

*THE PRACTICE AND PROBLEMS OF HUMAN RESOURCE
TRAINING AND DEVELOPMENT IN SOME FEDERAL
MINISTRIES IN ETHIOPIA*

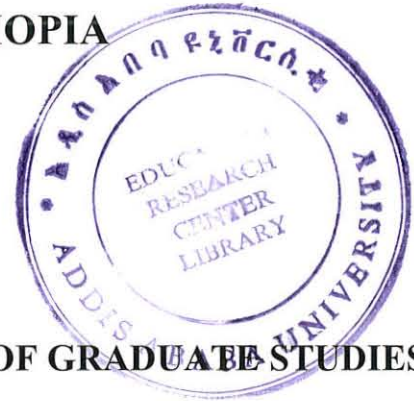
BY

MELAKU DIRES W/MARIAM

*SCHOOL OF GRADUATE STUDIES
ADDIS ABABA UNIVERSITY*

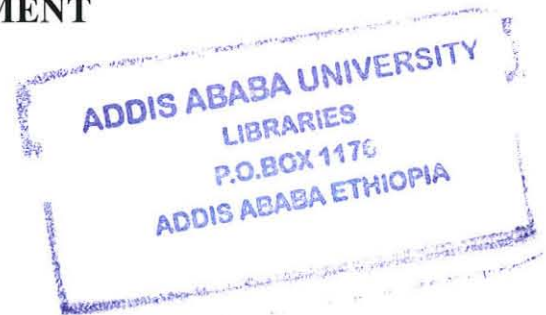
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MINISTRIES IN ETHIOPIA**



**A THESIS SUBMITTED TO THE SCHOOL OF GRADUATE STUDIES
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DEGREE OF MASTER OF ARTS IN EDUCATIONAL PLANNING AND
MANAGEMENT**



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IN ETHIOPIA

BY
MELAKU DIRES

COLLEGE OF EDUCATION
DEPARTMENT OF EDUCATIONAL PLANNING AND MANAGEMENT



APPROVED BY THE BOARD OF EXAMINERS

GIRMAW ABEBE
CHAIRMAN, DEPT. GRADUATE COMMITTEE

Girma Abebe
SIGNATURE

HAILESELASSIE W/GERIMA (ASSIST. PROF.)
ADVISOR

Haile Selassie
SIGNATURE

Pamela Yalotawa
EXAMINER, EXTERNAL

Pamela Yalotawa
SIGNATURE

Assefaw Kebede
EXAMINER, INTERNAL

Assefaw Kebede
SIGNATURE

Affectionately Dedicated to

Kidist Zewdie Woldemariam

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Abstract

The purpose of this study was to assess the practices that have been carried out by some federal ministries in training and development of their human resources during the past three years, and also to investigate those factors that had been constraining such endeavors. To this effect, the descriptive research method was employed. Both questionnaire and documentary analysis were used as instruments of data collection. Data were collected from eight federal offices that were randomly drawn from five federal ministries. In general, a total of 104 experts and 66 managers were included as subjects of the study. Gathered data were analyzed employing both descriptive (frequency count, percentage, weighted mean) and inferential (independent t-test) statistics.

The findings of the study revealed that the practice of designing and implementing training and development programs undertaking systematic needs assessment had been extremely low. Besides, the practice of utilizing on-the-job training and development methods as well as formally arranging orientation programs to new recruits had been almost non-existent. On the other hand, although organizations had selection criteria that had been fairly communicated to all members of organizations, training and development opportunities had been offered to individuals based on personal relationships as well as on the good will of their immediate supervisors. The study also revealed that organizations had not a scheme by which the outcome of training and development programs had been evaluated. Nevertheless, the available limited practices of designing and implementing training and development programs had been hindered by budget limitations, lack of skills and guidelines in undertaking needs assessment and lack of appropriate training institutions in the country.

In light of these findings, the following recommendations are forwarded. Firstly, the capability and potential of managers at each level has to be built through continuous and intensive trainings so as to enable them undertake systematic needs assessment and also to successfully design effective on-the-job training and development programs. Secondly, a scheme by which the outcome of training and development programs is evaluated has to be launched. Thirdly, organizations should formally arrange orientation programs to new recruits. Besides, training opportunities have to be given to individuals strictly based on selection criteria in accordance with assessed needs. Fourthly, fully automating each office and correspondingly providing trainings on how to utilize such resources as well as encouraging private colleges to deliver trainings in various disciplines at various levels are also important measures that may minimize the effect of those factors that constrained training and development endeavors.

CHAPTER I

THE PROBLEM AND ITS APPROACH

This chapter deals with the problem and its approach. It generally deals with background of the study, statement of the problem, significance of the study, operational definitions of key terms, the research methods and procedures employed in the study, delimitation of the study, limitations, and organization of the study.

1.1 Background of the Study

These days, organizations operate in a highly competitive and rapidly changing environment. The environment in which they operate is filled with a series of factors that exert pressure up on their operation. With the ever growing socio-economic as well as technological changes, customers' demand for improved services, new and quality products also raises. Thus, for better satisfaction of the ever increasing demand as well as to successfully adapt with the changing environment, organizations strive to improve their internal operations; otherwise, they are less likely to survive in this flux (French, 1990:352; Mathis and Jackson, 1997: 314; Gray et al. 1997:187; Kubr, 1996:345-346).

At the heart of organizations success in remaining competitive in the ever changing environment mainly lies the competence of their human resources. Human resources, employees and managers, with appropriate competencies enhance the ability of organizations to meet present as well as future goals. That is why, most organizations all over the world pay much attention in

selecting appropriate candidates in staffing their organizations and continuously provide various trainings (Mathis and Jackson, 1997:314).

Adopting human resources, employee and management, training and development has a lot of benefits. It brings about high productivity and improved quality of out puts through obsolescence prevention (Sikula and Mckenna, 1984:204). Besides, it helps organizations to grow, adapt to technological developments, and fulfill their social responsibilities (Megginson, 1981: 225; Sikula and Mckenna, 1984:204). The benefit of human resources training and development programs does not accrue only to organizations, but also it is crucial for employees' personal growth in enlarging their capacity to successfully handle greater responsibilities. Moreover, it fosters greater satisfaction to employees and managers (Megginson, 1981: 225; Mondy and Noe, 1990: 270).

However, human resource training and development programs need to be designed carefully if they are to achieve intended goals. Mondy and Noe(1990:270) stress that undertaking such programs simply because others are doing it is just asking for trouble. There fore, programs must be carefully designed in such a way that they address some important needs. Who needs what kind of training and how much must clearly be spelt out systematically analyzing the person, the task and the organization.

One of the most important elements in human resources training and development activities is evaluating the success of programs. Although it is often ignored activity, it is an important tool by which the effectiveness of a program in reaching out its target is measured (Harris and DeSimone, 1994). However, many training and development programs fail to achieve lasting results too often because of vague objectives and poor execution of evaluations (Milkovich and Boudreau, 1991:407).

Generally, the term human resources training and development encompasses both employee and management development through education and training. It is an activity which organizations design to improve the capability of their human resources to meet current as well as future demands. According to Harris and DeSimone (1992:2), these 'activities should begin when an employee joins an organization, and continue through out his careers' whether he is an executive or not. They further mention that those programs that are designed to develop people in organizations must respond to job changes. Besides, the programs should be integrated to long-term plans and strategies of the organization in order to ensure the efficient and effective use of resources (Harris and DeSimone, 1994:2).

Coming to the case of the Ethiopian civil service organizations, the importance of training and development of civil servants has been emphasized since the establishment of the Central Personnel Agency. The country formally delivered an order for the creation and functions of the Central Personnel Agency in 1961(Negarit Gazeta, 1961:34 order No. 23). Pursuant to this order, regulations were also issued in 1962 with Legal Notice No. 269(Negarit Gazeta, 269/1962). In both of these orders, and in fact in all of the subsequent proclamations, the importance of training and development of civil servants has been mentioned with the intention of providing efficient and effective services to the public. Similar to the former ones, but seemingly with greater emphasis, currently the Ethiopian government has provided greater attention to improve the capacity of civil servants and there by achieve better performance and prepare them to higher responsibility based on career development (Federal Negarit Gazeta, 2002 No.8). With this objective, every government office has provided with the duty to build the capability and potentials of its employees and managers through training, identifying the training needs of its office and the civil servants preparing the necessary plan and budget for training.

Accordingly, it is now days apparent that a number of government offices are increasingly providing education and training opportunities to their employees and managers both locally and abroad. Although such trainings are of paramount importance in successfully achieving the organizations' missions, they might be drastic unless they are carefully planned and fit with the organizations' strategic plans. Failure to consider this would, otherwise, result in encapsulated development, employee dissatisfaction and wastage of resources. Therefore, the attempt to train and develop employees and managers should line up with the organizations' as well as employees' and managers' needs and should be made continuously in a planned way. This study generally attempts to assess the practices that have been undertaken by the federal ministerial offices in training and development of their human resources. Besides, it tries to investigate those factors that have been constraining training and development endeavors.

1.2 Statement of the Problem

The Ethiopian civil service can be said one of the biggest organizations in the country in terms of its organization and size of manpower since its establishment. Upon its formal establishment by proclamation in 1962, it had a total of 46,701 civil servants, which has reached 371,699 by 2001/2002(FCSC, 2003:xiii). Although the proportion of civil servants to the total population is much less compared to the case of other countries, it has been playing crucial role in discharging service to the public. In other words, the civil service has great responsibility in putting public policy in to effect. In the words of Atikilt (1999:77), the civil service has been the operational arm of the government charged with the implementation and administration of public policy.

However, irrespective of its crucial role, the civil service has been characterized by a lot of problems. The service rendered to the public by the civil service has generally been said inefficient as well as ineffective because of lack of abled manpower, among other things, that can implement government directives (Getachew, 1998:220). Nevertheless, there has not been as such remarkable effort by civil service organizations to resolve the problems through training and development of their staff among other measures.

Although training and development of civil servants in their respective fields of specialization helps them effectively perform their duties and also prepares them for further responsibilities, the Civil Service has been short of training programs. For instance, a survey conducted by the task force in the civil service reform indicated that 63 percent of the respondents replied that they had never got any training. Besides, the finding indicated that there were no training in key management areas like strategic planning, personnel management, performance appraisal, service delivery and financial management (FDRE, 1996). This is a clear indication that the efforts being made by organizations in improving the capability and potentials of their managers in directing their organizations towards the realization of organizational goals has been very low.

Each civil service organization must strive to continuously train and develop its staff identifying its training and development needs as clearly stipulated in the proclamation. Because, educated and well trained civil servant is essential for effective administration. Thus, each organization must design and implement appropriate training and development programs for its employees and managers. Nevertheless, this practice seems to have been non-existence in many of the civil service organizations. The survey conducted by Bizuneh (1999: 343) on ten public and ten private organizations indicated that only 50 percent of these organizations were

found having management development programs of which 72 percent did not have the culture of evaluating the outcomes of these programs. Besides, the practice of training and developing employees and managers on their job through on-the-job training approaches has not been extensively used.

The major problem in training and development of civil servants has been associated with budgetary constraints. According to the study of the task force most civil service organizations were not properly managing training of their staff due to budgetary problems. Even the few available training opportunities were also limited to short orientations, workshops and seminars. On top of this, most institutions were found focused only on technical training programs. Besides, 'training of new and support staff were non existence'(FDRE, 1996).

However, although there are some problems, recent practices indicate that there are attempts in training and development of civil servants. But, there is no apparent evidence whether such practices are being carried out by each office in a systematic and planned way based on its training and development needs. Thus, this study aims at assessing the practices and problems of the federal ministerial offices, hereafter called organizations, in training and development of their human resources raising the following basic questions.

1. Do organizations conduct training and development activities based on needs assessment? How do they assess such needs?
2. How are training and development opportunities offered to individuals in the organizations?
3. What are the most often used training and development methods by organizations?
4. Are organizations' human resources training and development plans integrated with their strategic plans?

5. Is there a mechanism by which the outcomes of training and development activities are evaluated?
6. What problems do organizations face in training and development of their human resources?

1.3 Significance of the Study

1. The result of this study will provide valuable input and direction to civil service organizations in designing and executing training and development programs following the conventional processes.
2. Revealing the significance of having appropriate training and development policies in each organization, the study may bring to the attention of top managers and ministers in taking the necessary measures in formulating training and development policies for their respective organizations. The findings of the study would also have implications in such a way that the Ministry of Capacity Building or the Federal Civil Service Commission would put in to effect the development of national training and development policy.
3. The result of the study will provide constructive suggestions about the commonly occurring constraints in conducting training and development programs and the means by which the effect of these constraints would be significantly reduced.
4. The study will serve as a reference material to those individuals who have the desire to deal with such similar matter. Besides, it may encourage training specialists in each organization to establish the necessary database in conducting training and development needs assessment for their organizations.

1.4 Delimitation of the Study

Designing and implementing human resource training and development activities requires high caliber among other things. As the data compiled by the Federal Civil Service Commission reveals, the ministerial offices have relatively better manpower in terms of number and qualification compared with the regional offices (FCSC, 2003: 1). Therefore, it is possible to say that these organizations are at a better disposal to systematically design and implement training and development programs than the regional bureaus. By discretion, each federal ministry has the obligation to provide the necessary professional advice to regional bureaus that are established under their auspicious to deliver corresponding functions. Thus, focusing on the federal ministries would provide a clear indication about the extent to which the practice of human resource training and development endeavors are being made in the country and what constraints are being faced with. Therefore, the study is delimited to federal ministries. On the other hand, the study is delimited only to five federal ministries with the intension that their practice will provide good representation of the whole eighteen federal ministries in the country.

1.5 Operational Definition of Terms

Human Resource - refers to all civil servants in the civil service organizations irrespective of their position.

Employees - refers to all non-manager civil servants in the civil service organizations that have no responsibility to supervise others.

Expert- includes those individuals in the civil service organizations, who are trained and skillful in some special field and are entitled as junior or expert or as senior expert.

Management - refers to group of managers who are responsible to supervise

employees or subordinates under them. This includes team leaders, division or service heads, department heads and all those individuals holding a position above this rank.

Manager-in this study refers to heads of teams, sections, units, offices, departments, organizations, etc. in the federal ministries

1.6 The Research Design and Methodology

1.6.1 Methodology

Descriptive survey research method was employed in the study as it was the appropriate method which enabled the researcher to describe the practices that had been undertaken by the Federal Ministerial Offices in building the capability and potential of their human resources through various training and development programs. Besides, the method was appropriate as it helped to single out the most important constraints that had been adversely affecting the design and implementation of such programs.

1.6.2 Sources of Data

Training and development endeavors are not left to some segment of civil servants in the federal ministries. Both those at the supervisory and non-supervisory positions involve in it one way or another. However, despite the variation in the degree of their involvement, both groups could be the subject of the activities. For instance, managers at all levels have the responsibility to identify their own as well as their subordinates training and development needs. On top of taking part in making decisions with regard to training and development activities, they are expected to train and develop subordinates on their jobs. Besides, they have greater responsibility in evaluating the outcomes of training and development programs. Where as experts, on top of other activities, involve in identification of their own training and

development needs as well as in evaluating the relevance of programs in helping them perform their activities successfully. Therefore, the sources of data for the study were experts and managers at all levels. Besides, information was solicited from various documents, directives and proclamations.

1.6.3 Sample Population and Sampling

There are eighteen government ministries in the country that are governed by the federal civil service proclamation. Of these ministries, 5 were randomly selected using simple random sampling technique. Of all those organizations that come under the selected ministries, 8 were randomly selected (see appendix D) after excluding those organizations that are charged with providing training and education programs as well as those that are not fully governed by the Federal Civil Service Proclamation.

After sample organizations were identified, subjects of the study were divided into management and expert group. Then, depending on their title, managers and experts at various levels were included in the study. However, experts and managers at the Civil Service Reform Offices of each organization were purposely included in the study as part of their job is directly related to human resource training and development. Generally, 104 experts and 66 managers, of these 109 were line and 61 were staff personnel, were randomly selected for the study. In sum, a total of 170 respondents were involved.

1.6.4 Instruments of Data Collection

Both questionnaire and documentary analysis were employed as instruments of data collection.

The questionnaire, both closed and open ended, was prepared based on the reviewed literature. The questionnaire was composed of two parts: while the first part contains question items related to respondents' characteristics, the second part comprised variables related to the study. Generally, a total of 80 question items were prepared in English. The question items were prepared in English language as both groups of respondents were able to read and understand the language. Then, before the questionnaires had been finalized and distributed, pilot test was carried out at the Road Fund Office in order to test the validity of the instrument. A total of 20 experts and 8 managers were involved in the pilot study. Based on the feedbacks obtained, the necessary correction was made by omitting and modifying some question items.

In order to enrich the data obtained through questionnaire as well as to solicit information that cannot be obtained through the questionnaire, documentary analysis was employed. The contents of strategic plans both at organizational as well as departmental level, various directives and policies, records of various training programs were reviewed.

1.6.5 Procedures of Data Collection

After sample organizations had been identified, first contact was made with the heads of Civil Service Reform Offices and with Administration and Finance heads of each organization. Then, after securing the necessary permission, the list of departments, sections, teams etc was obtained. Following this, those experts and managers who are expected to fill out the questionnaire were identified.

In the second round, questionnaires were distributed to the randomly selected respondents in collaboration with the above mentioned officials. Finally, filled in out questionnaires were collected.

1.6.6 Methods of Data Analysis

Data collected through questionnaire were analyzed using both descriptive and inferential statistics. In descriptive statistics, frequency counts, percent, and mean scores were used. Whereas, in the inferential statistics, independent t-test was employed in order to test the difference between the mean scores of experts and managers.

1.7 Limitations of the Study

It was extremely difficult to get the questionnaire filled in by top level managers like ministers, vice ministers and commissioners. Therefore, they were not included in the study. Secondly, most experts and managers were highly fed up of and reluctant to fill in the questionnaires as a result of which 15% of the 200 distributed questionnaires was not returned. The study could have been more complete had the above mentioned problems been managed.

1.8 Organization of the Study

This study is organized in to four chapters. The first chapter deals with the problem and its approach. The second chapter addresses review of the related literature. In chapter three, the analysis and interpretation of data are dealt with. The last chapter treats the summary, conclusions and recommendations.

CHAPTER II

REVIEW OF THE RELATED LITERATURE

2.1 THE CONCEPT OF HUMAN RESOUCCE TRAINING AND DEVELOPMENT

2.1.1 Scope

The concept of human resource training and development is a wider term in its scope. It mainly includes three important concepts: training, education and development. These concepts are discussed below.

