Other

Transportation

(1) Paying cash
(2) Providing transportation
(3) Other

25. In recruiting professionals (such as doctors, engineers, professors),

A. Does your institution apply the same procedures which are used for non-professionals?

(1) Yes
(2) No
(3) Other (Please specify.)

B. Do the same recruiters recruit both professionals and non-professionals?

(1) Yes
(2) No
(3) Other (Please specify.)
C. Who recruits and selects professionals?

(1) Professionals from the same occupations
(2) Professionals from other occupations
(3) Specialists in selection
(4) Top management
(5) Heads of departments
(6) Personnel department
(7) Civil Service Bureau
(8) Outside agency
(9) Combination of
(Please specify.)
(10) Other
(Please specify.)

26. To the best of your knowledge, which of the following countries pay more, less, or the same total package of payment when compared to Saudi Arabia?

Circle (M) more,
(L) less,
or (S) same.

(1) Kuwait
(2) Arabian Gulf Countries
(3) Libya
(4) I don't know
(5) Other
(Please specify.)

27. Relative to the training of recruiters,

A. Are there any training programs for recruiters?

(1) Yes
(2) No
(3) I do not know
(4) Other
(Please specify.)
B. Do you recommend the establishment of training sessions for recruiters?

(1) Yes
(2) No
(3) No opinion
(4) Other (Please specify.)

C. If the answer to question B is "yes," where would you recommend these sessions to be conducted?

(1) In the Kingdom
(2) Abroad (Please specify country.)
(3) No opinion
(4) Other (Please specify.)

If you have any suggestions, please write them in this space or on additional pages if you need more space.
PART IV—PERSONAL INTERVIEW

QUESTIONS FOR Key OFFICIAL PEOPLE

1. Are recruitment programs based on human resource plans?

2. What are the criteria for selecting recruiters?

3. Relative to the training of recruiters,
   (a) Are recruiters in your institution trained in recruiting and selection of foreign employees?
   (b) If you responded "yes" to question 3a, please indicate what percentage of them were trained.
   (c) If you responded "no" to question 3a, indicate why not.
   (d) Does your institution have training sessions for recruiters?
   (e) If you answered "yes" to question 3d, indicate where these sessions are conducted.

4. Does your institution use international views for selecting foreign employees? (For all employees, professionals only, or for non-professionals only?)
5. If you responded "yes," to question 4, what kind of interview is used?

(a) Directive or structured interview
(b) Non-directive or unstructured interview
(c) Stress interview
(d) Other

(Please specify.)

6. Are interviewers formally trained for interviewing applicants?

7. Does your institution pay the same wages for all foreign employees with the same degree and experience regardless of their nationalities?

8. If the answer is "no" to question 7, does your institution pay them differently according to the countries they represent?

9. If the answer to question 8 is "yes," then rank the following countries (one is the highest):

( ) U.S.A.
( ) European countries
( ) Non-Arab-Asian countries
( ) Arab countries
( ) Other countries

(Please specify.)

10. Assume that two applicants have the same qualifications (that means the same degree in the same field from the same school) but represent different nationalities. Would their total package be the same?

11. If the response to question 10 is "no," indicate why.
12. Is enough effort being made to produce a favorable image of your institution as a good place in which to work, and how is it being done?

13. Do you think that the recruiters have all the instructional details about the recruiting process which they may need?

14. If your answer to question 13 is "no," indicate why not.
   (a) Top officials would not give them authority.
   (b) Recruiters are not capable of carrying full authority.
   (c) Other reason(s) ________ (Please specify.)

15. If the answer to question 13 is "yes," indicate whether policies and instructions given to recruiters are
   (a) quite clear.
   (b) not clear enough.
   (c) other ________ (Please specify.)

16. Are there adequate records which show the need for foreign employees in each occupational category of your institution?

17. What attempts, if any, are made to reduce the number of foreign employees to be recruited?
APPENDIX B

FIRST COMPREHENSIVE CONTRACT FOR THE EMPLOYMENT OF FOREIGN EMPLOYEES IN THE SAUDI ARABIAN CIVIL SERVICE
(1954)
الملكة العربية السعودية

عقد استخدام الموظفين الأجانب

العقد الموحد الصادر بالرسوم الملكي رقم 91/11/1946 في 6/3/1366 هـ

(القيمة: ريال واحد)

مطبعة الحكومة
مكة المكرمة 1394 هـ
[FIRST COMPREHENSIVE]

CONTRACT
FOR THE EMPLOYMENT OF FOREIGNERS

[IN THE CIVIL SERVICE]

Sanctioned and Enforced
By Virtue of
Royal Decree No. 3/11/5846
Dated 1/3/1374
[October 23, 1954]

Price: one Rial

Government Press,
Mecca, 1394 H,
[1974]
CONTRACT FOR EMPLOYMENT
OF FOREIGNERS

This .......... day ...........

A contract has been concluded between:


Both parties have agreed on the following:

1. First party shall employ second party to work for the Ministry of .......... Second party undertakes to carry out the duties pertaining to this post and all other duties that come within its scope, for a salary of .......... to be paid by first party at the end of every Arabic (Hijry) month. In addition to the salary, a housing allowance of .......... shall be paid to second party annually in one lump sum. However, if the Minister concerned provides housing in one of the Ministry's houses, no housing allowance shall be paid.

2. First party shall determine the station of second party on first employment. First party has also the right to transfer second party or assign him temporarily to any other station within the Kingdom, provided however, that second party shall, in the case of temporary assignment, be entitled, for the first month of such assignment, to an allowance at the rate of 50% of his monthly salary, as travel expense, and at the rate of 25% thereafter, for the duration of such assignment. Necessary means of transportation should also be provided.

However, in the case of transfer, second party shall be paid an allowance equivalent to 20% of his salary and the necessary means of transportation shall be provided to him for the onward journey.

3. Both parties have agreed that the period of this contract shall be renewable automatically, unless, 2 months prior to its termination, either party shall have given notice in writing to the other of its intention to terminate it. The period of this contract is deemed to commence as from the day second party boards a plane or
a ship in his country of domicile where he signed the contract, or from the day he starts to perform his duties if he is living in the place where his post is going to be and his contract is signed.

4. First party shall bear all transportation and travel expenses of second party and members of his family whom he supports, provided that the total of all, including the servants, shall not exceed four persons; also the transportation expenses of their personal effects from employee's country of domicile where he signed the contract, to his place of work in the Kingdom. In addition, first party undertakes to pay employee a sum equivalent to 20% of his monthly salary as preparation-for-travel expense. First party also undertakes to pay all such expenses upon the termination of the contract if the second party expresses his intention to return to his home country where he signed his contract. First party shall not bear travel expenses of second party's family unless it is ascertained that such family accompanies employee and arrives with him at his

فيه العقد أو من وقت مباشرة
للعمل إذا كان الطرف الثاني
مقيناً في البلد الذي توجد به
الوظيفة ووقع فيه العقد.

4. يتحمل الطرف الأول كافة نفقات سفر
الطرف الثاني مع أفراد أسرته الذين
يعولهم بشرط أن تثبت اعترافتهم منعا
بوجب شهادة رسمية يقتنع بها
الطوف الأول وأن لا يسمح لهم بالعمل
في الداخل إلا في الأجند العاملة
بما على أن لا يزيد عدد الجمع من
اربعة أشخاص بما فيهم الهمد وكذا
نفقات نقل لوازمهم وذلك من مقر
الموظفة حيث وقع العقد المقصر
وظيفته بالمملكة.

كما يلتزم بأن يدفع إليه فوق
ذلك عجزه في الماشية من راتبه
الشهري كنفقات إعداد للسفر كما
يتحمل الطرف الأول بذلك كله عند
انتهاك الحق ورغبة الطرف الثاني في
العودة إلى وطنه الذي وقع فيه العقد
ولا يتحمل الطرف الأول نفقات سفر
الأسرة إلا إذا حققت اصطلاح الطرف
الثاني لها ووصلها إلى مقر العمل
وهذا لمرة واحدة حتى القيود للمملكة
وأخرى حتى العودة بعد اتمام العقد
بما في حالة سفر الطرف الثاني
بالإجازة فلا يتحمل الطرف الأول
place of work. Such expenses shall be paid once only, on coming to the Kingdom and on return upon the termination of the contract. However, when second party goes on vacation, first party shall only bear transportation cost for the onward and return journey of the employee alone excluding any members of his family.