2.1.1.1 Training

Training is defined by a number of scholars. Although it is defined in different ways, the underlying concept remains the same. In its broadest sense, Milkovich and Boudrea (1991:407) explain it as a systematic process of changing the behavior, knowledge, and motivation of present employees to improve the match between employee characteristics and employment requirements. The central idea is that training activities are primarily focused on improving employees and managers' performance on a currently held job (Monappa and Saiyadain, 1999:172; Szilagyi, 1981:348; Saiyadain, 1999:218; Schermerhorn, 1989:272). It is an activity that is designed to help employees acquire and apply knowledge, skills, abilities and attitudes in their organization (Monappa and Saiyadain, 1999:273). In general, training is an activity which is directed at improving knowledge, skill and attitude of employees to create an effective much between an employee and his/her job

(Saiyadain; 1999:218; Szilagyi, 1981:348; Monappa and, Saiyadain, 1999:173).

As a planned and systematic activity in imparting knowledge, skill and attitude of individuals or groups, trainings are mainly meant for improving performance of individuals. Thus, with the objective of resulting in an immediate improved performance of individuals, trainings are delivered relatively for a short period (Purcell, 2000:1).

2.1.1.2 Development

The word development implies a change from one state to another in which learning and growth have probably undertaken (Holbeche, 1998:231). It has therefore a positive connotation of improvement, becoming more accomplished and more effective (Attwood and Dimmock, 1996: 122; Bizuneh; 1999: 319). Development activities are mainly concerned with maximizing individuals potential and capabilities that go beyond the current job requirements. It focuses on improving individuals capabilities in handling a variety of assignments (Mathis and Jackson, 1997:314; Purcell, 2000:1; Attwood and Dimmock, 1996:122-123). According to Truelove (2000:291), development 'helps people utilize the skills and knowledge that education and training have given them' and it embodies concepts like 'psychological growth, greater maturity and greater confidence'. Therefore, it prepares them to keep pace with the growing and changing organization (Mondey, Noe and Premeaux, 1999:252). Development programs are long term activities that benefit both the organization and individuals. While organizations benefit by having more capable and experienced employees who enhance the ability of organizations to adapt and compete to a changing competitive environment, individuals also gain career development (Mathis and Jackson, 1997: 314).

2.1.1.3 Education

Educational activities are not directly related to current jobs (Mondy, Noe and Premeaux, 1999: 270; Cartwright et al., 1988:84). Educational activities are very broad and wider in scope and are not primarily concerned with job performance (Truelove, 2000:291). However, it is a 'process whose prime purposes are to impart general knowledge and understanding and develop the way mental faculties are used' (Truelove, 2000:291; Dwivedi, 1984:143). Generally, the term human resource development encompasses the above three functions: training, development and education. Although the variation between these variables seems blurred, distinction must be made between them particularly that of training and development. While training is a planned and systematic activity that is delivered relatively for a short time scale to equip employees with knowledge, skill and attitude required for the current job, development is a long term endeavor for maximizing individuals potential for the future (Purcell, 2000:1; Getachew, 1998; 219). Where as, according to Nadler and Wiggs (1998:6), education focuses on acquisition of new knowledge, skill, and attitudes leading individuals to undertake a new job or do a different task in the future. Thus, unlike some scholars conclude, it is difficult to associate trainings only applicable to employees and that of development to managers; rather they are applicable to all and are complementary, interlinked and interrelated parts of the same process (Purcell, 2000:1).

2.1.2 The Benefits of Training and Development

Training and development have a lot of advantages both to employees and to the organization if carried out in a planned and systematic way (Werther and Davis, 1993:309). On the contrary, poorly designed and inappropriate training and development activities can be source of frustration, and wastage

of resources (Gomez- Mejia, Balkin and Cardy, 1995:296). Thus, it needs to be designed in a systematic and logical way to bring about desired results (Graham, 1989:213). Effective training and development programs have a lot of benefits of which some of the most important ones are listed below (Cowling and Mailer, 1981:50; Gomez-Mejia, Balkin and Cardy, 1995:298; Werther and Davis, 1993:305; Graham, 1989:212; Sikula and Mckenna, 1984:204; Pigors and Myers, 1981:280; Dwivedi, 1984:143)

- a. Improved production both quantitatively and qualitatively;
- b. Greater versatility and adaptability to new methods;
- c. Moral can be improved as a result of achievement of consistently high standards;
- d. Accidents, scrap rates, and energy use can be reduced;
- e. Dissatisfactions, complaints, absenteeism and turnover can be greatly reduced;
- f. Less need for close supervising so that managers and supervisors can devote more time on strategic issues;
- g. Customer complaints can be reduced as a result of improved services.

2.2 Components of Human Resource Training and Development

Human Resources training and development can be viewed from two dimensions: training and development for employees on one hand and for that of the management on the other.

2.2.1 Management Development

The future of an organization mainly lies in the hands of its management (Mondy and Noe, 1990:279). In this dynamic and highly competitive environment, the survival and growth of an organization can not be realized with out having competent management. Thus, systematic development of managerial talent should be one of the primary tasks of organizations (Bettignies, 1975: 4; Walker, 1980:274-275; Bizuneh, 1999:319).

Management development is therefore a continuous process of providing managers with a wide variety of activities and learning opportunities so as to improve their competence and performance (Kubr and Prokopenko, 1989:13). This implies developing their attitudes, skills, and knowledge in all functions, at all levels, and in all departments through various training and education programs in accordance with the perceived interest of an organization (Cowling and Mailer, 1981:87; Markwell, 1983:134; Kreiken, 1975:13; Hawrylyshyn, 1983: 245-246). In other words, besides improving the technical competence of managers in their areas of specialization, they must be prepared to handle and meet the complex demands of their organization (French, 1990:354). Referring the Glossary of Training Terms, Graham (1989:235-236) defines Management development as follows.

Management development is a systematic process of development of effective managers at all levels to meet the requirements of an organization, involving an analysis of the present and future management requirements, assessing the existing and potential skills of managers and devising the best means for their development to meet these requirements. p.23

Management development, according to Bettignies (1975:4), is a social influence process of change which results in change of attitudes and understanding to positively affect managerial behavior, job performance and operational results. As managers direct organizational tasks in a changing environment, they must be developed to understand and manage change towards desirable goals (Bettignies, 1975:4; Bizuneh, 1999:320).

As a systematic long-term process of learning, management development encompasses both management education and training. According to Kerrigan and Luke (1987:19-20) management education activities incorporate a wide variety of managerial functions that are intended to increase the overall managerial potential rather than designed to enhance precise functional skills that would be immediately applicable. It focuses on theories, concepts and analytical frameworks. On the other hand, management training is more of job and organization specific and is aimed at improving ones job performance by increasing his/her job related skills and knowledge (Kerrigan and Luke, 1987:19-20).

2.2.2 Employee Training and Development

It has been explained that the effectiveness of an organization ultimately depends on the capabilities and competence of its employees among other things. Although it is believed that organizations carefully screen the general abilities of employees during the selection process, many of their skills are developed over time (Mathis and Jackson, 1982:256).

Employees training and development can be defined as planned process of providing employees with learning experiences intended to enhance their contributions to organizational goal (Heneman et al., 1980: 331; Heneman et al., 1989: 419). It has the purpose of improving individuals' abilities in order

to bring them in line with the existing or anticipated job requirements. So, everyone's capability in each unit, section, department, etc., has to be built. According to Strauss and Sayles (1967: 548) the most effective training and development program is the one that includes every member of the organization. This implies that training and development should not be confined only to a selected few. Generally, the purposes of most commonly employee training and development programs include the following (Heneman, et al., 1980:331; Heneman, et al., 1996:419).

- to orient new employees to the organization and their jobs;
- to improve employees' performance levels on their present jobs;
- to enable employees to maintain performance levels as their present jobs change;
- to prepare employees for new jobs

2.3 The Process of Human Resource Training and Development

Planning and designing of Training and development programs involves a number of processes. The conventional process is discussed here under.

2.3.1 Assessment of Training and Development Needs

Diagnosing needs is the first step in designing training and development programs (Heneman et al., 1989:466; Milkovich and Boudrea; 1998:543; Szilagyi, 1981:349; Patton and Pratt, 2002:466). As defined by many scholars, training needs assessment is the process of identifying areas where individuals lack skills, knowledge and abilities in effectively performing the job. Besides, it involves identifying organizational constraints that are

creating roadblocks in performance (Saiyadain, 1999: 219; Attwood and Dimmock, 1996: 99; Nadler and Wiggs, 1988:8). In other words, it is the process of identifying gaps between desired and actual organizational outcomes, unit achievements, and employees' performance levels (Milkovich and Boudrea, 1991: 409; Nadler and Wiggs, 1988:8; Prokopenko, 1998:81-86). More precisely, Heneman et al. (1980:333) define it as a performance discrepancy that is important to the organization and that can be remedied by means of training or development activities. Performance gaps or organizational constraints could occur for a number of reasons. While some of these constraints or gaps are resolved through training, others could be solved through other measures. Undertaking training needs assessment has, thus, an important purpose of sorting out those problems that could be solved only through training (Nadler and Wiggs, 1988: 9; Attwood and Dimmock, 1996:98-99).

In conducting needs assessment, it is essential to raise critical questions that enable to establish exactly what trainings are required. In doing so, Heneman et al. (1980:333) propose the following questions to be raised. Does a performance discrepancy exist? Is it important to the organization? Is it correctable through training and development? Is training and development the most cost effective solution that can be applied? etc. Conducting training and development activities without first making needs assessment would, otherwise, have a risk of overcrowding training, doing too little training, or leads to missing a point completely (Brown, 2002: 569).

Generally, the ultimate purpose of needs assessment is to determine if there are training and development needs in an organization (Gomez-mejia, Balkin and Cardy, 1995:297). Patton and Pratt (2002:466) also evidence that a study conducted on state government agencies in the US found out that needs assessment was also conducted to introduce new programs, address

performance and productivity problems and to align employee performance with organizational goals.

The assessment of training and development needs is usually conducted through three levels of analysis (Mathis and Jackson, 1997:291-292; Kubr and Prokopenko, 1989:31-33; Milkovich and Boudrea, 1988:543-545; Mitchell, 1982:454-455).

(i) Organizational Analysis - This is a broad look at of the organization's need as a system. Such analysis is critical in deciding where training and development is needed through comprehensive analysis of organizational structure, culture, process of decision making, future objectives, strategic goals and plans, and so on (Saiyadain, 1999:219-220; Mathis and Jackson, 1997:291-292; Mondy, Noe and Premeaux, 1999:262). Organizational characteristics as a whole and problems are critically analyzed in order to make management development and training programs responsive to future changes. In this regard, analysis focuses whether there are adequate people in an organization and tries to identify the knowledge, skills and abilities that will be needed in the future to achieve organizational goals (Brown, 2002: 572; Mathis and Jackson, 1997:291; Saiyadain, 1999: 220). Besides, organizational environment, both internal and external, is analyzed. In general, regarding organizational analysis, Cowling and Mailer (1981:55) have the following to say.

...starts by asking broad questions about the general work environment and the manpower needed to meet present and future demands and then goes on to consider in more detail the organization's aims and objectives, its major policies, the effectiveness of its major operational and functional areas of activity and technologies and resources used. p. 55

(ii) Task analysis - This involves a thorough analysis of the tasks performed in an organization. Therefore, it requires knowing the job requirements (Brown, 2002: 573; Mathis and Jackson, 1997: 292). In conducting task analyses detail examination of various components of jobs and how they are performed should be analyzed. This helps to determine if jobs have changed over certain period and if employees have adequate skills, knowledge and abilities in performing such tasks (Saiyadain, 1999:220). Mondy, Noe, Premeaux (1999:262) also stress that 'importance' and 'proficiency' must be primarily determined in carrying out task analysis. While importance refers to the 'relevance of specific tasks and behaviors in a particular job and the frequency with which they are performed', proficiency is related to employees' competence in performing their tasks.

iii) Person Analysis - This level of analysis focuses on individuals in an organization; that is, how they perform their jobs (Brown, 2002: 573). This level is an important and complex level which is the building block of any needs assessment (Kubr and Prokopenko, 1989:31). In conducting person analysis, individuals' skills, abilities, knowledge and attitudes are examined mainly to determine 'who needs to be trained' and 'what kind of training is needed' (Mondy, Noe and Premeaux, 1999:262; Saiyadain, 1999:220). This is usually done by comparing individuals' performance against established standards.

Kubr and Prokopenko (1989:31) view assessment of management training and development needs from individual and group or team level. They explain that as every manager or employee has unique needs depending upon his/her job profile, educational and cultural background, experience and personality, undertaking person analysis at individual level helps to develop programs that are tailored according to individual needs. Nevertheless, although some needs are individual and unique, other needs are common that requires group needs assessment.

Generally, undertaking needs analysis requires adequate and reliable data. Depending on the types or levels of needs analysis, various techniques are employed to solicit information on training and development needs. At an organizational level, conducting attitude survey, close supervision of organizational performance, observing the behavior of people, complaints from customers, employee grievances, records of accidents, absenteeism, wastage, turnover, employee morale and motivation, etc., are important sources of data (Mathis and Jackson, 1997: 291-292; Saiyadain, 1999:220). Similarly, indicators such as production data, meeting deadlines, quality of performance, absenteeism, late coming, etc., help as sources of data in person analysis. But, in most cases, performance appraisal data is the most widely used approach (Mathis and Jackson, 1997:292). Information on such indicators is thus generated using questionnaires, attitude surveys, skill tests, records of critical incidents, etc. (Mathis and Jackson, 1997:292; Saiyadain, 1999:220). And, according to Mondy, Noe and Premeaux (1999:262), sources of data for task analysis could be generated from job descriptions, job specifications, performance appraisals, interviews, etc. Job descriptions and specifications are important sources of information on expected performances and the skills, knowledge and attitudes required of individuals to accomplish their tasks (Mathins and Jackson, 1997:292).

In general, Patton and Pratt (2002:468) list the following techniques for conducting training needs assessment: observation, questionnaires, consultation with subject matter experts, interviews, group discussion, tests, reference to organizational records and reports, and work samples. All these techniques can be grouped in to surveys, observation, and interviews each of which has their own advantages and disadvantages.

Surveys are important to gather a lot of information from a lot of individuals, and are the most commonly used methods in making training needs assessment. Besides, they are relatively simple to administer. But, results

are often unclear and subjective (Patton and Pratt, 2002: 468). Observation on work sites conducted by skilled subject matter specialists, on the other hand, helps to generate highly relevant data to the work setting. Nevertheless, it is not effective to be employed for a variety of job classification in addition to the great amount of time required for an observation (Patton and Pratt, 2002:468). On top of the above techniques, information on training needs can be obtained by undertaking interviews and focus group discussions. According to Patton and Pratt (2002:468), while interviews allow participants to convey their views and feelings, focus groups permit immediate synthesis of ideas, build support for the specific program under study, and help participants be part of the solutions to the problems under discussion. However, interviewing and focus group discussions require high amount of time and interviewing skills (Patton and Pratt, 2002:468).

The other important issue to be addressed in training needs assessment is to consider who should be involved in these activities. There seems a general consensus that managers particularly line managers, human resource personnel or training specialists and individual workers are the key role players in undertaking training needs assessment in an organization (Cowling and Mailer, 1981:55; Rae, 1986:16; Kubr and Prokopenko, 1989:53-54). However, in rare cases particularly where there is lack of expertise, external consultants can be contacted to carry out needs assessments.

Since line managers and individuals are on the spot and know the work, Rae (1986:16) emphasizes, that they are at the best position to easily and quickly identify training needs. In line with this idea, Cowling and Mailer (1981:55) also state that although training needs assessment are usually made by training departments, every manager should be capable of analyzing training needs with in his own department or section. With regard to individual employees involvement in training needs assessment, Kubr and Prokopenko

(1989:54-55) emphasize that they are important sources of information for the fact that they view on the effectiveness of organizational process, problems of performance, and the potential for improvement of management of their units, etc. Human resources development or training departments also have big responsibilities in undertaking needs assessment. Generally, effective training needs assessment practices should strongly rely on the active participation of all groups whose needs are identified. Because, regarding individuals as passive objects and determining their training needs in authoritarian manner is the worst practice (Kubr and Prokopenko, 1989:53).

After having made detailed analysis, organizations may come across with a number of various training and development needs. Nevertheless, all the identified needs could not be equally important as measured against some standards (Rae, 1986:12). Therefore, it is necessary to prioritize training and development needs on the basis of their importance to organizational objectives. However certain factors like availability of resources such as money and time, upper management's choices, trainers' abilities and motivation, etc. also affect the decision in prioritizing training and development needs (Mathis and Jackson, 1997:292-293).

2.3.2 Formulation of Training and Development Objectives

In the process of training and development activities, the needs assessment phase should provide a set of objectives for programs that might be designed (Gomez-mejia, Balkin and Cardy, 1995:298; Rae, 1986:22). It should come up with precise and clearly defined objectives. This is because, it is the objectives that express the purposes to be achieved, provide the basis for planning of program contents, and selection of training and development

methods, and permit control and evaluation of results (Kubr and Prokopenko, 1989:33, Heneman et al., 1996:428).

Objectives are statements which describe intended outcomes of a training and development program. They state what trainees should accomplish when a program is over. In other words, they also serve as criteria against which the ultimate success of a program is evaluated (Heneman et al., 1996:428; Kerrigan and Luke, 1987:42; Gomez-mejia, Balkin and Cardy, 1995:298).

For successful outcome, objectives must be stated in behavioral terms that are measurable. According to Mathis and Jackson (1997:293-294), objectives of training, for instance, can be set in such a way that they express the quantity of work resulting from training, quality of work to be performed after the training, timeliness of work after training and cost saving as a result of training, etc.

2.3.3 Designing Training and Development Programs

Training and development objectives are translated into meaningful outcomes by designing appropriate programs. Program design, according to Butler (1998: 111) can be described 'as the process of developing training curricula and materials to meet training and development needs'. Programs are usually developed to meet particular needs as prioritized by organizations (Pigors and Myers, 1981:283). However, according to Megginson (1981:206), programs must be designed in a planned way in such a way that the objectives of the program could help organizations to grow, adapt to technological developments, fulfill social responsibilities and provide greater job satisfaction. More specifically, programs need to assist employees and managers to learn correct job methods, achieve a satisfactory level of job performance, and to acquire capabilities that would be valuable in future

jobs (Jacobson, Rubin, and Selden; 2002:485; Monappa and Saiyadain, 1999:173).

Depending on the kinds of needs to be addressed, a number of training and development programs can be designed. These programs can be categorized or viewed separately based on certain factors. For instance, Mitchell (1982:475) classifies them according to the kinds of trainees (Manager versus non-managers), task (motor versus interpersonal), learning (information, attitudes, skills), the setting where training is taking place (on- the-job versus off-the-job). Where as quoting Chatterjee, Saiyadain (1999:227-228) groups them in to four programs: induction training, supervisory training, technical training and management development. Although the scope and type of training still varies depending up on the function of each organization, the kind of training and development programs can more comprehensively be seen from two dimensions as discussed in section 2.2 above: training and development programs for the management group on one hand and to that of the employees on the other. According to Tracey (1984:3-5) and Mondy, Noe and Premeaux (1999: 276), the content of most executive or supervisory management training programs include leadership, strategic planning, , goal setting, policy making, decision making, crisis handling, resource allocating, programming, budgeting, financial management, communication, time management, change management, stress management, performance appraisal, supervision, etc. On the other hand, most training programs for employees focus on specific skills rather than on more general development programs offered to managers (Mondy, Noe and Premeaux, 1999:277-278).