5. Second party should expedite his arrival to his place of work in the Kingdom of Saudi Arabia and present himself to the appropriate authority within one month from the date the contract is signed; otherwise first party has the right to cancel the contract without bearing any responsibility. In this event, first party should merely notify second party of the cancellation, unless, however, first party was the cause of this delay, or that the delay was due to some unforeseen circumstances.

6. Transportation of second party in the performance of his duty shall be provided by first party.

7. Second party shall be entitled to a normal vacation of 45 days each year and shall receive the salary for the vacation prior to its commencement. First party

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الأجرة سفر الطرف الثاني وعودته

لتحديث دون أفراد عائلته.

5 - على الطرف الثاني أن يبدأ بالحضور إلى مقر وظيفته بالمملكة العربية السعودية وتقديم نفسه إلى جهة الاختصاص بها خلال شهر من تاريخ توقيع هذا العقد وإلا فحق الطرف الأول بإنعقاد ذلك دون أي مسؤولية عليه ويكتفي في ذلك بإخطار الطرف الثاني ويثبت ذلك مالم يكن الطرف الأول هو السبب في هذا التأخير أو كانت هناك أسباب قهرية دعت لهذا التأخير.

6 - انفصال الطرف الثاني في أعمال وظيفته تؤمن من قبل الطرف الأول.

7 - لنعتبر الطرف الثاني إجازة اعتيادية سنوية قدرها شهر ونصف وينتقص الطرف الثاني راتبه هذه الإجازة قبل بدنه والطرف الأول خلال هذه السنة حق
has the right to determine, within the course of this year, the time of this vacation as dictated by the exigencies of the service.

8. First party has the right, with the consent of second party, to cancel the annual vacation, if the exigencies of the service so warrant, provided that second party shall be compensated for this by the payment of an additional salary calculated proportionately with his monthly salary for the said period.

9. Second party should be free from communicable diseases, or diseases that will prevent him from exercising the duties of his post. This must be established before signing the contract. However, if he falls sick afterwards, he shall be entitled to a period of one month sick leave with full pay, provided that his entitlement to this sick leave is established by a sick report issued by two recognized doctors and approved by the appropriate health authorities. No medical or transportation expenses shall be paid to him whether treatment takes place within or outside Saudi Arabia.

10. First party has the right to cancel the contract, at any time.
due to the inefficiency or misconduct of second party, in which case, second party shall have no claim against first party, except for the expenses of his and his family’s return home where the contract was signed, in accordance with article four of this contract. First party reserves also the right to cancel this contract by serving a notice, for any reason besides the two above mentioned reasons. In this event, he shall compensate second party by the payment of two months salary in addition to the travel expenses for himself and his family to his country of domicile (where he signed the contract) in accordance with article four of this contract.

Second party has the right to request the cancellation of this contract for reasons which he should mention to first party. First party has the full right to accept or reject this request. In the case of acceptance, second party shall have no claim against first party and he should return home with his family at his own expense. In case of rejection and the insistence of second party to cancel the contract, the first party reserves the right to cancel the contract for any reason besides the two above mentioned reasons. In this event, the first party shall compensate second party by the payment of two months’ salary in addition to the travel expenses for himself and his family to his country of domicile (where he signed the contract) in accordance with article four of this contract.
tract for the stipulated reasons, he has to pay first party two full months salary and return home with his family at his own expense.

11. This Contract shall be considered as a permit from the Saudi Arabia Government, authorising the Second party to reside and travel in the Kingdom throughout the validity of this Contract without the need for any residence or travel permit. Such right shall be extended also to dependent members of his family. The appropriate Ministry shall, however, notify the Ministry of Interior to furnish second party with a residence permit.

12. Without prejudice to the provisions of this contract, second party shall, for the duration of his stay in the Kingdom be subject to all present and future laws applicable to civilians. With regard to military personnel, second party shall, for the duration of this contract, be subject to all military rules, orders and instructions.

13. Any dispute arising from the execution or alteration of this contract shall, with regard to civilians, fall within the jurisdiction of the courts of the
Kingdom of Saudi Arabia. Any breach of this contract by military personnel shall be settled by a local court or a military committee formed for this purpose by the ministry of Defence and Aviation.

14. This contract shall be prepared in five copies, four of which shall be retained by first party, and the fifth shall be delivered to second party for his compliance and adherence to its provisions as of the date it is signed.

First party  Second party

الطرف الأول  الطرف الثاني

if any difference or doubt shall arise between the Arabic text and the English translation, the Arabic text shall prevail.

في حالة وجود أي خلاف بين النص العربي والترجمة الإنجليزية، فإن النص العربي هو المحدد.
APPENDIX C

MOST RECENT CONTRACT FOR THE EMPLOYMENT OF FOREIGN EMPLOYEES IN THE SAUDI ARABIAN CIVIL SERVICE (1978)
الملحق رقم (1)
الملكة العربية السعودية

عقد ترفيل...

اتن في يوم / 13 هـ الموافق / 19 م

تم التعاقد بين كل من:
أولاً: وزارة / مساعدة / مؤسسة المشار إليها فيما بعد:
(وزارة)

ثانياً:
(المعاقد)

وانتفق الطرفان على ما يأتي:

مادة (1) يباشر التعاقد وواجبات وظيفة
في مقر الوزارة
أو فروعها وتشمل واجبات هذه الوظيفة ما يأتي:

أـ
بـ
جـ

دـ أي واجبات أخرى تكلفه بها الوزارة، ويتعهد التعاقد
بتزويدها بما يعبده بها من واجبات ومسؤوليات بدقة وإمكان
وعلى أفضل وجه يستطيعه.

مادة (2) يسري هذا العقد لمدة
التاريخ الذي يعذر فيه التعاقد موطنه متوجها إلى المملكة
على الا زيد المدة بين مغادرة الوطن والتقدم لباشرة العمل
وفقا لتعليمات الوزارة على ثلاثة أيام أو من اليوم الذي
يتقدم فيه التعاقد لباشرة العمل وفقا لتعليمات الوزارة إذا
كان مقيما في البلد الذي توجد به الوظيفة ووقع في العقد.

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مادة (3) تدفع الوزارة إلى التعاقد راتباً شهرياً مقداره (رقمها) ريال سعودي يصرف في نهاية كل شهر هجري، وبدل انتقال شهري مقداره (رقمها) ريال سعودي.

مادة (4) تؤمن الوزارة للفريط والعائلته تذكرة السفر الجوي الآتية:

أـ مرة حين القدم من بيوته إلى المملكة في بداية السنة.

العقد ما لم يكن مقيماً بالمملكة عند تعيينه ومرة أخرى.

حين العودة إلى موطنك في نهاية السنة. ويستثنى من ذلك من كان مقيماً بالمملكة عند تعيينه، وكانت سنة خدمته أقل من ستين سنة.

بـ من المملكة إلى موطنك ذهاباً وإياباً مرة كل سنة.

مدة العقد عندما يخضع له إجازة عادية، ووضع تعاني تذكرة السفر في حدود أربعة أشخاص بمن في ذلك التعاقد نفسه.

مادة (5) تدفع الوزارة إلى التعاقد ما يلي:

أـ بدل سكن مقداره (رقمها) ريال، ويدفع هذا البدل دفعة واحدة سنوياً ومقدماً في بداية السنة بعدما في بداية السنة. في حالة عدم تجد جديد، ولا يستطيع التعاقد بدل السكن إذا أمنت الوزارة له.

بـ بدل تجهيز عند بدء التعاقد بمقدار 50% من الراتب الشهري المقررة له.

مادة (6) يستحق التعاقد إجازة عادية براتب كامل مقدارها خمسة واربعون يوماً من كل سنة كاملة من سنوات الخدمة، وتعتبر المعلمة الصيفية بالنسبة للمدرسين بموافقة الإجازة العادية، وتجوز للوزارة تكليفهم أثناء الإجازة بمهمة تتعلق بعملهم.