It is however important to design programs based on training and development principles. This is because principles help to guide actions. Therefore, principles have to be taken in to account while designing training and development programs. According to Tracey (1984:6-7), the following

principles of training and development have to be considered in designing programs.

1. Training requires the full commitment and support of top management, supervisory personnel, and the collective bargaining unit.
2. Training programs and activities must focus on problems that can be solved by training-remediation of deficiencies in knowledge, skills and attitudes and not on management problems-performance deficiencies attributable to inappropriate performance standard, inadequate supervision, employee lack of interest, laziness, or dissatisfaction with working conditions, and the like.
3. Training programs must meet both organization and employee needs, and they must encompass all types and levels of employees and cut across all divisions and units of the organization.
4. The pattern and arrangement of training opportunities must complement and implement the philosophy of the organization. Offerings must be balanced, well organized, and properly sequenced, provide adequately for differing needs and abilities, offer sufficient flexibility to managers and trainees, and be responsive to change.
5. Training programs must be developed through a systematic orderly process. They must be built on a firm foundation of precisely defined job performance requirements. And, the materials used must be structured to provide an integrated skills-building sequences of learning experiences
6. Training programs must employ delivery systems that are selected on the basis of training effectiveness, available technology, cost - effectiveness, and results.
7. Training programs must be validated to ensure effectiveness prior to full scale implementation.

8. Training programs must include evaluation and feedback channels and mechanisms to permit refinement, updating, and continuing effectiveness.
9. Training programs must provide ample opportunities for trainees to apply and practice newly acquired knowledge and skills.

In designing training and development programs, it is also essential to ensure that each organization is equipped with its own training and development policy as policies provide general framework or guidelines for detailed plans of action (Reilly, 1979:29). Policies provide broad goals and the means how to reach the goals. Cognizant of its importance, therefore, most countries formulate national training policies for their public servants. Under the framework of the national policy, each organization develops its own training and development policy. According to Monappa and Saiyadain (1999:180), having training and development policy in general is important for the following reasons:

1. To highlight the organization's approach to the training function, provide guidance for design and execution, and to provide information regarding programs to all employees.
2. Formulation of policy helps in identification of policy areas in training, and since resources are scarce they are prioritized according to felt needs.
3. A training policy document helps to communicate the organization's intent regarding an employee's career development, and also gives the employee the opportunity to better his prospects through training.

2.3.4 Implementing Training and Development Programs

This is the stage where training and development programs are put in to effect. This involves conducting training programs in accordance with the design. According to Campagna (1998:128), program implementation involves three activities: planning program implementation, preparing and organizing program activities and executing the program.

Planning program for implementation has the task of producing master plan and identifying and mobilizing resources for implementation. Campagna (1998:130) explains that the master plan helps to prepare a number of activities in a systematic way which in turn helps to monitor the progress of each preparatory activity. Obviously, training resources mainly include human (trainers and support staffs), financial (operational budget) and material (teaching and residential facilities, training equipment etc.) resources. The other important activities that should be performed regarding participants, trainers, time, place, facilities, organizers and budget are listed below (Campagna, 1998:128-129).

Participants

- How will potential participants be identified
- What means should be used to inform them
- How much advance notice should they be given
- How should participants be selected

Trainers

- How will competent and qualified trainers be obtained within the budget limits
- How will trainers be briefed about the objectives, target population, training and availability of resources

Time

- When should the training event take place
- What should be its duration
- When should program publicity be sent out
- When are suitable trainers available
- When should trainers be briefed and appointed
- When should program materials be printed
- When should facilities and resources be prepared

Place

- Where are participants coming from
- Where should the training event take place
- Where should program material be printed
- Where should participants, trainers and support staff be accommodated, have their meals, coffee-breaks and recreation

Facilities

- What physical facilities are required /available
- What training media and support services are required
- What facilities are required
- What recreation facilities are liquid /available

Organizer (s)

- Who is dealing with the participants' administrative matters
- Who is responsible for training personnel (interview, briefing, selection and coordination of trainers)
- Who is providing training support services

Once the necessary preparations are completed, training and development programs could be executed as designed and planned.

2.3.5 Evaluating Training and Development Programs

In the process of training and development, evaluation is the final stage by which the effectiveness of a program is assessed (Gomez-mejai, Balkin and Cardy, 1995:31; Milkovich and Boudrea, 1988:559). As discussed earlier, training programs are designed with the ultimate purpose of improving the efficiency and effectiveness of a program in achieving its intended purpose (Truelove, 2000:124).

Evaluation as defined by Goldstein in Harris and DeSimone(1994:167) is " the systematic collection of descriptive and judgmental information necessary to make effective training decisions related to the selection, adoption, value, and modification of various instructional activities". From the definition, one can infer that evaluation is a systematic and comprehensive activity that uses appropriate and useful information so as to help concerned individuals make informed decisions. It should be important to note here that evaluation measures the effectiveness of a training and development program in monetary or non monetary terms against certain criteria (Werther and Davis, 1993:322; Milkovich and Boudrea, 1988:559; Cowling and Mailer, 1981:66-67).

In general, evaluation of training and development programs has a number of purposes (Reilly, 1979:93-95; Smith, 1998:159-60; Monappa and Saiyadain, 1999:193; Harris and DeSimone, 1994:167-168). Some of the purposes of evaluation mentioned by Harris and DeSimone(1994:167-168) and Truelove (2000-125-126) includ:

- to determine whether a program is accomplishing its objectives;
- to determine whether the objectives of training were the right ones;

- to identify the strength and weaknesses of training and development programs;
- improve current and future programs;
- to determine the cost /benefit or cost effectiveness of training and development programs;
- to improve trainers;
- to reinforce major points to be made to the participant;
- to determine if the program was appropriate;
- to determine if there are unmet training needs;
- to establish a database to assist management in making decisions;

As evaluation requires a lot of resources, particularly in terms of time and money, and expertise, it has to be conducted carefully. Besides, it has to be conducted regularly (Harris and DeSimone, 1994:169-70). According to Bjornberg (2002:507), the best practice of training and development activities is the one that provides a framework for ongoing competency assessments, continuously enhance training and development programs and evaluation techniques, and measure behavior changes of training participants.

Depending on various criteria, different models of evaluating training and development programs have been developed. Among these, the Kirkpatrick's model is the most widely used model in evaluating training and development programs (Megginson, 1981:223; Werther and Davis, 1993:322; Milkovich and Boudrea, 1988:560; Harris and DeSemone, 1994-170). Kirkpatrick's model provides four important criteria against which the effectiveness of any training and development program in achieving its objective is measured. These are:

i) Participants' reaction- the effectiveness of a program is measured against the reaction of trainees mainly to the training content and process. The focus

at this level is the 'perception of trainees' about the program and its effectiveness'(Harris and DeSimone, 1994:171). In this regard, while positive reactions are considered to have encouraging effects, a feeling of dislike may make trainees discouraged and reluctant to use or apply the knowledge, skills, and attitudes obtained from the program. However, evaluating programs based on learners' reaction has a major limitation that the information obtained at this level only indicates satisfaction of participants rather than ensuring whether objectives have been met (Harris and DeSemone, 1994:171).

ii) Learning. Any training and development program is evaluated based on the knowledge, skills, attitude or learning acquired through the training (Werther and Davis, 1993:322; Megginson, 1981:223; Mondy, Noe and Premeaux, 1999:280). Techniques like quiz, standardized tests, demonstration, etc., can help to measure how much participants have learned the facts, concepts, techniques, skills, etc. (Harris and DeSimone; 1994:171; Monappa and Saiyadain, 1999:194).

iii) Behavior. This is a criterion used to measure the changes in the behavior of participants as a result of training and development program (Megginson, 1981:223; Mondy, Noe and Premeaux, 1999:280). This criterion measures whether the changes in behavior of trainees are used back or applied on the job after the program is over. In other words, if the learning did not transfer to the job, it is difficult to conclude that the training and development program has brought about behavioral change in participants (Harris and DeSimone, 1994:171; Truelove, 2000:126; Monappa and Saiyadain, 1999:195). At this level, observation of trainees' behavior on-the-job can help to generate information to assess the impact of the training and development program.

iv) Results. The main focus here is measurable or tangible results or improvements in the individuals or the organization (Megginson, 1981:223). An increased output or improved performance, more organizational efficiency, high profitability, improved and better provision of services to clients or customers, and lower costs, errors, accidents or damages, turnover, absenteeism, etc that are brought about as a result of training and development programs are measured (Harris and DeSimone, 1994:171; Megginson 1981:223; Milkovich and Boudrea, 1988:560; Werther and Davis, 1993:322).

However, Harris and DeSimone (1994:171-172) cite some researchers arguing that Kirkpatrick's model is 'too narrow' and 'evaluates only what happens after the training' rather than the 'entire training process'. Thus, the following models have been developed expanding his idea.

1) Galvin's Model. His model is usually known as the CIPP (Context, Input, Process and Product) model. Here, training and development programs are evaluated based on these criteria. According to Harris and DeSimone (1994:172), context for training refers to measuring the need's analysis, where as input to training focuses on examining available resources. While in the process, focus is made on generating feedback to implementers; in product or outcome, evaluation focuses on measuring the success of a training and development program in achieving its desired objectives.

2) CIRO Model. The model emphasizes on Context, Input, Reaction and Output. This model is essentially the same as to the CIPP except that it takes into account participants' reaction and does not take care off the process (Harris and DeSimone, 1994:172; Truelove, 2000: 126-128).

3) Brinkerhoff's model. This model attempts to evaluate training and development programs against the following six stages: Goal setting (what is

the need?); Program Design (what will work to meet the need?), Program Implementation (Is it working?), Immediate Outcomes (Did participants learn?), Intermediate or Usage Outcomes (Are the participants using what they have learned?) and Impacts and worth (Did it make a worth while difference to the organization?).

4) Bushnel's Model. It is developed based on the systems approach. The model consists of four stages.

- i. Input : includes those inputs like trainees qualifications, trainer ability, etc
- ii. Process: emphasizes on training and development program planning, design, development, and implementation.
- iii. Output: focus is made on trainees' reactions, gained knowledge, skills or attitudes, and improved job behavior.
- iv. Outcome: emphasis is made to examine the effects of training and development programs on an organization like productivity, profitability, customer satisfaction, etc.

It has already been discussed that evaluation of training and development programs takes place at different levels. Depending on the kind of learning objectives to be measured, various techniques are used to elicit valid information. This includes observation, rating, archival performance data, surveys, and interviews (Monappa and Saiyadain, 1999:195; Reilly, 1979:99-106; Harris and DeSimone, 1994:174-177). Evaluation of training and development programs must be conducted carefully collecting relevant data with the appropriate technique and then analyzing it scientifically. Otherwise, it would be difficult to attribute the achievement of organizational goals to training and development programs as other measures such as change of organizational structure, introduction of new technology, etc, may also

contribute to organizational effectiveness (Monappa and Saiyadain, 1999:194; Cowling and Mailer, 1981:67).

There are also other problems in evaluating training and development programs (Truelove, 2000: 124-125). According to Reilly (1979:95-99), some of the problems are the following.

i. Resistance to evaluation-resistance to evaluation of training and development programs happens to come either from the training staff, the trainees or from sponsoring bodies. Reilly (1979) explains that the staff is naturally sensitive to attach evaluation with criticism and may not be happy of being viewed. The staff is also usually highly concerned about the motive of the evaluation and who is carrying it out. Such occurrences may affect the effectiveness of the evaluation program if the staff is not fully co-operative. With regard to sponsoring bodies, Reilly (1979:96) explains that they may attach less value to the continuity of the program. Besides, 'they may be subject to political pressures for the rejection or retention of certain programs'. Trainees on the other hand are concerned about how their comments will affect them, their success on the program and their future career. In short, evaluation is threatening (Truelove, 2000:125).

ii. Expense -evaluation is an expensive activity that requires much time and money. Therefore, there could be reluctance in undertaking evaluation (Truelove, 2000:125).

iii. Trainers lack the knowledge, skill and incentives to evaluate (Truelove, 2000:125).

iv. Time factor-undertaking evaluation activities, designing, collecting data, analyzing, etc, may take a long time depending on the nature of the training and development program. However, to be practical, evaluation must be

undertaken within an expected time frame; otherwise, it would be of no worth (Reilly, 1979:97).

2.4 Training and Development Methods

Training and development methods are the means by which designed programs are put into effect. After all the necessary activities are completed, the appropriate method that is pertinent to a particular situation or appropriate to a program should be selected (Monappa and Saiyadain, 1999:186; Mathis and Jackson, 1997:298). There are a number of training and development methodologies having their own features. Therefore, the selection of the appropriate method should be made based on certain rationale (Saiyadain, 1999:223; Monappa and Saiyadain, 1999:187-188). According to Werther and Davis (1993:315), the selection of the best method depends on cost-effectiveness, desired program content, appropriateness of facilities, trainee as well as trainer preferences and capabilities, and learning principles. However, depending on the content and type of the program more than one method can be used in a particular training and development program. Generally, the most widely used training and development methods or approaches are discussed under the following two broad categories.

2.4.1 On-the-Job Training and Development Methods

As the name suggests, on-the-job training takes place in the work setting and during actual job performance (Schermerhorn, 1989:273; Milkovich and Boudrea, 1991:421; Mathis and Jackson, 1997:494; Heneman et al., 1996:437). Learning takes place in the real work place or situation using the office, documents, materials, facilities and tools that have been used; that is, no special space or equipment are required (Mitchell, 1982:457). In this method, managers or first line supervisors and experienced employees

instruct and demonstrate for others (Milkovich and Boudrea, 1991:421-422; Pigors and Myers, 1981:284; Granham, 1989:216).

Authorities like Megginson (1981), Mitchel(1982) and Holbeche (1988) emphasize that on-job-training is the most important source of employee training and development. If conducted effectively, it has a lot of advantages. To begin with, it provides the opportunity for one-to-one instruction and therefore is individually tailored (Tracey, 1984:2). Secondly, as the training takes place at the work place, it is simple, economical and highly motivating (Graham, 1989:216; Dwivedi, 1984:143). Thirdly, learning takes place while 'the trainee is in the production environment' (Graham, 1989:216; Megginson, 1981:221). Conversely, on-the-job training has some disadvantages: success depends on the ability of and time availability for the trainer (Dwivedi, 1984:143); there could be risk of being exposed to inefficient methods (Graham,1989:217); there could be some incidences like producing low quality of outputs, annoyed customers, wastage of materials, etc. (Milkovich and Boudrea,1991:421).

On-the- job training is not a method to be used for training and development of employees only. It is also important method to train and develop managers. Kerrigan and Luke (1987:84-86) quote Delay stating "real management development occurs on the job, where a person learns to make decisions and live with them". According to Kerrigan and Luke (1987:84-86), on-the-job training activities include periodic performance reviews; observation and critique of how the junior manager is working, solving problems, and managing; regular consultation on operating matters and the like.

A number of specific methods are used in on-the-job training. Some of the most widely used methods are discussed below.

i. Mentoring

Mentoring, as explained by Gomez-mejia, Balkin and Cardy (1995:340), is "a developmentally oriented relationship between senior and junior colleagues or peers". More precisely, Anderson in Bhatta and Washington (2003:212) states that mentoring is "a nurturing process in which a more skilled or most experienced person, serving as a role model, teaches, sponsors, encourages, counsels, and briefs a less skilled or less experienced person for the purpose of promoting the latter's professional and /or personal development". In line with this definition, Gomez-mejia, Balkin and Cardy (1995:40) explain that mentoring involves advising, role modeling, sharing contacts, and giving support and 'thus can take place ' at all levels and in all areas of an organization'. Therefore, a mentor is a trusted and experienced person who has the stature, insight, and maturity to inspire and influence a protégé for his/her complete development (Reddy, Moodley and Maharjj, 2000:301).

Mentoring is an important form of management or staff development (Schermerhorn, 1989:275). In this regard, senior managers have the responsibility to guide the development of junior managers and other employees by identifying and developing their unique needs (Kerrigan and Luke, 1987:88). However, for mentoring to be fruitful, the interests of both parties must be compatible (Mondy, Noe, Premeaux, 1999:265).

Mentoring, according to Bhatta and Washington (2003:212-2130), is a useful development intervention for the following reasons.

- i. Mentors and protégés choose each other by mutual agreement; this implies that there is much more open and trusting relationship between the two parties
- ii. It is evaluative and there is constant feedback from the mentor to the protégé

- iii. It is more guidance-oriented than a strict teacher-student or a trainer-trainee relationship and there are no penalties, for example, for poor performance.
- iv. It is more than likely to be based on shared experiences of the mentor and the protégé
- v. It is continuous learning such that even everyday professional experiences can be shared on an ongoing basis; and
- vi. It is typically of long-term duration and the relationship survives changes in roles or organizations.

Mentoring is generally based on the assumption that most staff development takes place on on-the-job learning; so that, both the mentor as well as the protégé benefit out of it (Bhatta and Washington, 2003:213). On top of this, mentoring is critical for organizational sustenance. Cognizant of these advantages, many countries like Japan, New Zealand, Singapore, Australia, etc., have mentoring schemes in their different public sectors (Bhatta and Washington, 2003:213-214).

ii. Coaching

Coaching is also an important form of on-the-job training and development (Cowling and Mailer, 1981:93; Mondy, Noe and Premeaux, 1999:263). Heneman et al. (1996) define it as "the process of ensuring that employee development occurs in the day-to-day supervisor-subordinate relationship". More comprehensively, Harris and DeSimone (1994:267) define coaching as "the process used to encourage employees to accept responsibility for their performance, enable them to achieve and sustain superior performance, and treat them as partners on working toward organizational goal".

In coaching, the performance level and the conditions under which it occurs must first be analyzed. And then, the necessary face-to-face communication between employee and supervisor must be made in view of improving and

maintaining effective performance (Harris and DeSimone, 1994:267). In this regard, the trainers, called coaches, are expected to help employees by setting challenging goals, explaining the job and informing what is expected of them, evaluating their progress towards these goals and by providing feedback (Graham, 1989:231; Mitchell, 1982: 458; French, 1990:262).

Coaching is an important approach that allows individuals' to learn and progress in their own pacing. On top of this, it is immediate, direct, and inexpensive. It also allows two-way communication (Graham, 1989: 231). Therefore, for coaching to be effective, supervisor-subordinate relationship should be based on mutual trust and confidence (Mondy, Noe, Premeaux, 1999:263).

There are however, problems in coaching. First, its success depends on the ability and skill of the coach (Graham, 1989:232; Mitchell, 1982:458; Gomez-mejia, Balkin and Cardy, 1995:341). In other words, if coaches are incompetent, there would be high risk of transmitting incorrect working methods. Secondly, coaches may not have adequate time. In flat organizations, managers may have more subordinates under their supervision as a result they will spend less time to develop each employee (Mitchell, 1982:458; Gomez-mejia, Balkin and Cardy, 1995:341). Thirdly, most managers are ill prepared to coach employees and feel uncomfortable in the role (Gomez-mejia, Balkin and Cardy, 1995:341). Fourthly, according to Graham (1989:232), coaching is wasted if the trainee fails to pay attention at crucial moments'.

At this point, it is crucial to point out the distinction between coaching and mentoring. According to Bhatta and Washington (2003:212) they have the following important differences: while coaching is mainly concerned with performance improvement, mentoring deals more with career transition as prime objective; 'while coaching is centered on tasks, mentoring is much

wider and can encompass many facets of employees' work, careers and even life-work balance'; while coaching also has connotations of formal hierarchy, mentoring is much more shared relationship.

iii. Job Rotation

Job rotation is also another approach in training and development of employees as well as managers on their job. The approach involves assigning trainees on various jobs for a specified period of time with the objective of broadening their experience (Mondy, Noe, Premeaux, 1999:267; Milkovich, 1982:428; Harrison and DeSimone, 1994:140). According to Heneman et al. (1996:438), "job rotation involves the systematic movement of trainees through a predetermined set of jobs usually with the objective of providing exposure to many parts of an organization and to many variety of functional areas".

Job rotation, therefore, provides trainees the opportunity to work and be familiar with various departments, unites, sections in an organization. To this end, trainees will have an over all view of the organization and the inter relationship of its parts (Mitchell, 1982:458). As learners move from job to job, it enables them to receive coaching from different managers /supervisors of each unit (Kerrigan and Luke, 1987:94). In this regard, supervisors are responsible for orienting, training, and evaluating the trainees where as trainees are expected to learn how each unit is functioning including some key roles, policies and procedures (Harris and DeSimone, 1994:146). However, to be effective, job rotation programs must be flexible and must be 'tailored to the particular needs and capabilities of an individual trainee' (Kerrigan and Luke, 1987:94; Mitchell, 1982:458). Rotational training is also an important approach for management development. It provides managers broad exposure and actual experience in managing and appreciating different viewpoints in several departments (Daver, 1994:129; Kerrigan and Luke, 1987:94). Generally, job rotation benefits trainees in offering more career

options. Besides, it provides an organization with 'more broadly trained and skilled work force' (Gomez-mejia, Balkin and Cardy, 1995: 342).

In rotational training, trainees are expected to 'learn more while observing and doing rather than through instruction' (Harris and DeSimone, 1994:139).

It should be noted, however, that training and development activities should start when new employees join an organization. This is usually done through orientation. As defined by many authorities, it is a planned introduction or adjustment of new employees to the job, co-workers, supervisors and the organization (Mathis and Jackson, 1997:284; Gomez-mejia, Balkin and Cardy, 1995:316; Mondy, Noe and Premeaux, 1999:283; Harris and DeSimone, 1994:222).

As an initial effort in training and development of employees, orientation helps to 'promote safe work habits and to develop loyal, effective and productive workers' (Tracey, 1984:7). Besides, it helps to establish desirable relationships with coworkers and supervisors and to promote safe work habits which may reduce the likelihood of grievances, rule violation, discharge and resignations (Tracey, 1984:7; Milkovich and Boudrea, 1988:550). Generally, Harris and DeSimone (1994:222) list the following purposes of orientation programs.

- Reduce the newcomer's stress and anxiety;
- Reduce startup costs;
- Reduce turnover;
- Reduce the time it takes for the new comer to reach proficiency;
- Assist the new comer in learning the organization's values and expectations;
- Assist the newcomer in acquiring appropriate role behaviors;
- Help the newcomer adjust to the work group and its norms;

- Encourage development of positive attitudes.

2.4.2 Off-the-Job Training and Development Methods

This is a kind of training and development approach conducted away from the work setting (Schermerhorn, 1989:274; Graham, 1989: 216). In other words, the training can be conducted with in or off the organization, but trainees are not engaged in their usual production activity.

Off-the-job training is offered by individuals, associations, institutions, etc that are specialized in training and is usually delivered in a class-room setting (French, 1990:64; Gomez- mejia, Balkin and Cardy, 1995:301). Off-the-job training programs are commonly offered for management or professional development in the form of formal courses, workshops, seminars, etc (Milkovich and Boudrea, 1988:556; French, 1990:64). Thus, trainees can learn in uninterrupted way employing special tools and equipment (Graham, 1989:216; Gomez-mejia, Balkin and Cardy, 1995:301). However, off-the-job training has also its own disadvantages. Firstly, what is learnt may not be transferred back to the job as the classroom situation and equipment used might be different from the actual job situation. Secondly, there is a risk that some employees may consider it as an opportunity to enjoy as a result of which much learning may not take place (Gomez, Balkin and Cardy, 1995:302). Thirdly, it may involve higher costs (Kerrigan & Luke. 1987:184).

2.5 Integrating Human Resource Plans into Strategic Plans

Strategic Plans should clearly indicate the overall organization's purpose and objectives and the means by which they are to be achieved (Mondy, Noe and Premeaux, 1999: 142). In so doing, organization's mission has to be clearly defined and its guiding principles well communicated among all members of

the organization. As a result, employees and managers would put maximum effort in achieving the organization's objectives (Mondy, Noe and Premeaux, 1999: 142; Thomson and Mabey, 1994: 9).

Objectives and strategies determine the type and number of human resources required by an organization in each unit or department to implement policies and programs in achieving the overall organizational goals. In fulfilling this need, the first attempt is to assess the capability and potential of each employees and managers available in the organization. This helps to make the necessary decisions in determining as well as integrating human resource training and development plans with that of strategic plans of an organization. A study made by Bjornberg (2002:508) in the United States has found that the best practices of training and development activities were made by those organizations which linked their training and development efforts to their business plan. In short, training and development plans should be incorporated into strategic plans of an organization; otherwise, training and development programs will be conducted on an ad hoc basis (Gray et al., 1997: 188-189; Wong et al., 1997: 45).

2.6 Constraints to Human Resource Training and Development

The attempt of training and development of people in organizations can be influenced by different factors. To start with, the support and commitment of management to training and development is worth mentioning. Managers at all levels, particularly top management, should provide real support for training and development (Robinson, 1985:193; Mondy, Noe, Premeaux, 1999:158; Pigors and Myers, 1981:282). According to Dwivedi (1984:146), 'the basic problems of training are caused by an untrainable top, a confused

2.7 The Ethiopian Civil Service: An Historic Review

The history of the Ethiopian civil service can generally be viewed from three major eras: The Imperial, the Derg and Current era. However, as its function in all these eras has been the implementation and administration of the respective governments' policies, its function and structure has been shaped by many factors that are historic, political and ideological (Atikilt, 1999:90).

The practice of public administration, however, happened to occur before the Imperial era. Western civilization including modern type of public administration was introduced in Ethiopia during the reign of Menelik II. Public administration was established when Menelik II appointed nine Ministers in 1907 with the objective of providing an orderly and efficient arrangement to the workings of the government (Atikilt, 1999:91; PSC, 1974:10). Sources indicate that authority and responsibilities were vested upon in accordance with the directives that had been followed by the European states. But, there had not been as such uniform rules and procedures that governed the institutions (PSC, 1974:10-11).

The country, however, formally delivered an order for the creation and functions of the Central Personnel Agency during the imperial era. The agency was created in 1961 with order number 23/1961(Negarit Gazeta, 1961:34). Pursuant to this order, regulations were also issued in 1962 with legal notice number 269(Negarit Gazeta, 269/1962). The Agency was established with the objective of providing central leadership under uniform rules and directives to the public servants in Ethiopia.

During the Imperial era, a series of institutionalization and restructuring measures were taken (Atikilt, 1999:91). This had the purpose of forming efficient and effective civil service which is governed by specified rules and

procedures of a uniform nature (PSC; 1974:15-19). This era can be considered as a land mark that had created an enabling environment that responded to the challenges of modernization. According to Ginzberg and Smith (1967: 17-18), during this era the Emperor intensified his effort to strengthen his national government by establishing various higher training institutions in the country. Besides, because of lack of advanced training institutes in the country, the government sent large number of Ethiopians for undergraduate and graduate studies. The imperial era can also be mentioned as remarkable period where a series of proclamations as well as directives regarding the public service were laid down. Training of civil servants both locally and abroad was among the various issues that were addressed by proclamations and other various directives. Training was emphasized mainly for two purposes; one, various institutions were short of educated manpower to fill various positions; secondly, the Agency had the responsibility to create mechanisms by which civil servants could improve their educational status. As a result, many individuals got the opportunity to be trained and educated particularly in abroad. However, there are no evidences indicating whether each ministry had been involved in designing training and development programs for its personnel.

With the coming to Power of the Derg, the name Central Personnel Agency (CPA) was changed to Public Service Commission (PSC) with new organizational structure (FCSC, 1998). The Derg era, on the other hand, was mainly remembered for its nationalization measures as the result of its swift change to socialism. During the Derg era, a number of new institutions and enterprises were established which tremendously expanded the public sector.

With regard to training and development measures, a number of Ethiopians including the public servants were able to get scholarships to attend their education in various fields in many socialist countries. However, as the

CHAPTER III

PRESENTATION AND ANALYSIS OF DATA

This chapter deals with the presentation and analysis of data. The chapter consists of two parts. In the first part, the characteristics of respondents in terms of sex, age, position, work experience, and educational qualification are dealt with. Where as, analysis of the major variables of interest are dealt with in the second part.

3.1 Characteristics of Respondents

A total of 200 questionnaires were prepared and distributed to experts and managers that had more than three years of work experience in their respective organizations. The reason for the exclusion of personnel who had less than three years of work experience in the respective organizations was that the practices that had been carried out by the organizations as well as the problems that had been hindering in designing and implementing training and development programs were measured for the past three years; that is, since 2001. This is in turn because the Federal Ministries were restructured in to new form three years ago which resulted the creation of some new ministries and the demolishing of some of the former ones.

Of the total 200 questionnaires, 170 (85%) were filled in out and returned. Depending on the job title and rank of the Federal Civil Service Commission, experts from junior to senior positions and managers from various levels were participated in filling out the questionnaire. Besides, irrespective of their positions, both line and staff personnel were involved in filling out the

questionnaire. Inclusion of these groups of respondents was made in order to maintain diversity (heterogeneity) among respondents which in turn may increase the comprehensiveness and reliability of the data. Generally, table 1 below depicts respondents' general characteristics.

Table 1 Characteristics of Respondents

| ITEM | EXPERTS (N=104) | | MANAGERS (N=66) | | TOTAL (N=170) | |
|--|--------------------|------|--------------------|------|------------------|------|
| | No. | % | No. | % | No. | % |
| 1. Sex | | | | | | |
| 1. Male | 79 | 76.0 | 60 | 90.9 | 139 | 81.8 |
| 2. Female | 25 | 24.0 | 6 | 9.1 | 31 | 18.2 |
| 2. Age in Years | | | | | | |
| 1. 25-34 | 49 | 47.1 | 7 | 10.6 | 56 | 32.9 |
| 2. 35-44 | 40 | 38.5 | 32 | 48.5 | 72 | 42.4 |
| 3. 45 and above | 15 | 14.4 | 27 | 40.9 | 42 | 24.7 |
| 3. Educational qualification | | | | | | |
| 1. Diploma | 17 | 16.3 | 11 | 16.7 | 28 | 16.5 |
| 2. Bachelor degree | 61 | 58.7 | 25 | 37.9 | 86 | 50.6 |
| 3. 2nd degree and above | 26 | 25.0 | 30 | 45.5 | 56 | 32.9 |
| 4. Work experience on the current position | | | | | | |
| 1. 3-5 years | 61 | 58.7 | 50 | 75.8 | 111 | 65.3 |
| 2. 6-11 years | 29 | 27.9 | 15 | 22.7 | 44 | 25.9 |
| 3. Above 11 years | 14 | 13.5 | 1 | 1.5 | 15 | 8.8 |
| 5. Work experience in the organization | | | | | | |
| 1. 3-5 years | 42 | 40.4 | 18 | 27.3 | 60 | 35.3 |
| 2. 6-11 years | 20 | 19.2 | 14 | 21.2 | 34 | 20.0 |
| 3. Above 11 years | 42 | 40.4 | 34 | 51.5 | 76 | 44.7 |

As table 1 depicts, of the total 170 respondents, 104 (61.2%) and 66 (38.8%) were experts and managers respectively. Among from 104 experts, 76.0% (79) were males and 24.0% (25) were females. Whereas, of the total 66 managers, 90.9% were males and 9.1 % were females. The low proportion of females to that of males in both groups corresponds to the low proportion of

females in the civil service organizations both at an expert as well as in decision making positions.

With regard to age distribution, 47.1%, 38.5% and 14.4% of experts, and 10.6%, 48.5% and 40.9% of managers were in the age groups 25-34, 35-44 and 45 and above years of age respectively. As the table depicts, while the proportion of experts goes on declining with increasing age, significant raise in proportion of managers was observed in age groups 35 and above. On the other hand, there was no any respondent in both groups who was less than 25 years of age.

Respondents' characteristics in terms of educational qualification are also presented in item 3. As indicated in the table, while 16.3%, 58.7%, and 25% of experts were Diploma, Bachelor degree, and Masters degree and above holders respectively, 16.7 %, 37.9% and 45.5 % of managers had Diploma, Bachelor degree, and Masters degree and above. In other words, while the majority of experts were first degree holders, most of the managers were second degree and above holders. Where as, the least proportion of both groups of respondents were diploma holders.

Regarding work experience, respondents were asked how long they have served on their current position; that is, as an expert or as a manager. In both groups, significant proportion of respondents, 58.7% of the experts and 75.8% of the managers had three to five years of work experience on their current position. The remaining 27.9% and 13.5% of experts and 22.7% and 1.5% of managers replied that they had served for 6 to 11 and for more than 11 years respectively. In both groups, significant trend of decline in proportion was observed with increasing years of service on current position.

Respondents were further asked how long they have had served in their respective organizations. As indicated in item 5, while the majority of experts,

40.4%, had work experiences in their respective organizations for 3-5 years and above 11 years, most of the of managers, 51.5%, were found to have served above 11 years. However, the proportion of both respondents who had work experiences 6-11 years in their respective organizations was less. This could be because that those individuals with this range of work experience might have left the organization. However, as the experience gets higher, individuals might have established strong ties with their respective organizations, and therefore the probability of leaving their organization could have got lesser.

3.2 Analysis of Variables Related to the Practice and Problems of Training and Development

In this section, variables related to the practices of training and development of civil servants are addressed. Besides, those factors that had been adversely affecting such practices are dealt with.

3.2.1 Integrating Training and Development Plans into Strategic Plans

Each civil service organization is established with the objective of achieving some specific purpose. With this ultimate objective, each organization is expected to have a strategic plan that comprises strategies in training and development of its human resources. In this regard, attempt was made to assess whether or not training and development plans had been incorporated into each departments' and more comprehensively into the organizations' strategic plans. Concerning this, respondents opinions to various question items were measured at a five point scale (1= strongly disagree; 2= disagree; 3=fairly agree; 4= agree and 5=strongly agree) as indicated in table 2 below. Each question item was analyzed by calculating the mean scores and then

values were interpreted as follows: 0.05-1.49=strongly disagree; 1.5-2.49=disagree; (2.50-3.49)fairly agree; 3.50-4.49=agree; and strongly agree for mean scores above 4.50. These rating scales as well as the intervals also apply for tables 4, 5, 12, 16, and 18. The mean scores of the two groups, experts and managers, were compared employing independent t-test.

Table 2 Integrating Training and Development Plans into Strategic Plans

| ITEM | EXPERTS (N=104) | | | | | | MANAGERS(N=66) | | | | | | |
|--|-----------------|----|----|----|----|------|----------------|----|----|----|----|------|--------|
| | Rating Scale | | | | | | Rating scale | | | | | | |
| | 1 | 2 | 3 | 4 | 5 | x | 1 | 2 | 3 | 4 | 5 | x | t |
| 1.The organization has clearly defined strategic plan | 10 | 11 | 31 | 37 | 15 | 3.35 | 3 | 10 | 20 | 22 | 11 | 3.42 | -0.442 |
| 2.The objectives and guiding principles of the plan are well communicated | 12 | 24 | 34 | 26 | 8 | 2.94 | 6 | 13 | 27 | 15 | 5 | 3.00 | -0.335 |
| 3.There is clearly defined training and development plan at organizational level | 18 | 36 | 36 | 13 | 1 | 2.45 | 8 | 32 | 12 | 9 | 1 | 2.44 | -0.084 |
| 4.The organization's training and development plan is incorporated in to the organization's strategic plan | 16 | 32 | 38 | 13 | 5 | 2.61 | 7 | 24 | 20 | 13 | 2 | 2.68 | -0.468 |
| 5.Each department has clearly defined strategies in achieving the over all organization's objectives | 13 | 26 | 32 | 22 | 11 | 2.92 | 4 | 18 | 23 | 17 | 4 | 2.98 | -0.351 |
| 6.Each department has formal training and development plan | 22 | 41 | 29 | 10 | 2 | 2.32 | 10 | 33 | 17 | 5 | 1 | 2.30 | 0.097 |
| 7.Department's training and development plan is incorporated into the over all organization's strategic plan | 21 | 31 | 35 | 15 | 2 | 2.48 | 11 | 30 | 18 | 6 | 1 | 2.33 | 0.946 |

x= mean scores across each cell

t= calculated t-value

(The Rating Scale 1=strongly disagree; 2=disagree; 3=fairly agree; 4=agree; 5=strongly agree)

In table 2 item 1, attempt was made to investigate how much clearly defined strategic plan organizations had. As fairly agreed upon by both experts and managers with mean scores 3.35 and 3.42, showing no statistical significant difference between the two mean scores at p value 0.01, organizations had clearly defined strategic plans.

For successful attainment of organization's mission, the objectives, strategies and guiding principles of the strategic plan have to be communicated to all members of the organization. Because, strategic plans that are well communicated to all members of the organization are more likely to be implemented as every one puts maximum effort towards the achievement of the objectives. In this regard, respondents were asked to rate their opinion as indicated in item 2. Accordingly, both experts and managers fairly agreed with mean scores 2.94 and 3.00 that the objectives and guiding principles of the strategic plan had been communicated to all members of the organization. The difference between the mean scores of the two groups was not statistically significant at p value 0.01.

Regarding training and development plans, both experts and managers disagreed with mean scores 2.45 and 2.44 that training and development plans had been clearly defined at an organizational level as indicated in item 3. The difference between the mean scores of both groups was not statistically significant at p value 0.01. Similarly, as indicated in item 6, both experts and managers respectively disagreed with mean scores 2.32 and 2.30 that each department had clearly defined human resource training and development plan. This implies that although organizations and departments had clearly defined strategic plan, training and development plans had not been as such clearly developed at both levels.