- 46 -
على أن لا يقل ما يتمتع به المدرس من الإجازة عن خمسة
أربعين يوما سنويا.

مادة (7) لا يجوز الحصول على الإجازة العادية إلا بعد استحقاقها فعلاً.
ويجوز عند الضرورة تجزئتها بحيث لا تزيد على فترتين ولا
تصرف تذاكر السفر إلا عند التمتع بالفترة الأخيرة منها.

مادة (8) للوزارة وفقاً للمتطلبات العملية أن ترجل الحصول على الإجازة
المادية على ألا تتجاوز مدة التأخير خمسة أشهر من السنة
الجديدة للمعاقب، وللوزارة كذلك إلغاء الإجازة كلها أو بعضها
على أن يكون الإلغاء بناءً على استعدادية المعاقب، ويتراقب المعني
بمبلغ يعادل راتب المعاقب في السنة التي استحقت فيها
الإجازة.

مادة (9) إذا أصيب العامل بجرح أو مرض يمنعه من أداء عمله
 بصورة مؤقتة، استحق إجازة مرضية مدتها شهر واحد براتب
كامل ويجوز تمديدها شهرين آخرين بنصف راتب، وذلك
عن كل سنة كاملة من سنوات الخدمة.
ولا تستحق الإجازة المرضية إذا وقعت الإصابة أو المرض
أثناء وجود المعاقب في الخارج في إجازة عادية.

مادة (10) تستحق المعاقب إجازة وضع راتب كامل مدتها خمسة
أربعون يوما بما في ذلك أيام العطل الرسمية.

مادة (11) أي يخضع المعاقب لكافحة الإحجام الواردة بالفصل الثاني من
الباب الثاني من نظام الخدمة المدنية الصادر بالمرسوم
الملكي رقم م / 49 وتاريخ 12/7/1397م. تقت
عنوان (الواجبات) وكذلك الأحكام المكملة لها والواردة
باللوائح التنفيذية للنظام المذكور.
ب - يخضع المعاقب بنسبة إلى الاختياء الوظيفية المذكورة

- 35 -
يرتبطها أثناء الخدمة لنظام تأديب الموظفين الصادر بالمرسوم الملكي رقم م/ 7 في 1/2/1391ه وكافة القرارات المكملة له.

مادة (12) إذا تخلف التعاقد عن التقدم لباشرة مهام وظيفته وفقًا للتعليمات المبلغة له دون إجراء مشروع خلال شهرين من تاريخ توقيعه على العقد أو موافقته على التعاقد جاز للوزارة الغاء العقد ويعتبر عندئذ كان لم يكن وتخطر الوزارة التعاقد بذلك كتابياً وتستطع كافة حقوقه قبلها.

مادة (13) إذا لم يرغب أي من طرفين العقد تجديده وجب عليه إخطار الطرف الآخر بذلك كتابة قبل انتهاء مدة العقد بشهرين على الأقل ولا تجد العقد مثل مدة بقوة النظام.

مادة (14) ينتهي العقد قبل انتهاء مدة في الحالات الآتية:

أ - قبول الاستقالة.
ب - الانقطاع عن العمل دون عذر مشروع تقبله الوزارة لمدة تزيد على خمسة عشر يوماً متوالية حتى رأت الوزارة انتهاء العقد لهذا السبب.
ج - الغاء الوظيفة.
د - العجز عن إداء العمل.
ه - عدم الصلاحية للوظيفة.
و - النقل التأديبي بقرار من مجلس المعاكسة.
ز - النقل للمصلحة العامة.
ح - الحكم على التعاقد بعد شريئ أو الحكم عليه في جريمة معلقة بالشرف أو الأمانة أو بالسجن لمدة تزيد على سنة في أية جريمة أخرى.