Concerning whether or not training and development plans were incorporated into strategic plans, both experts and managers fairly agreed with mean score 2.61 and 2.68 that training and development plans had been incorporated in to the strategic plan at an organizational level. Nevertheless, as item 7 reveals, both experts and managers respectively disagreed with mean scores 2.48 and 2.33 that training and development plans had been incorporated into strategic plans at departmental level. The t-

5

test does not show significant statistical difference between the mean scores of the two independent groups at p-value 0.01.

Generally, the data presented in table 2 depict that there had been strategic plans at an organizational as well as departmental level which were fairly communicated to all members of the organization. However, while strategic plans at an organizational level had incorporated human resource training and development plans, much emphasis had not been given to training and development plans at departmental level. As also reviewed and analyzed by the researcher, documents of the strategic plans of the sample organizations were very well developed at an organizational level. However, such endeavor had not been pushed down to the departmental level.

3.2.2 Availability of Training and Development Policy

Both experts and managers were asked whether there was any training and development policy in their respective organizations. All of them, except few experts said 'do not know', replied that there had not been any training and development policy at an organizational level. Discussions made with officials at the Federal Civil Commission also revealed that there had not been any effected training and development policy even at the national level so far. But, a draft human resource development policy has already been prepared. Although it is difficult to expect training and development policy at an organizational level in the absence of national policy, there could be instances whereby organizations may develop their own training and development policy. With this assumption, managers were further asked the reasons why there was no such policy in their respective organizations. This question item was forwarded only for managers as the issue is related to policy making that requires decision by top officials and the management group.

Table 3 Reasons for the Unavailability of Training and Development Policy

| ITEM | MANAGERS(N=66) | |
|--|----------------|------|
| | No. | % |
| 1. Lack of guideline to formulate the policy | 29 | 43.9 |
| 2. Lack of specialists to formulate the policy | 15 | 22.7 |
| 3. Lack of budget to formulate the policy | 10 | 15.2 |
| 4. It has not been given serious attention | 45 | 68.2 |

-Total No. of responses in greater than N because of multiple responses

-Proportions are calculated from N

As table 3 illustrates, the total number of responses to this particular item has risen to 99 because of multiple responses. As confirmed by 45.4% of respondents the absence of training and development policy at an organizational level was attributed to lack of attention by respective organizations to formulate the policy. Besides, lack of guideline and specialists as well as in availability of budget were respectively identified by 43.9%, 22.7% and 15.2% of managers as reasons for the unavailability of training and development policy in the respective organizations. Generally, from table 3, it can be deduced that ignorance and lack of guideline were the two most important reasons for the unavailability of training and development policy at an organizational level. These two major reasons are directly or indirectly related to the impact of the absence of training and development policy at the federal level which might have probably made organizations reluctant to develop their own training and development policy at an organizational level.

3.2.3 The Practice of Conducting Needs Assessment

It has been discussed in chapter two that conducting needs assessment is the first step in designing training and development programs. With this respect, respondents were asked whether their organization or department or section or unit, etc., has conducted training and development needs assessment since 2001. While 69.2% (72) of experts and 60.6 % (40) of

managers replied that training and development needs assessment had been carried out, the rest replied such a practice had not been there.

In the course of conducting needs assessment, the involvement of individuals, immediate supervisors, training personnel, top officials, consultants, etc, has been emphasized. In view of this notion, those who replied that needs have been assessed were further asked to rate their opinions regarding the involvement of these individuals in the course of undertaking needs assessment as indicated in table 4 below.

Table 4 Ratings on Assessment of Training and Development Needs

| ITEM | EXPERTS | | | | | | MANAGERS | | | | | | t |
|--|--------------|----|----|----|---|------|--------------|----|----|----|---|------|--------|
| | Rating Scale | | | | | | Rating Scale | | | | | | |
| | 1 | 2 | 3 | 4 | 5 | * | 1 | 2 | 3 | 4 | 5 | * | |
| 1. Each individual identifies his own T&D needs | 17 | 30 | 14 | 8 | 3 | 2.31 | 8 | 16 | 8 | 7 | 1 | 2.42 | -0.559 |
| 2. Immediate supervisors identify T&D needs | 10 | 23 | 23 | 13 | 3 | 2.67 | 5 | 11 | 10 | 12 | 2 | 2.88 | -1.970 |
| 3. Training personnel identify T&D needs | 5 | 12 | 33 | 20 | 2 | 3.03 | 6 | 11 | 11 | 11 | 1 | 2.75 | 1.425 |
| 4. Top level officials authoritatively determine T&D needs | 8 | 17 | 23 | 17 | 7 | 2.97 | 7 | 12 | 11 | 7 | 3 | 2.68 | 1.286 |

T&D = "training and development"

x= mean scores across each cell

t= calculated t-value

(The Rating Scale 1=strongly disagree; 2=disagree; 3=fairly agree; 4=agree; 5=strongly agree)

Regarding who had been involved in the practice of training and development needs assessment, four main actors were included in the question items as indicated in table 4. As item 1 reveals, both experts and managers respectively disagreed with mean scores 2.31 and 2.42 that individuals had been given the opportunity to identify their own training and development

needs. The difference in mean scores of the two groups was not found statistically significant at p-value 0.01. Nevertheless, as indicated in item 2 and 3 both experts and managers fairly agreed (respectively with mean scores 2.67 and 2.88 for item 2 and 3.03 and 2.75 for item 3) that immediate supervisors in each department, section, unit, team, etc, as well as training personnel had been involved in conducting training and development needs assessment.

Regarding the involvement of top officials in determining training and development needs, both experts and managers fairly agreed with mean scores 2.97 and 2.68 that top officials had been authoritatively determining training and development needs of each department or unit. The t-test did not show significant statistical difference between the mean scores of the two independent samples at p value 0.01. This implies that there had been the practice where by top officials had been authoritatively determining training and development needs of each department.

Table 5 Techniques of Training and Development Needs Assessment

| ITEM | Experts | | | | | | Managers | | | | | | |
|--|--------------|----|----|----|---|------|--------------|----|----|---|---|------|--------|
| | Rating scale | | | | | | Rating scale | | | | | | |
| | 1 | 2 | 3 | 4 | 5 | x | 1 | 2 | 3 | 4 | 5 | x | t |
| 1. Needs were assessed through organizational analysis | 12 | 26 | 26 | 7 | 1 | 2.43 | 7 | 14 | 12 | 7 | - | 2.48 | -0.237 |
| 2. Needs were assessed through task analysis | 15 | 23 | 21 | 12 | 1 | 2.47 | 5 | 18 | 11 | 6 | - | 2.45 | -0.113 |
| 3. Needs were assessed through person analysis | 15 | 22 | 26 | 6 | 3 | 2.44 | 7 | 17 | 9 | 7 | - | 2.40 | -0.220 |

x= mean scores across each cell

t= calculated t-value

(The Rating Scale 1=strongly disagree; 2=disagree; 3=fairly agree; 4=agree; 5=strongly agree)

Undertaking systematic and scientific training and development needs assessment involves at least analysis of three factors: the organization, the job performed by each job holder, and the person. With this understanding, respondents were exposed to rate their opinions how much such practices had been carried out in their respective organizations as indicated in table 5. In all of the three items, respondents mean scores were consecutively 2.43, 2.47 and 2.44 for experts and 2.48, 2.45 and 2.40 for managers showing their disagreement that training and development needs assessment had been made based on organization, job and person analysis.

With regard to the differences in mean scores of the two independent samples for all the three items, the t-test does not show significant statistical difference at p value 0.01. Therefore, the finding in table 5 confirms that there had not been the practice of comprehensively assessing training and development needs based on task, person and organizational analysis. However, respondents' fair agreement in items 2 and 3 of table 4 can not be considered inconsistent with the finding of table 5, because the findings of table 4 simply indicated the existence of limited effort. But as confirmed in table 5, such practices had not been carried out systematically following the conventional methods of needs assessment.

On the other hand, it was discussed in chapter two that a number of data gathering tools can be employed to gather data for analyzing training and development needs depending on the kind of particular programs. In this regard, attempt was made to assess the methods that had been used to gather data and also how the identified needs had been prioritized. Thus, those who replied affirmatively that their respective organizations had been conducting training and development needs assessment were further asked about the methods used and the criteria employed to prioritize identified needs as indicated in table 6 below.

Table 6 Data Gathering Methods Used and Factors Considered in Prioritizing Training and Development Needs

| ITEM | EXPERTS(72) | | MANAGERS(40) | |
|---|-------------|------|--------------|------|
| | No. | % | No. | % |
| 1. How has your organization gathered data in conducting training and development needs Assessment? | | | | |
| a. conducting survey | 42 | 58.3 | 27 | 67.5 |
| b. through observation | 28 | 38.9 | 16 | 40.0 |
| c. performance reviewing | 22 | 30.6 | 9 | 22.5 |
| d. conducting group discussion | 14 | 19.4 | 7 | 17.5 |
| 2. Which factors has your organization considered in prioritizing training and development needs? | | | | |
| a. Availability of budget | 61 | 84.7 | 39 | 97.5 |
| b. Importance and urgency of the needs | 53 | 73.6 | 25 | 62.5 |
| c. Trainees' capability and level of motivation | 13 | 18.1 | 10 | 25.0 |
| d. Availability of training institutions | 7 | 9.7 | 15 | 37.5 |
| e. All identified needs were equally treated | 4 | 5.6 | 4 | 10 |

-Total No of responses is greater than the no. of respondents because of multiple responses

-Proportions are calculated from no. of respondents

As depicted in item 1 of table 6, all the methods listed in the table had been used at various degrees. As the proportion of respondents indicates, the methods employed in descending order had been conducting survey, observation, performance reviewing and group discussions. The highest proportion of using survey than the other methods could have probably been attributed to the measures that had been undertaken by the Ministry of Capacity Building following the civil service reform. Otherwise, in practice the most often used method should have been conducting performance reviewing.

After the necessary data are collected and analyzed, a number of training and development needs could be identified. However, it could be difficult to address all identified needs at a time. Therefore, they have to be prioritized

based on certain criteria. Generally, those experts and managers who replied that training and development needs assessment had been conducted in their respective organizations were further requested about those factors that were considered in prioritizing the needs as presented in item 2. Here, note should be made that the total number of responses is greater than the number of positively replied respondents because of multiple responses.

As illustrated in item 2 option 'a', 84.7% of experts and 41.9% of managers indicated that availability of budget was the most important considered factor in prioritizing training and development needs. The importance and urgency of the need was also identified by 73.6% of experts and 62.5% of managers as the second most important factor in prioritizing training and development needs. The proportions of the other factors were insignificant showing that these factors had not been as such important in prioritizing training and development needs. Generally, the findings of table 6 are consistent with what most literatures emphasize.

Table 7 Reasons for not Conducting Training and Development Needs Assessment

| ITEM | EXPERTS(32) | | MANAGERS(26) | |
|---------------------------|-------------|------|--------------|------|
| | No. | % | No. | % |
| 1. Absence of specialists | 20 | 62.5 | 19 | 73.1 |
| 2. Inadequacy of budget | 21 | 65.6 | 13 | 50.0 |
| 3. Lack of adequate skill | 13 | 40.6 | 12 | 46.2 |
| 4. No need at all | - | - | - | - |

-Total No of responses is greater than the no. of respondents because of multiple responses

-Proportions are calculated from no. of respondents

In contrast, those managers and experts who replied that training and development needs assessment had not been conducted in their respective organization or unit in which they belonged were also asked about the reasons behind for not conducting training and development needs. As depicted in table 7, absence of specialists in the area, inadequacy of budget

and lack of skill in assessing training and development needs were respectively identified by 62.5%, 65.5% and 40.6% of experts as well as by 73.1%, 50.0% and 46.2% of managers.

3.2.4. Designing Training and Development Programs

In this section, attempt was made to investigate whether or not there had been the practice of designing training and development programs by sample organizations for their employees as well as managers. Mean while, the main purposes of the programs were also investigated as indicated in table 8 below.

Table 8 Design and Purpose of Training and Development Programs

| ITEM | EXPERTS | | MANAGER S | | TOTAL | |
|---|---------|------|-----------|------|-------|------|
| | No. | % | No. | % | No. | % |
| 1. Has your organization designed any training and development programs since 2001? | | | | | | |
| a. Yes | 54 | 51.9 | 38 | 57.6 | 92 | 54.1 |
| b. No | 47 | 45.2 | 28 | 42.4 | 75 | 44.1 |
| c. Do not know | 3 | 2.9 | - | - | - | - |
| Total | 104 | 100 | 66 | 100 | 167 | 98.2 |
| 2. If your answer is 'yes', have objectives been set before designing and implementing the programs? | | | | | | |
| a. Yes | 25 | 46.3 | 15 | 39.5 | 40 | 43.5 |
| b. No | 28 | 51.9 | 23 | 60.5 | 51 | 55.4 |
| c. Do not know | 1 | 1.8 | - | - | 1 | 1.1 |
| Total | 54 | 100 | 66 | 100 | 92 | 100 |
| 3. If objectives have been set, do they indicate expected outcomes? | | | | | | |
| a. Yes | 16 | 64.0 | 11 | 73.3 | 27 | 67.5 |
| b. No | 9 | 36.0 | 4 | 26.7 | 13 | 32.5 |
| Total | 25 | 100 | 15 | 100 | 40 | 100 |
| 4. If your answer to question number one is 'yes', what was(were) the main focus(es) of the programs? | | | | | | |
| a. Improving job performance of non-supervisory employees. | 37 | 68.5 | 23 | 60.5 | 60 | 65.2 |
| b. Improving job performance of managers | 20 | 37.0 | 23 | 60.5 | 43 | 46.7 |
| c. Building the capability and potentials of managers | 15 | 27.8 | 10 | 26.3 | 25 | 27.2 |
| d. Introducing new methods, procedures, etc. | 24 | 46.3 | 17 | 44.7 | 41 | 44.6 |

As indicated in item 1 of table 8, the majority of respondents (54.1%) replied that training and development programs had been designed by organizations. In contrast 44.1% replied that the practice had not been there for the past three years. The rest replied that they did not have any knowledge about the issue.

With regard to setting clear and precise training and development objectives, the majority of respondents, 51.9% of experts and 55.4% of managers, replied that objectives had not been set before designing training and development programs. On the other hand, 46.3% of experts and 43.5% of managers confirmed that objectives had been set before designing programs.

Those who replied objectives had been set before designing programs were on the other hand requested whether the objectives had been set in such a way that they clearly and precisely indicate expected outcomes. As indicated in item 3, while 64% of experts and 73.3% of managers asserted the remaining respondents objected that training and development objectives did not indicate expected outcomes.

Those who replied affirmatively to item 1 above were further requested about the purposes of the programs. As illustrated in item 4, of all the respondents, 65.2%, 46.7%, and 44.6% replied that the main focus of the programs had been respectively on improving job performance of non-supervisory employees, managers and on introducing new methods, procedures, directives, etc. However, only 27.2% of respondents replied that the focus of the programs had been on building the capability and potentials of managers as indicated in item 4c. Inference can therefore be made that less attention had been paid to management development. However, the greater emphasis to performance improvement and introduction of new methods, procedures, directives, etc, could be due to the measures that had been undertaken by the Ministry of Capacity Building in putting the new Civil Service Reform in to effect.

Table 9 Trainings Received since 2001

| ITEM | EXPERTS | | MANAGERS | | TOTAL | |
|--|------------|------------|-----------|------------|------------|------------|
| | No. | % | No. | % | No. | % |
| 1. Have you attended any training and development program since 2001? | | | | | | |
| a. yes | 77 | 74 | 57 | 86.4 | 134 | 78.8 |
| b. no | 27 | 26 | 9 | 13.6 | 36 | 21.2 |
| Total | 104 | 100 | 66 | 100 | 170 | 100 |
| 2. If 'yes,' what were the kinds of programs? | | | | | | |
| a. short term trainings | 72 | 93.5 | 51 | 89.5 | 123 | 91.8 |
| b. visit tours | 10 | 13.0 | 10 | 17.5 | 20 | 14.9 |
| c. on-the-job trainings | 6 | 7.8 | 3 | 5.3 | 9 | 6.7 |
| d. education at higher learning institutions | 14 | 18.2 | 13 | 22.8 | 27 | 20.1 |
| 3. If educated at higher learning institutions, was the program related to your job? | | | | | | |
| a. yes | 13 | 92.9 | 13 | 100 | 26 | 96.3 |
| b. no | 1 | 7.1 | - | - | 1 | 3.7 |
| Total | 14 | 100 | 13 | 100 | 27 | 100 |
| 4. If educated at higher learning institutions, did you get the proper placement? | | | | | | |
| a. yes | 7 | 50 | 9 | 69.2 | 16 | 59.3 |
| b. no | 7 | 50 | 4 | 30.8 | 11 | 40.7 |
| Total | 14 | 100 | 13 | 100 | 27 | 100 |
| 5. If your answer is 'yes' to question number 1, who designed the programs? | | | | | | |
| a. my organization | 56 | 72.7 | 37 | 64.9 | 93 | 69.4 |
| b. the Ministry of Capacity Building | 31 | 40.3 | 32 | 40.4 | 63 | 47.0 |
| c. the Federal Civil Service Commission | 12 | 15.6 | 15 | 26.3 | 27 | 20.1 |
| d. the Ministry of Education | - | | 6 | 10.5 | 6 | 4.5 |
| d. do not know | 2 | 2.6 | 2 | 3.5 | 4 | 3.0 |

Table 9 item 1 depicts the proportion of respondents who had attended training and development programs during the past three years; that is, since 2001. As indicated in 'a' 74% of experts and 86.4% of managers had participated in various programs during the past three years. With regard to the kind of programs, the over whelming majority (91.8%) attended short term trainings as indicated in alternative 'a' of item 2. This includes various seminars, workshops, conferences and the like. Nevertheless, as indicated in options 'b' to 'd', the proportion of respondents who had attended each program was very low. In part 'b', of all respondents, it was only 14.9% who had been exposed to visit tours both with in the country as well as abroad.

As expected, within this group, 80% had experienced visit tours abroad. Concerning formal education, 20.1% of the respondents replied that they were educated at higher learning institutions as indicated in part 'd' of item 2. Whereas, the least proportion (only 6.7%) were trained on their jobs.

The kind of trainings indicated in item 2 of table 9, can further be classified into two categories: on-the-job and off-the-job training and development programs. Short term trainings, visit tours and education programs are off-the-job training programs since they are not offered on the job settings while trainees are on their usual production process. Therefore, added up together, the proportion of respondents that had been trained off-their-jobs was 93.3%. This implies that greater emphasis had been given by organizations almost only to off-the-job training and development programs; whereas, on-the-job training and development programs had been almost disregarded. Compared to each other, the proportion of respondents who was trained on their jobs (6.7%) was even 2.2 times less than that of the least proportion of off-the-job training and development program, which is visit tours. On the other hand, as experience shows, it is difficult to conclude that all short term trainings are related to individual participants' particular job.

On the other hand, those educated at higher learning institutions were asked whether the program was related to their particular jobs. While 96.3% confirmed affirmatively the rest (3.7%) replied the programs had not been related to their particular jobs as indicated in item 4. Those educated at higher learning institutions were also asked whether they have got the right placement after the completion of the program. While 59.3% replied positively the rest complained that they had not got the right placement. Viewed separately, while the majority of managers (59.2%) have got the right placement only half of the experts had been properly placed.

Those respondents who have attended training and development programs during the past three years were also asked regarding the design of programs

as indicated in item 5. As revealed in the table, 69.4% of respondents replied that the programs were designed by their own respective organizations. On the other hand, 47.0% and 20.1% the respondents replied that the Ministry of Capacity Building and the Federal Civil Service Commission had been the other two major organizations that had respectively designed the programs.

Both groups of respondents were also requested to indicate the kind of particular programs or courses they have had attended during the past three years as indicated in table 10 below.

Table 10 Responses on the Types of Programs

| ITEM | EXPERTS(77) | | MANAGERS(57) | | TOTAL(134) | |
|--------------------------------|-------------|------|--------------|------|------------|------|
| | No. | % | No. | % | No. | % |
| 1. Strategic Planning | 32 | 41.6 | 33 | 57.9 | 65 | 48.5 |
| 2. Human Relations Skill | 4 | 5.2 | 8 | 14.0 | 12 | 8.9 |
| 3. Performance Appraisal | 13 | 16.9 | 18 | 31.6 | 31 | 23.1 |
| 4. Change Management | 19 | 24.7 | 24 | 42.1 | 43 | 32.1 |
| 5. Time Management | 4 | 5.2 | 3 | 5.3 | 7 | 5.2 |
| 6. Technical Skills | 27 | 35.1 | 11 | 19.3 | 38 | 28.4 |
| 7. Decision Making | 4 | 5.2 | 8 | 14.0 | 12 | 8.9 |
| 8. Financial Management | 6 | 7.8 | 4 | 7.0 | 10 | 7.5 |
| 9. Information Technology | 21 | 27.3 | 20 | 35.1 | 41 | 30.6 |
| 10. Organizational Development | 4 | 5.2 | 5 | 8.8 | 9 | 6.7 |
| 11. Risk Management | 1 | 1.3 | 1 | 1.8 | 2 | 1.5 |

-Total No of responses is greater than the no. of respondents because of multiple responses

-Proportions are calculated from no. of respondents

As table 10 depicts, the types of trainings that had been attended by experts during the past three years in descending order were strategic planning; technical skills training; information technology (the most indicated courses were basic application computer programs); change management; performance appraisal; financial management; human relations skill, time management, decision making, and organizational development (with equal

proportion) and risk management. In a similar order, the courses that had been attended by managers were: strategic planning; change management; information technology; performance appraisal; technical skills development; human relations skill and decision making (with same proportion); organizational development; financial management; time management; and risk management.

Considered to the particular task of each group, the order of trainings in terms of proportion seems important. But, in case of managers, the proportion was very low in some important programs like decision making, organizational development, and time, financial and risk management.

The total number of trainings attended by experts and managers need to be distributed to the total number of corresponding sample sizes in order to see the effect of multiple responses. Accordingly, the average number of programs that had been attended by experts and managers were 1.29 and 4.10 respectively. This shows that on an average managers had attended 3.18 times more programs than that of experts.

On the other hand, respondents' opinion regarding the importance of these programs in bringing about positive effects on the capability and potential of trainees as well as on the effectiveness of the organization was assessed.

Table 11 Ratings on the Impact of the Programs

| ITEM | EXPERTS | | | | | | MANAGERS | | | | | | t |
|--|--------------|----|----|----|----|-----------|--------------|----|----|----|----|-----------|--------|
| | Rating Scale | | | | | | Rating Scale | | | | | | |
| | 1 | 2 | 3 | 4 | 5 | \bar{x} | 1 | 2 | 3 | 4 | 5 | \bar{x} | |
| 1. Improved capability and competence | - | 4 | 29 | 34 | 10 | 3.65 | - | 3 | 22 | 24 | 8 | 3.65 | 0.002 |
| 2. Improved job performance | 1 | 6 | 30 | 31 | 9 | 3.53 | - | 3 | 28 | 20 | 6 | 3.51 | 0.167 |
| 3. Enabled to adapt to new technological developments | 2 | 7 | 30 | 27 | 11 | 3.49 | - | 3 | 24 | 19 | 11 | 3.67 | -1.096 |
| 4. Brought higher job satisfaction and motivation | - | 10 | 36 | 23 | 8 | 3.38 | - | 7 | 33 | 11 | 6 | 3.28 | 0.659 |
| 5. Reduced turn over rates | 7 | 17 | 42 | 8 | 3 | 2.78 | 0 | 16 | 32 | 8 | 1 | 2.89 | -0.807 |
| 6. Reduced complain and absenteeism | 3 | 13 | 40 | 16 | 5 | 3.09 | - | 8 | 40 | 8 | 1 | 3.04 | 0.410 |
| 7. Higher customer satisfaction | 2 | 7 | 42 | 17 | 9 | 3.31 | - | 6 | 34 | 12 | 5 | 3.28 | 0.210 |
| 8. Improved the efficiency and effectiveness of the organization | 3 | 4 | 38 | 23 | 9 | 3.4 | - | 1 | 31 | 17 | 8 | 3.56 | -1.074 |

\bar{x} = mean scores across each cell

t= calculated t-value

(The Rating Scale 1=strongly disagree; 2=disagree; 3=fairly agree; 4=agree; 5=strongly agree)

Table 11 illustrates the impact of training programs mentioned in table 10 as rated by respondents against the eight items. The rating was made in to 5 point scales representing 1 for very low, 2 for low, 3 for medium, 4 for high and 5 for very high. The mean scores are then interpreted in such a way that the mean scores below 3.00 indicate that the impact of the programs against the corresponding item was low. Inversely, mean scores 3.00 and above are interpreted as the impact of the training programs on the particular item was positive.

As indicated in the table, the mean scores of each item, except item 5, were above 3.00 showing no significant statistical difference between the mean scores of the two independent groups at p value 0.01. This indicates that the

impact of training programs' had been positive in all of the items except item 5. However, as indicated in item 5, the mean scores of both groups were below 3.00, the t-test did not indicate significant statistical difference between the mean scores of the two independent samples at p value 0.01, implying that the programs did not bring about positive impact in reducing turnover rates of employees as well as managers.

As the values of the mean scores indicate, the impact of training programs had been high particularly in improving the capability and competence as well as job performance of both experts and managers. Similarly, they were highly important in keeping both employees and managers adapted to new technological developments. However, as indicated in item 6, the impact of programs had been moderate in reducing complain and absenteeism of experts as well as managers with mean score of 3.09 and 3.04 respectively.

3.2.5 Arranging Orientation Programs

It was mentioned in chapter two that training and development activities should start when newcomers join an organization regardless of their past experiences. As each organization has its own unique internal environment, newcomers have to be formally oriented. Because, as most scholars in human resource management emphasize, on top of reducing newcomers stress and anxiety, it helps to avoid the development of negative attitudes as well as adverse first hand experiences that may curtail the future performance of individuals.

Orientation programs shall, therefore, be arranged in such a way that all important issues are properly addressed with active participation and involvement of concerned bodies. Generally, taking in to account the importance of orientation in enhancing effective and efficient performance of

individuals, attempt was made to assess the degree to which orientation programs had been arranged in the sample organizations as indicated in the table below.

Table 12 Ratings on Arrangement of Orientation Programs

| ITEM | EXPERTS (N=104) | | | | | | MANAGERS (N=66) | | | | | | T |
|---|-----------------|----|----|----|---|------|-----------------|----|----|----|---|------|---------|
| | Rating Scale | | | | | | Rating Scale | | | | | | |
| | 1 | 2 | 3 | 4 | 5 | x | 1 | 2 | 3 | 4 | 5 | y | |
| 1. The organization formally arranges orientation programs to new recruits | 33 | 48 | 16 | 3 | 4 | 2.01 | 16 | 27 | 12 | 6 | 5 | 2.35 | -2.047* |
| 2. The organization has a formally set orientation check list | 38 | 45 | 16 | 3 | 2 | 1.90 | 15 | 34 | 14 | 3 | - | 2.08 | -1.273 |
| 3. Each department head/ team leader etc., takes part in orienting new recruits | 27 | 33 | 31 | 10 | 3 | 2.32 | 5 | 23 | 17 | 17 | 4 | 2.88 | -3.359* |
| 4. Top officials involve in orienting new recruits | 44 | 44 | 15 | 1 | - | 1.74 | 15 | 38 | 10 | 3 | - | 2.02 | -2.347* |
| 5. Orientation is conducted only when the organization recruits many individuals | 24 | 34 | 30 | 13 | 3 | 2.39 | 9 | 30 | 18 | 8 | 1 | 2.42 | -0.188 |
| 6. Orientation programs focus on introducing new recruits to peers and co-workers | 21 | 29 | 36 | 18 | - | 2.49 | 4 | 23 | 17 | 21 | 1 | 2.88 | -2.475* |
| 7. Orientation focuses on introducing new recruits about the organization | 27 | 43 | 19 | 11 | 4 | 2.25 | 9 | 27 | 15 | 13 | 2 | 2.47 | -1.327 |
| 8. Orientation focuses on introducing new recruits about their jobs | 16 | 40 | 33 | 11 | 4 | 2.49 | 3 | 19 | 20 | 20 | 4 | 3.05 | -3.497* |

x= mean scores across each cell

t= calculated t-value

(The Rating Scale 1=strongly disagree; 2=disagree; 3=fairly agree; 4=agree; 5=strongly agree)

* Significant at p<0.01

As indicated in item 1 of table 12, both experts and managers respectively disagreed with mean scores 2.01 and 2.35 that orientation programs had been formally arranged in their respective organizations. However, the difference between the mean scores of the two independent samples was statistically significant at p value 0.01. Nevertheless, although the mean scores of both groups lie in the same interval, the standard error of the mean

was 0.02, which is 17 times less than that of the mean difference (0.34). It is, therefore, less likely to conclude that the difference is due to sampling error. In item 2, assessment was made whether organizations had a formally set orientation check list against which properly addressed issues had been measured. In this regard, both experts and managers respectively disagreed with mean scores 1.09 and 2.08, showing no statistical significant difference between the two mean scores, that there had been a formally set orientation check list.

Regarding the involvement of heads of departments, sections, units, teams, etc, in orienting newcomers, while managers agreed with mean score 2.88 , experts disagreed with mean scores 2.32 that the above mentioned individuals had been taking part in orienting new recruits as revealed in item 3. The difference between the mean scores of the two independent samples was statistically significant at p value 0.01. This shows that there is significant difference in the opinions of experts and managers regarding the involvement of heads at various echelons in orientation programs. On the other hand, as indicated in item 4, both experts and managers respectively disagreed with mean scores 1.74 and 2.02 that top officials had been involving in orienting new recruits.

Assessment was further made whether or not orientation programs had been arranged only when many individuals had been recruited at a time. Nevertheless, as indicated in item 5, both groups disagreed with mean scores 2.39 and 2.42 that this had not been also the case.

Respondents were also subjected to express their opinion in the content of orientation programs as indicted in table 12 items 6 to 8. As shown in item 6, while experts disagreed with mean score 2.49, managers fairly agreed with mean score 2.88 that orientation programs had been focusing on introducing newcomers to peers and coworkers. The difference between the mean scores

of the two groups was statistically significant at p value 0.01. Similarly, as indicated in item 8, while experts disagreed with mean score of 2.49, managers fairly agreed with mean score of 3.05 that orientation programs had focused on explaining about incumbents' jobs. The difference between the mean scores of the two independent samples was also statistically significant at p value 0.01. However, as indicated in item 7, both groups respectively disagreed with mean scores 2.25 and 2.47 that orientation programs had not focused on introducing new recruits about the organization: its mission, culture, rules, regulations, policies, etc. The findings in table 12 generally indicate that orientation programs had not been effectively utilized in the sample organizations. With regard to orienting new recruits, a case happened in one of the sample organizations is attached in appendix A as explained by one respondent.

Table 13 Reasons for not Arranging Orientation Programs

| ITEM | EXPERTS(81) | | MANAGERS(42) | | Total(124) | |
|---|-------------|------|--------------|------|------------|------|
| | No. | % | No. | % | No. | % |
| 1. It is costly and time consuming | 4 | 4.9 | 8 | 18.6 | 12 | 9.7 |
| 2. Usually experienced workers are recruited | 7 | 8.6 | 1 | 1.2 | 8 | 6.5 |
| 3. Recruits must left free to learn by themselves | 12 | 14.8 | - | | 12 | 9.7 |
| 4. The organization is not complex. | 8 | 9.9 | 3 | 7.0 | 11 | 8.9 |
| 5. No attention paid to it | 61 | 75.3 | 35 | 81.4 | 96 | 77.4 |

-Total No of responses is greater than the no. of respondents because of multiple responses

-Proportions are calculated from no. of respondents

In table 13 above, those respondents who generally disagreed to item number 1 of table 12 were further requested to mention the reasons behind. As indicated in item 5 of table 13, 77.4% of all respondents replied that orientation programs had not been formally arranged simply because it had not been given considerable attention. The proportions of the remaining reasons were not as such significant. So, the absence of formal orientation

programs in the federal ministries had been attributed to the lack of proper attention in organizing orientation programs.

3.2.6 On-the-Job Training and Development Methods

Table 14 Responses on the use of On-the-Job Training and Development Methods

| ITEM | EXPERTS(N=104) | | MANAGERS(N=66) | | TOTAL(N=170) | |
|---------------------------------------|----------------|------|----------------|------|--------------|------|
| | No. | % | No. | % | No. | % |
| Training and development methods used | | | | | | |
| 1. Mentoring | 10 | 9.6 | 9 | 13.6 | 19 | 11.2 |
| 2. Coaching | 22 | 21.2 | 15 | 22.7 | 37 | 21.8 |
| 3. Job Rotation | 21 | 20.0 | 4 | 6.1 | 25 | 14.7 |
| 4. Others | 11 | 10.6 | 8 | 12.1 | 19 | 11.2 |
| 5. None of the methods are used | 69 | 64.5 | 42 | 63.6 | 111 | 65.3 |

-Proportions are calculated from N

The practice of utilizing on-the-job training and development methods by the federal ministerial offices was also assessed as indicated in table 14 above. As depicted in item 5, of all 104 experts and 66 managers, 64.5 % (69) and 63.6 % (42) respectively replied that none of the above listed on-the-job training and development methods had been utilized in their organizations. It was the remaining 35.5% experts and 36.4% managers who had replied that these methods had been used. As clearly revealed items 1 to 4, the frequency of occurrence or utilizing on-the-job methods had been extremely low. From these findings, it is generally possible to deduce that on-the-job training and development methods had not been extensively utilized as important methods by which the capability and potential of employees and managers is developed.

Table 15 Responses on How Managerial Skills were Acquired

| ITEM | No. | %* |
|--|-----|------|
| Managerial skills were acquired through | | |
| a. Various short term trainings | 26 | 39.4 |
| b. Guidance and assistance from immediate managers | 15 | 22.7 |
| c. Experience at work | 61 | 92.4 |
| d. Formal education | 21 | 31.8 |

* Proportions are calculated from N=66

-Total No. of responses is greater than N because of multiple responses

The growth and development of an organization mainly lies on the skill and capability of its managers. Although there are a number of instances by which managerial skills and capabilities could be acquired and developed, a number of literatures emphasize that learning at higher institutions, intensive and continuous trainings in management institutions and exposures at work to various on-the-job training and development programs are the most important and commonly used ones. In this regard, attempt was made to investigate how managerial skills and capabilities were attained by managers at various echelons in the sample organizations as indicated in table 15. Accordingly, the majority of managers (92.4%) replied that they had acquired their managerial skills through experience at work. Where as, 39.4% and 31.8% respectively replied that they had acquired their managerial skills through various short term trainings and through education at higher learning institutions. The least proportion of respondents (22.7%) replied through guidance and assistance from their immediate managers. Guidance and assistance from immediate managers is absolutely on-the-job training method which may in fact correlate with experience at work. However; firstly, as work experience does not necessarily guarantee getting assistance and guidance from immediate supervisors; secondly, for the purpose of avoiding glossing up or confounding of assistance and guidance from immediate supervisors by work experience, it was presented

as a separate option. Analyzed from this perspective, it is difficult to count work experience as a valuable source of acquiring managerial skills in the absence of guidance and assistance from immediate managers. This, consistent with the finding of table 14, implies that the importance of on-the-job training and development methods as an important element of management development had been less considered by the federal ministries.

3.2.7 Evaluating Training and Development Programs

Employees as well as managers attend a number of training and development programs that are designed either by their own organizations or by others or both. Who ever designed or arranged the programs, organizations need to have a system by which the significance of the programs in bringing about some benefits to individual participants and ultimately to the organization has to be evaluated.

Table 16 The Practice of Evaluating Training and Development Programs

| ITEM | EXPERTS(N=104) | | | | | | MANAGERS(N=66) | | | | | | t |
|--|----------------|----|----|----|---|------|----------------|----|----|----|---|------|--------|
| | Rating Scale | | | | | | Rating scale | | | | | | |
| | 1 | 2 | 3 | 4 | 5 | x | 1 | 2 | 3 | 4 | 5 | x | |
| 1.The organization keeps records of all trainings | 15 | 24 | 45 | 16 | 4 | 2.71 | 6 | 19 | 19 | 18 | 4 | 2.92 | -1.292 |
| 2. Discussions held after a training program is over | 27 | 42 | 29 | 6 | - | 2.13 | 7 | 38 | 16 | 5 | - | 2.29 | -1.174 |
| 3. The organization has formal assessment format. | 22 | 39 | 21 | 18 | 4 | 2.45 | 7 | 34 | 17 | 7 | 1 | 2.41 | 0.263 |
| 4. The organization has a scheme by which the outcome of programs is evaluated | 26 | 44 | 27 | 6 | 1 | 2.15 | 10 | 39 | 14 | 2 | 1 | 2.17 | -0.095 |

x= mean scores across each cell

t= calculated t-value

(The Rating Scale 1=strongly disagree; 2=disagree; 3=fairly agree; 4=agree; 5=strongly agree)

In item 1, respondents were requested to rate about the practice of their organization in keeping records of all courses, seminars, conferences, and

other short term training programs. Both experts and managers fairly agreed with mean scores 2.71 and 2.92 respectively, showing no significant statistical difference between the mean scores at p value 0.01, that the organizations had kept records of all courses, seminars, conferences, workshops, etc, that had been attended by employees and managers. However, it is unlikely that the organizations had a well established system of keeping records as the mean scores are below the mid value of the interval.