- 36 -
مواد (15) أ- يمنح التعاقد بعقد شخصي عند انتهاء الخدمة مكافأة

تعادل راتب نصف شهري على كل سنة كاملة من سنوات خدمته

بشرط أن يكون قد أمضى ثلاث سنوات متواصلة على

الاقل في الخدمة بموجب العقد وبحدد أقصى مقداره

۱۰۰۰ ر.س خمسون ألف ريال.

ب- أما التعاقد بالإعارة فيمنح عند انتهاء الخدمة مكافأة

تعادل ربع راتب شهر عن كل سنة كاملة من سنوات خدمته

بشرط أن يكون قد أمضى ثلاث سنوات متواصلة على الاقل

في الخدمة بموجب العقد وبحدد أقصى مقداره ۲۵۰۰ ر.س.

خمسة وعشرون ألف ريال.

مواد (16) أ- يمنح التعاقد الذئى تنتهي خدمته بسبب الإعاقة الوظيفية

أو الفصل للمصلحة العامة تعويضه يعادل راتب شهرين

أو راتب المدة المتبقية من العقد أيهما أقل.

ب- يعامل التعاقد في حالة الإصابة بعجز أو عاقة دائمة

من أداء العمل بصورة قطعية أو وراثة في حالة الوفاة بما

يحتمله الوظيف السعودي وفقًا للاحكام المنصوص عليها

في نظام الخدمة المدنية ونواته التنفيذية بشرط أن يكون

العجز أو الوفاة ناشئين بسبب العمل.

مواد (17) إذا انتهت خدمة التعاقد بسبب الإبطال عن العمل أو فصله

بقرار من مجلس المحاكمة أو إرادته جنائيًا ستطبق Financing

التعويض عن سدة الإجازة وفي كفاءة نهاية الخدمة.

مواد (18) تخضع كافة المبالغ التي تدفع للمتعاقد أو المزايا التقديمية

والعينية التي يتمتع بها بموجب هذا العقد للضرائب والرسوم

وغير ذلك من التكاليف المقررة عليه بالمملكة في تاريخ

توقيع العقد وما بطرأ عليها من تعديلات بعد هذا التاريخر.
مادة (19) في حالة وفاة المتعاقد تتحمل الوزارة كافة النفقات اللازمة لنقل جثمانه ونقل أفراد عائلته إلى موطنه، وإذا كان الموتى أحد أفراد عائلة المتعاقد المنصوص عليهم في المادة (18) سن اللائحة تحمل الوزارة نفقات نقل الجثمان ويعتبر المرافق تذكرة اركاب بالطائرة سرعة على حساب الوزارة.

مادة (20) ترفع التظلمات التي يقدمها المتعاقد حول تطبيق هذا العقد إلى الوزارة لتحيدها إلى الديوان العام للخدمة المدنية مشفرة برأيها، ويكون القرار الذي يصدره الديوان نهائيا.

مادة (21) يرجع إلى لائحة توظيف غير السعوديين في الوظائف العامة الصادرة بقرار مجلس الخدمة المدنية رقم 45 وتاريخ 1/8/1398 ه في كل ما لم يرد في شأنه نص في هذا العقد.

مادة (22) حرر هذا العقد من أصل وصورة منها الوزارة بالمان إلى المتعاقد واحتفظت الوزارة بالاصل وباقي الصور.

الوزارة
المتعاقد
الاسم:
الوظيفة:
التوقيع:
التوقيع:
APPENDIX D

PERSONAL IDENTIFICATION CARD FOR FOREIGN EMPLOYEES IN THE SAUDI ARABIAN CIVIL SERVICE
الديوان العام لخدمة المدنية

الإدارة العامة للإدارات المدنية

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هل يوصى باستخدامه مستقبلاً

نعم ☐ لا ☐

مدير عام التعاقدات أو من يعينه

اسم ؛

التوقيع ؛

تعليقات كيفية فن هذا النموذج :

الفقرات 1، 2، 3، 4، 5، 6 من قبل التعاقدات إذا كان العملاء التعاقدات على أن وفقاً للمعلومات المذكورة من قبل الموظف المخصص

بـ - التفاصيل فلمن قبل الموظف في مكتب الموظف أو من قبل الجهة المختصة ويكون الناتج حسب النص.

ختمه.
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