Evaluating trainees' reaction to a particular training program provides essential feedback to organizations. In view of this advantage, organizations should create the culture of arranging discussions between trainees and concerned bodies particularly that of immediate supervisors and members of each department or section or unit etc, after any training program has been completed. This enables organizations to draw the strength and weaknesses of the programs. Besides, on top of creating the culture of sharing experiences among members of the organization or departments or sections, etc, the practice fosters some degree of concern on the part of trainees to pay high degree of attention in attending training and development programs. Otherwise, as some literatures emphasize, there could be some probability or likelihood of considering training and development programs, particularly off-the-job programs, as opportunities for luxuries.

Generally, respondents were requested to rate their opinion how much the practice of holding discussions among members of departments or sections, etc, had been practiced as indicated in item 2. Accordingly, both experts and managers respectively disagreed with mean scores 2.13 and 2.29 that discussions had been conducted between trainees and their immediate supervisors in any of the departments, sections, teams, units, etc. The difference in mean scores of the two independent samples was not statistically significant at p value 0.01.

On the other hand, evaluation is not something to be carried out in a haphazard and unsystematic way. Rather, it has to be made formally against certain standardized criteria. In this respect, every office should have a formally set assessment format. Nevertheless, as indicated in item 3 of table 16, experts as well as managers did not agree with mean scores 2.45 and 2.41 respectively that the organizations had formal assessment format that helps to draw feedback from trained individuals. The t-test did not show significant statistical difference between the mean scores of the two independent groups at p value 0.01.

The ultimate purpose of training and development programs is to make a positive difference. As discussed in chapter two, this difference or impact can be exhibited in various forms: improved effectiveness and efficiency in individuals' performance, improved quality of services, effective and improved systems, organizational growth and development, etc. However, it is difficult to solely attribute these effects to the impact of training and development programs. As a result, organizations need to have a scheme by which the impact or outcome of training and development programs could be measured. In this regard, item 4 indicated that there had not been such schemes. Experts as well as managers expressed their disagreement with mean scores 2.15 and 2.17, with no significant statistical difference between the mean scores at p value 0.01, that the organizations had the scheme of evaluating the outcome of training and development programs.

In general, as depicted in table 16, the practice of organizations in keeping records was fair. However, significant problem had been observed in creating mechanisms by which the impact of training and development programs could formally be evaluated. This implies that the practice of post training evaluation had been generally non-existent. That is, after a specific training program, the practice of evaluating the level of individuals' performance,

behavioral changes and improvement in tangible organizational outcomes has not been systematized.

3.2.8 Constraints to Training and Development

It has been discussed in chapter two that a number of factors hinder the design and implementation of training and development programs. In light of the context of the federal ministerial offices, respondents were subjected to identify those factors that constrained the design and implementation of training and development programs as indicated in the table below.

Table 17 Constraints to Designing and Implementing Training and Development programs

| ITEM | EXPERTS | | MANAGERS | | TOTAL | |
|---|---------|------|----------|------|-------|------|
| | No. | % | No. | % | No. | % |
| 1. Has your organization faced with any problem in designing/implementing any training and development program? | | | | | | |
| a. yes | 67 | 64.4 | 54 | 81.8 | 121 | 71.2 |
| b. no | 11 | 10.6 | 7 | 10.6 | 18 | 10.6 |
| c. do not Know | 26 | 25.0 | 5 | 7.6 | 31 | 18.2 |
| Total | 104 | 100 | 66 | 100 | 170 | 100 |
| 2. If 'yes', what was (were) the problem(s)? | | | | | | |
| a. lack of skill | 29 | 43.3 | 31 | 53.7 | 60 | 49.6 |
| b. lack of budget | 53 | 79.1 | 41 | 75.9 | 94 | 77.7 |
| c. lack of appropriate training institutions in the country | 10 | 14.9 | 22 | 40.7 | 32 | 26.4 |
| d. lack of attention by top officials | 22 | 32.8 | 13 | 24.1 | 35 | 28.9 |

As revealed in item 1a of table 17, the majority of respondents, 81.8% of managers and 64.4% of experts, replied that the organizations had faced

with problems. In contrast, equal proportion of experts and managers (10.6%) indicated that there had not been any constraint at all. On the other hand, 25% of experts and 7.6% of managers replied that they had no any knowledge about the issue as indicated in item 1c. Item 1 was also cross tabulated with current position of respondents in order to single out where this group (1c) belonged to. The result depicted that those who replied 'do not know' in item 1c were all in all junior experts and first line managers.

Those who replied 'yes' in item 1 was further requested to indicate the kind of problems their respective organizations had faced with during the past three years. As indicated in item 2b, most of the respondents, 75.9% of managers and 79.1% of experts, mentioned that lack of budget was the major constraint in designing and implementing training and development programs. Next to budget, significant proportion of respondents (49.6%) replied that lack of skills in identifying training and development needs had been the other important factor. However, difference in responses was observed between experts and managers regarding the availability of training institutions and lack of attention by top officials as constraints to designing and implementing training and development programs. While lack of appropriate training institutions in the country was identified by 40.7% of managers as the third important constraint, it was the least indicated constraint by experts. On the other hand, while lack of attention by top officials was identified by 32.8% of experts as the third constraint, it was mentioned the fourth by 24.1% of managers. Generally, although variation in proportions of both groups of respondents was observed, all items listed (from 2a-2d) had hindered the design and implementation of training and development programs.

3.2.9 Selection Criteria

Table 18 Availability and Transparency of Selection Criteria

| ITEM | EXPERTS(N=104) | | | | | | MANAGERS(N=66) | | | | | | t |
|--|----------------|----|----|----|----|------|----------------|----|----|----|---|------|---------|
| | Rating Scale | | | | | | Rating scale | | | | | | |
| | 1 | 2 | 3 | 4 | 5 | x | 1 | 2 | 3 | 4 | 5 | x | |
| 1.The organization has clear selection criteria | 14 | 31 | 40 | 17 | 2 | 2.63 | 6 | 15 | 24 | 17 | 4 | 2.97 | -2.116* |
| 2.The selection criteria are well communicated | 19 | 40 | 31 | 12 | 2 | 2.40 | 9 | 28 | 20 | 6 | 3 | 2.48 | -0.522 |
| 3.Training opportunities are usually offered to individuals as incentives | 5 | 22 | 41 | 28 | 8 | 3.12 | 5 | 12 | 28 | 18 | 3 | 3.03 | 0.550 |
| 4.Training opportunities offered based on good personal relationships | 9 | 31 | 37 | 13 | 14 | 2.92 | 7 | 21 | 22 | 12 | 4 | 2.77 | 0.857 |
| 5.Training opportunities given on the good will of immediate supervisors | 7 | 31 | 34 | 17 | 15 | 3.02 | 5 | 22 | 28 | 7 | 4 | 2.74 | 1.626 |
| 6.Training opportunities are usually offered only to the selected few | 8 | 24 | 39 | 23 | 10 | 3.03 | 5 | 13 | 28 | 17 | 3 | 3.00 | 0.177 |
| 7.Training opportunities usually offered to the line personnel than to the staff personnel | 7 | 25 | 33 | 22 | 17 | 3.16 | 4 | 11 | 20 | 23 | 8 | 3.30 | -0.782 |

x= mean scores across each cell

t= calculated t-value

(The Rating Scale 1=strongly disagree; 2=disagree; 3=fairly agree; 4=agree; 5=strongly agree)

*Significant at $p < 0.01$

The presence of clear and transparent selection criteria is essential for a number of reasons. On top of avoiding or minimizing grievances among members of an organization, it helps to deliver the right training to the right person in accordance with the assessed needs. As a result, resources incurred related to training programs could be utilized for intended purposes. Generally, taking in to account the importance of having selection criterion at an organizational level, attempt was made to assess the opinion of experts and managers regarding the practices how training opportunities had been offered to individuals.

As depicted in item 1, both experts and managers fairly agreed with mean scores 2.63 and 2.97 that the organizations had clear selection criteria. The t-test showed that the difference between the mean scores of the two independent samples was statistically significant at p value 0.01.

Criteria that are not well communicated to all members of the organization can not be counted effective. Because, they are less likely to be understood by all persons in an organization as a result they may not be effectively interpreted. Besides, on top of creating profound grievances among individuals and between employees and managers, it may adversely affect the proper implementation of training and development programs. Generally, respondents' opinion regarding the degree to which the selection criteria had been communicated to all members of the organization was assessed as indicated in item 2 of table 18. Both experts and managers respectively disagreed with mean scores 2.40 and 2.48, showing no significant statistical difference between the mean scores at p value 0.01, that the selection criteria had been communicated to all members of the organization.

Irrespective of the availability of selection criteria, there could sometimes be situations where training and development opportunities could be offered to individuals as incentives. Accordingly, as proved in item 3 of the above table, both experts and managers respectively explained their agreement with mean scores 3.12 and 3.03, showing no statistical significant difference between the mean scores at p value 0.01, that training opportunities had been offered to individuals as incentives.

The other important thing that need to be assessed related to selecting individuals for training and development includes examining whether or not such opportunities had been given based on personal relationships as well as on the good will of immediate supervisors irrespective of the available

selection criteria. In this regard, as indicated in item 4, both experts and managers agreed with mean scores 2.92 and 2.77 that training and development opportunities had been offered to individuals who had good personal relationships with their immediate supervisors. Besides, both experts and managers confirmed their agreement respectively with mean scores 3.02 and 2.74 that training programs had been arranged to individuals based on the good will of their immediate supervisors as indicated in item 5. In both cases, item 4 and 5, significant statistical difference was not observed between the mean scores of the two groups at p value 0.01.

On the other hand, success in achieving organizational objectives can not be attributed to some individuals or to some segment of the organization. However, it is the integrated and coordinated effort of all members of the organization that leads to success. Therefore, based on identified needs, everyone's capability and potential has to be built through various training and development programs. However, the findings in item 6 and 7 revealed that this had not been the case in the sample organizations. In item 6, both experts and managers respectively agreed with mean scores 3.03 and 3.00 that training and development opportunities had been offered only to the selected few. Similarly, as indicated in item 7, both experts and managers confirmed with mean scores 3.16 and 3.30 respectively that most training and development opportunities had been provided to line personnel than the staff personnel. The difference in mean scores of the two independent samples, in both item 6 and 7, was not statistically significant. Generally, the findings in table 18 assert that training and development opportunities had not been given to individuals based on formally set criteria as a result of which most opportunities had been concentrated only on some segment of the organization as well as only to some individuals. With regard to providing training opportunity, a case happened in one of the sample organizations is attached in appendix B as has been written by one respondent.

CHAPTER IV

SUMMARY, CONCLUSION AND RECOMMENDATIONS

4.1 SUMMARY

Now days, it is apparent that organizations of all forms build the capability and potential of their human resources through training and development programs. Cognizant of its advantages in withstanding the impact of the changing environment, most organizations invest a lot of money in designing and implementing training and development programs.

Although it is difficult to attribute the success of organizations only to training and development measures of human resources, it is proved that properly designed training and development programs play considerable role in bringing about organizational success among other factors. Taking this fact in to account, almost all private as well as public organizations invest huge amount of resources in continuously developing their human resources. However, it is well documented that the attempt to train and develop people in organizations particularly in developing countries including Ethiopia has been constrained by a number of factors.

The purpose of this study is, therefore, to assess the practices that has been carried out by some Federal Civil Service organizations in Ethiopia in training and developing their human resources, and also to investigate those factors that has been adversely affecting such practices. The study particularly focused on addressing basic questions that were related to the practice of carrying out training and development needs assessment, designing, implementing and evaluating programs, and what factors had

been hindering such endeavors. In light of these objectives, data were collected from eight organizations that were embraced by five federal ministries.

Out of a total of 18 Federal Ministries that are governed by the Federal Civil Service Proclamation, five ministries were randomly selected for the study. Then, of those organizations that come under these five ministries, eight were randomly selected for the study. In general a total of 104 experts from junior to senior title as well as 66 managers from various levels were randomly selected for the study. Of these subjects, 109 were line and 61 were staff personnel.

Both questionnaire and documentary analysis were employed as an instrument of data collection. After making the necessary coding, data were entered in the computer and analyzed using SPSS. Depending on the nature of the data, variables were analyzed using both descriptive (frequency counts, percent, and weighted mean) and inferential (independent t-test) statistics. Accordingly, the following findings are drawn.

1. Integrating training and development plans into strategic plans

- 1.1 There had been fairly developed strategic plans both at an organizational as well as departmental level. However, while training and development plans had not been well developed at an organizational level, such a plan had been almost non-existent at departmental level.
- 1.2 While training and development plans had been fairly integrated in to strategic plans at an organizational level, this practice had not been pushed down to the departmental level.

2. Training and development policy

2.1 There was no training and development policy both at an organizational as well as federal level. As confirmed by respondents, the most important reasons for the absence of the policy at an organizational level in descending order were lack of attention in formulating the policy, lack of guideline, lack of specialists in the area, and budgetary constraints.

3. Assessment of Training and Development Needs

3.1 The majority of experts(69.2%) and managers(60.6%) confirmed that there had been the practice of conducting training and development needs assessment in their respective organizations particularly by immediate supervisors as well as training personnel. However, irrespective of this effort, it was agreed by both managers and experts that top level managers had been authoritatively determining training and development needs of each department.

3.2 The practices that had been undertaken by the organizations in assessing training and development needs had not been conducted employing the conventional methods.

3.3 Both managers and experts asserted that absence of specialists in the area of training and development, inadequacy of budget, and lack of skills were the most common problems that constrained the assessment of training and development needs.

4. Designing Training and Development Programs

- 4.1 It was confirmed by 57.6% of managers and 51.9% of experts that the sample organizations had designed training and development programs for its employees as well as managers during the past three years. However, the majority of respondents were not knowledgeable whether objectives had been set before the design of the programs.
- 4.2 Most of the programs that had been designed by organizations during the past three years were found to have been mainly focused on improving job performance of employees and managers. Besides, significant proportion of respondents replied that the programs had focused on introducing both employees and managers about new methods, procedures, directives, etc. However, management development had been given the least attention.
- 4.3 The majority of respondents, 74% of experts and 86.4% of managers, had been exposed to various short term training programs that had been designed by their own organizations as well as by the Ministry of Capacity Building. However, 68.7% of respondents confirmed that these trainings had been limited to short term seminars, workshops, conferences and various orientation programs. It was also found out that while visit tours both locally and abroad as well as education at higher learning institutions had been utilized at a lower scale, on-the-job training and development programs had been extremely ignored.
- 4.4 As confirmed by most of respondents, training programs that had been arranged on key management areas had been mainly limited

to strategic planning, change management and performance appraisal. The proportion of managers and experts trained on these areas was almost equal.

5. Arranging Orientation Programs

5.1 Both managers and experts agreed that the practice of formally arranging orientation programs to new recruits had been extremely low.

5.2 As confirmed by the overwhelming majority of respondents, orientation programs had not been formally arranged simply because it had not been given due attention.

5.3 Significant difference in opinions of experts and managers was observed regarding the involvement of various officials and also on the focus of the available limited orientation programs. That is, while managers agreed, experts on the contrary disagreed that top officials as well as heads at various levels had not been involved in orienting new recruits and also new recruits had not been formally introduced to peers and their jobs.

6. The Practice of Utilizing On-the-Job Training and Development programs

6.1 The practice of training and development of employees as well as managers on their jobs through mentoring, coaching, job rotation, etc, had been extremely low. However, ironically, the overwhelming majority (49.6%) of managers confirmed that they had acquired their managerial skills through their work experiences.

7. The Practice of Evaluating Training and Development Programs

7.1 As fairly agreed upon by experts and managers respectively with mean scores 2.71 and 2.92, there had been the practice of keeping records of all courses, seminars, workshops, etc attended by individuals. However, as agreed upon by both experts and managers, there had not been formal assessment format as well as a scheme by which the outcome of training and development programs had been evaluated.

8. Constraints to Training and Development Endeavors

8.1 As confirmed by 42.5% of respondents, the major constraint to training and development of employees as well as managers had been lack of adequate budget. On top of this, it has been found that lack of skills in identifying training and development needs had been the second most important constraint. Lack of appropriate training institutions in the country had been also the other important constraint as confirmed by significant proportion of managers.

9. Selection Criteria

9.1 Although managers and experts fairly agreed that organizations had clear selection criteria, it had been found that training and development opportunities had been offered to individuals who had good personal relationships with their immediate supervisors and top officials and also such opportunities had been given on the good will of top officials. Besides, irrespective of the available selection

criterion, training and development opportunities had been offered to individuals as incentives.

- 9.2 It was also agreed by experts and managers that most training and development opportunities had been mainly given to the line personnel than the staff personnel.

4.2 CONCLUSION

Based on the findings the following conclusion was drawn

1. Although strategic plan in general has received considerable attention both at an organizational as well as at departmental level, human resources training and development plan had not been well developed and incorporated in to strategic plans particularly at departmental level.
2. Although there had been the practice of conducting training and development needs assessment, it had not been carried out systematically and comprehensively analyzing the task, the person and the organization.
3. Most training and development programs that had been designed by respective organizations and the Ministry of Capacity Building were limited to short term seminars, workshops and conferences. These programs had mainly focused on improving the current job performances as well as on introducing new directives, procedures, etc, to both employees and managers. On the other hand, although efforts had been made to train both employees and managers on key

management areas, greater emphasis had been made to change management, strategic planning and performance appraisal.

4. Training and development of employees and managers on their jobs through mentoring, coaching, job rotation, understudy assignments, etc, had generally been neglected; however, much emphasis had been given to off-the-job training and development programs.
5. The practice and the system of utilizing orientation programs as a starting point of training new entrants had been highly disregarded.
6. Although there had been considerable effort in training and development of both employees and managers, there had not been a scheme by which the effect or the out come of the programs had been evaluated.
7. Training and development of human resources had been hampered by budgetary problems, lack of skills in identifying training and development needs and lack of appropriate training institutions in the country.
8. Irrespective of the available selection criteria, training and development opportunities had been offered to individuals based on personal relationships, on the good will of top officials and also as incentives.

4.3 RECOMMENDATIONS

1. Strategic plans indicate the over all organizations mission, purpose and objectives, as well as the strategy by which these objectives are to be met. In realizing these objectives, the required type and number of

personnel at each department, section, unit, team, etc, has to be clearly spelt out through preparing clear and transparent human resource plan. Because, human resource is the most important element that is required to successfully achieve organizational objectives. In this regard, it is recommended that each organization has to clearly set its human resource training and development plan both at organizational as well as departmental level.

2. Training and development plans meet their desired objectives only if they are performed based on systematic needs assessment. Otherwise, it would be wastage of resources as designing and implementing training and development programs consume much resource in terms of time, money and material. Thus,

2.1 Training and development needs assessment has to be made comprehensively analyzing tasks performed by each job holder, the organizations' environment, structure, mission, etc, and the knowledge, skill, attitude required of each job holder.

2.2 Effort has to be made by the Ministry of Capacity Building in general and each organization in particular to build the capability, particularly on human resource planning and performance appraisal, of those individuals who are by virtue of their title charged with identifying the training and development needs of all personnel in their respective department, team, section, unit, etc.

2.3 The culture of relying on off-the-job training and development programs and ignoring on-the-job methods has to be reverted in such a way that both methods have

to be utilized depending on the nature and content of the programs as well as on the capability and ability of supervisors. In this regard, it is recommended that the Ministry of Capacity Building has to provide intensive trainings to heads of various departments, units, sections, etc, that enable them to devise a scheme by which on-the-job training and development methods could be implemented.

- 2.4 Designing and implementing training and development programs should be regulated by policy. Therefore, there has to be training and development policy both at the federal as well as at an organizational level. Thus, the Ministry of Capacity Building has to put into effect national training and development policy and correspondingly provide technical assistance to ministerial offices in designing their own organizational training and development policy.
- 2.5 Training and development programs are usually designed for two main purposes: to fill the gap that exists between what is being done and what should have been done, and to build the capability and potential of individuals for better future performances. These purposes could be reached out if and only if the right training is provided to the right person in accordance with the identified needs. Therefore, it is recommended that each federal ministry has to set clear and transparent selection criteria that govern every one in the organization irrespective of his/her position.

- 2.6 Unless the significance as well as outcomes of training and development programs is evaluated, it is hardly possible to conclude that such programs could meet their desired objectives. Therefore, it is recommended that organizations should design and institutionalize the scheme by which the impact of training and development programs could be evaluated.
3. Designing and implementing training and development programs had been found hindered by three major constraints: lack of budget, lack of adequate skills and lack of appropriate institutions in the country. Although these are big challenges to be addressed, the following recommendations are, however, forwarded.
- 3.1 In a status of serious national budgetary deficits, it is difficult to address all training and development needs at a time. Therefore, it is recommended that
- 3.1.1 Each organization has to be fully automated so that with the current affair of technological development, it would be possible to access various programs.
- 3.1.2 Organizations should design various projects and also seek various means by which financial, material, as well as human resources could be obtained.
- 3.2 The current measure that is being undertaken by the government in establishing Civil Service Reform in each organization has to be strengthened by building the capability and potentials of each personnel in the office by

providing intensive training particularly in the area of organizational development and human resources management; otherwise, it is difficult to expect that these personnel could make something different.

3.3 It is the Ethiopian Management Institute that has been charged with providing various short term training programs to government, non-government and private institutions all over the country since long ago. The Ethiopian Civil Service College has also been playing considerable role in training and educating civil servants in various fields. But,

3.3.1 Compared to the number of civil servants in the country, these institutions do not seem adequate to accommodate all the needs. Thus, it is highly recommended that private institutions and colleges be encouraged by the government to play considerable roles in this regard.

3.3.2 Civil servants are highly diversified in terms of their educational qualification as well as in the area of their specialization. Therefore, measures have to be taken by these two training institutions in diversifying their area of training as well as in providing trainings in more advanced levels.

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Appendix-A

Case one

A case presented as written by one respondent regarding orientation

I have worked in this organization for about five years. My boss has many years of experience. But the principle he advocates about new recruits is so unique. He strongly believes that new entrants should be panicked in order to make them loyal and effective in their later performances.

One day, a secretary was recruited and assigned to our office. She was highly experienced adult woman. The first moment she started working in our office, she was put under stress by the boss telling her that she is not a good worker. From the next day on, she did not appear in the organization and left out her work. After some time, the reserve secretary was called on to start working in our office. Surprisingly, the boss produced a letter complaining that a reserve and incapable secretary is assigned to his office. This letter was written after an hour the secretary appeared in our office for the first time. So, imagine what would happen to the feeling of that secretary. Generally, I do not think bosses give credit to orienting new employees.

Appendix-B

Case two

A case as it was written by one respondent regarding selection

I do not think what is being done in our organization also happens in other governmental institutions. A lot of new and unbelievable decisions pass in our office with regard to offering training opportunities. In the organization I work, a training opportunity in technical field was obtained. The training was meant to improve the competency of experts. Therefore, prospective trainees need to have basic knowledge in the area of engineering. However, as the training was to be conducted in Europe, it was the organizations' lawyer who was sent for the training.

Appendix – C

ADDIS ABABA UNIVERSITY
SCHOOL OF GRADUATE STUDIES
DEPARTMENT OF EDUCATIONAL PLANNING AND MANAGEMENT
A STUDY ON “THE PRACTICE AND PROBLEMS OF HUMAN RESOURCE
TRAINING AND DEVELOPMENT IN SOME FEDERAL MINISTRIES IN ETHIOPIA

A QUESTIONNAIRE TO BE FILLED OUT BY EXPERTS AND MANAGERS

The purpose of this questionnaire is to gather data regarding the practices that have been carried out by the Federal Ministerial Offices in building the capability and potential of their human resources (staff) through various training and development programs for the last three years; that is, since 1994 E.C, and also tries to investigate the problems that have been encountering such endeavors.

This study is purely academic and thus would not affect you in any case. However, the findings of the study and the recommendations forwarded are believed to provide valuable input for civil service organizations regarding training and development of their human resources. So, your genuine, frank and timely response is vital for the success of the study. Therefore, you are kindly requested to respond to each question item carefully.

Note:

1. No need of writing your names
2. Where alternative answers are given, encircle your choice. Where as for the tables, insert the numbers indicated corresponding each option.
3. The term “manager” in this questionnaire refers to team leaders, section heads, division heads, services heads, department heads, commissioners, ministers. etc, who have the authority to supervise others.

Thank you for filling out the questionnaire in time!!

SECTION I- PERSONAL INFORMATION

1. Age: _____ years.

2. Sex: 1. Male 2. Female

3. Educational attainment/ Qualification

1. Below grade 12

5. First degree

2. Grade 12 complete

6. Second Degree

3. High school diploma

7. PhD and above

4. College diploma

8. Specify if any other _____

4. Field of specialization _____

5. Current Position

1. Junior expert

2. Expert

3. Senior Expert

4. Division/Section/Services/ Team Leader.

5. Department Head

6. Commissioner/ Minister

7. Any other _____

6. How long have you served on the current position? _____ Years.

7. How long have you totally served in this organization? _____ Years

8. Which do you belong to according to the organizational structure of your office?

1. Staff Personnel (ጽጋና ሰጢ)

2. Line Personnel

3. If your answer to the above question is "Yes", how was it communicated? (More than one option can be chosen)

1. Distributed through leaflets to all members of the organization
2. Published as manuals and distributed to each department/unit/team/section, etc
3. Through briefing sessions
4. Through orienting new recruits
5. Mention if the organization uses any other method _____

4. Having formal written training and development policy at an organizational level has a lot of advantages, some of which are listed below. Rate the advantages as 1=very low; 2=low; 3=medium; 4=high; 5=very high, which your organization has benefited as a result of having the policy.

| Question item | <i>Very low</i> (1) | <i>Low</i> (2) | <i>Medium</i> (3) | <i>High</i> (4) | <i>Very high</i> (5) |
|--|------------------------|-------------------|----------------------|--------------------|-------------------------|
| 1 Ensured consistency of action | | | | | |
| 2 Helped to make effective decisions | | | | | |
| 3 Helped to maintain continuity of training and development activities | | | | | |
| 4 Provided equal treatment of all individuals | | | | | |
| 5 Facilitated the human resource planning activity | | | | | |
| 6 Provided guidance for designing and execution of training and development programs | | | | | |
| 7 Helped to prioritize training and development activities | | | | | |

5. If your organization does not have training and development policy, what is(are) the reason(s) behind?(To be answered only by managers)

1. Lack of guideline to formulate the policy
2. Lack of knowledgeable specialists in the organization to develop the policy
3. Lack of budget to formulate the policy
4. It has not been given serious attention
5. Please mention if there are other reasons, _____

SECTION IV- TRAINING AND DEVELOPMENT NEEDS ASSESSMENT

1. Has your organization, department, team, etc conducted training and development needs assessment since 1994 E.C? (If your answer is “No”, go to Question No. 10 Below)

1. Yes 2. No 3. Do not know

If your answer to the above question is “Yes”, indicate your reaction to the following statements inserting the numbers (1=for strongly disagree; 2=for disagree; 3=for fairly agree; 4=for agree; 5= for strongly agree) in each box corresponding to each item.

| | <i>Question item</i> | <i>Strongly disagree</i> (1) | <i>Disagree</i> (2) | <i>Fairly agree</i> (3) | <i>Agree</i> (4) | <i>Strongly agree</i> (5) |
|---|---|---------------------------------|------------------------|----------------------------|---------------------|------------------------------|
| 1 | Each individual in the organization has been given the opportunity to identify his own training and development needs irrespective of his/her position | | | | | |
| 2 | Training and development needs of each individual in each unit, section, team or department has been identified by immediate supervisors | | | | | |
| 3 | Training and development needs in the organization have been identified by the training department/coordinator/officer (omit this question if there are no such positions or titles in your organization) | | | | | |
| 4 | It has been top-level managers who authoritatively determined training and development needs of each department/unit/section/etc | | | | | |
| 5 | Training and development needs had been identified through analysis of the culture, structure, plan, objective, etc. of the organization | | | | | |
| 6 | Training and development needs had been identified through analysis of the tasks performed by each jobholder | | | | | |
| 7 | Training and development needs had been identified through analysis of the knowledge, skills, attitude, etc., of each individual | | | | | |

8. Once training and development needs are identified, they have to be prioritized. Which of the following factors does your organization considered in prioritizing needs? (More than one response can be chosen)

1. Availability of budget
2. Importance and urgency of the need
3. Trainees' capability and level of motivation
4. Availability of training institutions
5. All the identified needs are equally treated
6. Mention if there are other factors _____

9. How does your organization gather information in analyzing training and development needs? (More than one response can be chosen)

1. Conducting survey
2. Observing how individuals are performing their tasks
3. Performance reviewing
4. Conducting group discussion
5. If there are any other methods, mention please _____

10. If your organization does not have conducted training and development needs assessment at all, what is (are) the reason(s) for that?

1. The organization does not have specialists to undertake training and development needs assessment
2. There is no adequate budget to conduct training and development needs assessment
3. Managers at each level do not have adequate skills to conduct training and development needs assessment
4. There is no training need at all in the organization
5. Attention has not been give
6. If there is(are) any other reason(s) please specify _____

SECTION V- TRAINING AND DEVELOPMENT OBJECTIVES

1. Has your organization designed any training and development program for its non-supervisory employees and managers during the past three years?

1. Yes
2. No

2. Does the organization set objectives before the design /implementation of training and development programs?

1. Yes
2. No
3. Do not know

6. Mark "X" all the kinds of trainings you have received since 1994 E.C?

- | | |
|------------------------------------|----------------------------------|
| _____ Strategic planning | _____ Decision making |
| _____ Human relation skill | _____ Financial management |
| _____ Performance appraisal | _____ Information technology |
| _____ Change management | _____ Organizational Development |
| _____ Time management | _____ Risk management |
| _____ Technical skills development | |

Mention please if there are any other _____

7. How do you rate the relevance of the programs that you have attended?

| | <i>Question item</i> | <i>Very poor(1)</i> | <i>Poor (2)</i> | <i>Fair (3)</i> | <i>Good (4)</i> | <i>Very good (5)</i> |
|---|---|---------------------|-----------------|-----------------|-----------------|----------------------|
| 1 | Improved the efficiency and effectiveness of the organization | | | | | |
| 2 | Improved the capability and competence of workers | | | | | |
| 3 | Improved job performance of employees and managers | | | | | |
| 4 | Enabled to adapt to new technological developments | | | | | |
| 5 | Brought higher job satisfaction and motivation | | | | | |
| 6 | Reduced turn over rates of workers | | | | | |
| 7 | Reduced complain and absenteeism of individuals | | | | | |
| 8 | Brought high customer satisfaction | | | | | |

SECTION VII-TRAINING AND DEVELOPMENT METHODS

Indicate your reaction to the following statements inserting the numbers (1=for strongly disagree; 2=for disagree; 3=for fairly agree; 4=for agree; 5= for strongly agree) in each box corresponding to each tem.

| | <i>Question item</i> | <i>Strongly disagree(1)</i> | <i>Disagree (2)</i> | <i>Fairly agree(3)</i> | <i>Agree (4)</i> | <i>Strongly agree(5)</i> |
|---|---|-----------------------------|---------------------|------------------------|------------------|--------------------------|
| 1 | The organization formally arranges orientation programs to all new recruits | | | | | |
| 2 | The organization has a formally set orientation check list | | | | | |
| 3 | Each department head team leader etc takes part in orienting new employees | | | | | |

| | <i>Question item</i> | <i>Strongly disagree(1)</i> | <i>Disagree (2)</i> | <i>Fairly agree(3)</i> | <i>Agree (4)</i> | <i>Strongly agree(5)</i> |
|---|--|-----------------------------|---------------------|------------------------|------------------|--------------------------|
| 4 | Top officials involve in orienting new recruits | | | | | |
| 5 | Orientation is conducted only when the organization recruits many individuals at a time | | | | | |
| 6 | Orientation programs focus on introducing new recruits to peers and co-workers | | | | | |
| 7 | Orientation focuses on the organization's mission, culture, rules, regulation, policies, etc | | | | | |
| 8 | Orientation focuses on introducing new recruits about their jobs | | | | | |

9. If your organization has not been arranging orientation programs to new recruits, what is (are) the reason(s) for that?

1. It is costly and time consuming
2. The organization usually recruits experienced workers
3. Recruits must be left free to learn about the organization by themselves
4. The organization is not as such complex to new recruits
5. Attention is not given to it
6. If there is (are) other reasons mention please _____

10. Which of the following methods are used in your organization across all departments, teams, sections, etc., to train and develop employees and managers?(More than one option can be chosen)

1. Mentoring
2. Coaching
3. Job rotation
4. Understudy assignments
5. Case study
6. None of the above methods are used

11. How do you come to learn about your managerial skills? (More than one option can be chosen)/Please omit this question if there are no any persons under your supervision/(to be answered only by managers)

1. Through various workshops, seminars, etc
2. Through guidance and assistance from immediate supervisor
3. Through experience at work
4. Through formal education at higher learning institutions

5. Through distance education

6. If there has been other ways, specify please _____

SECTION VIII-EVALUATING TRAINING AND DEVELOPMENT PROGRAMS

Indicate your reaction to the following questions inserting the numbers (1=for strongly disagree; 2=for disagree; 3=for fairly agree; 4=for agree; 5= for strongly agree) in each box corresponding to each question item.

| <i>Question item</i> | <i>Strongly disagree</i> (1) | <i>Disagree</i> (2) | <i>Fairly agree</i> (3) | <i>Agree</i> (4) | <i>Strongly agree</i> (5) |
|---|---------------------------------|------------------------|----------------------------|---------------------|------------------------------|
| 1 The organization keeps records of all courses, seminars, conferences, etc attended by each employee and manager | | | | | |
| 2 Each department/section team holds discussions with individuals after having completed a training program? | | | | | |
| 3 The organization has a formal assessment format to get feedback from individuals after a training program is completed? | | | | | |
| 4 The organization has a scheme by which the outcome or the effect of training and development program is evaluated? | | | | | |

SECTION IX- CONSTRAINTS TO TRAINING AND DEVELOPMENT

1. Since 1994 E.C, has your organization faced with any problem in designing/ implementing any training and development program?

1. Yes 2. No 3. Do not know

2. If "Yes", what kind of problem(s) has it faced with?(Multiple responses are possible)

1. Lack of skill in identifying training and development needs
2. Lack of adequate budget
3. Lack of appropriate training institutions in the country
4. Mention please if faced with other problems _____

3. How did you overcome these problems? _____

SECTION X-SELECTION CRITERIA

Indicate your reaction to the following question items inserting the numbers (1=for strongly disagree; 2=for disagree; 3=for fairly agree; 4=for agree; 5= for strongly agree) in each box corresponding to each tem.

| | <i>Question</i> item | <i>Strongly Disagree (1)</i> | <i>Disagree (2)</i> | <i>Fairly Agree (3)</i> | <i>Agree (4)</i> | <i>Strongly Agree (5)</i> |
|---|---|--------------------------------------|-------------------------|---------------------------------|----------------------|-----------------------------------|
| 1 | The organization has clear and transparent criteria in selecting individuals for training and education | | | | | |
| 2 | The selection criteria are well communicated to all members of the organization | | | | | |
| 3 | Training opportunities are usually offered to individuals as incentives | | | | | |
| 4 | Training opportunities are usually offered to individuals who have good personal relationships with their immediate supervisors | | | | | |
| 5 | Training and development programs are arranged to individuals on the good will of immediate supervisors | | | | | |
| 6 | Training and development opportunities are usually offered only to the selected few | | | | | |
| 7 | Training and development opportunities are usually offered to the line personnel than the staff personnel | | | | | |

Appendix-D

List of Sample Organizations

| Name of the Sample organization | The Ministry the organization belongs | No of Departments | No. Sections | No. Experts | Total no of Employees |
|--|--|-------------------|--------------|-------------|-----------------------|
| 1. Ministry of Trade and Industry, the head office | Ministry of Trade and Industry | 9 | 9 | 112 | 305 |
| 2. Ethiopian Investment Authority | Ministry of Trade and Industry | 4 | 6 | 30 | 84 |
| 3. Ministry of Development Infrastructure, the head office | Ministry of Development Infrastructure | 6 | 4 | 31 | 86 |
| 4. Ministry of Finance and Economic Development, the head office | Ministry of Finance and Economic Development | 20 | 6 | 114 | 899 |
| 5. National Office of Population | Ministry of Finance and Economic Development | 3 | 4 | 18 | 39 |
| 6. Ministry of Mines, the head office | Ministry of Mines | 4 | 9 | 103 | 244 |
| 7. The Ethiopian Geological Survey | Ministry of Mines | 10 | 15 | 138 | 780 |
| 8. National Scientific Equipment Center | Ministry of Capacity Building | 3 | 12 | 31 | 95 |
| | Total | 59 (32) | 65(34) | 577 (104) | 2532 |
| | Representation Rate | 54.24% | 52.31% | 18.02% | |

SUBMISSION APPROVAL SHEET

This thesis has been submitted for examination with my approval as a university advisor.

Name Hialeselassie W/Gerima(Assist. Prof.)

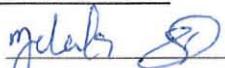
Signature 

Date of Submission 31May 2004

DECLARATION

I, the undersigned, declare that this thesis is my original work done under the guidance of Mr. Haileselassie W/Gerima. All sources of materials used for the thesis have been duly acknowledged.

Name Melaku Dires

Signature 

Place and Date of Submission Addis Ababa University, 31 May 2004