

**CHALLENGES AFFECTING HUMAN RESOURCE  
DEVELOPMENT IN THE CIVIL SERVICE  
ORGANIZATIONS IN SUDAN**

**by**

**ATIF MOHAMED AHMED SALIH**

**Thesis submitted in fulfillment of the requirements  
for the degree of Doctor of Philosophy**

**UNIVERSITI SAINS MALAYSIA**

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## ABBREVIATIONS

<b>AARDO</b>	Afro-Asian Rural Development Organization
<b>ASTD:</b>	The American Society for Training and Development
<b>CD:</b>	Career development
<b>CDI:</b>	Career development initiatives
<b>CM:</b>	Centralized Model
<b>DM:</b>	Decentralized/Free-Market Model
<b>DTI:</b>	Department of Trade and Industry
<b>EC:</b>	East Europe countries
<b>EET:</b>	Employees emolument from training
<b>ESCAP:</b>	Economic and Social Commission for Asia and the Pacific
<b>FAO</b>	The Food and Agriculture Organization
<b>GAC:</b>	General Auditing Chamber
<b>GES:</b>	General education system
<b>GMTS:</b>	Government-Initiated Model toward Standardization
<b>GSNCT:</b>	General Secretariat of The National Council for Training
<b>HC</b>	Human capital
<b>HCs</b>	Human capabilities
<b>HCD</b>	Human capital deployment
<b>HCS:</b>	Human capital investment strategy
<b>HCPD:</b>	Human capital planning and development
<b>HD:</b>	Human development
<b>HDI:</b>	Human development index
<b>HDRs:</b>	Human development reports
<b>HES:</b>	Higher education system
<b>HR:</b>	Human Resource
<b>HRA:</b>	Human resource activity
<b>HRD:</b>	Human Resource Development
<b>HRM:</b>	Human resource management
<b>ICN:</b>	International Council of Nurses
<b>IETS:</b>	Indicators for employees training success
<b>IMF:</b>	International Monetary Fund
<b>JP:</b>	Jakarta Plan
<b>JS:</b>	Job satisfaction

## CONTINUATION OF ABBREVIATIONS

<b>JSM:</b>	Job satisfaction measurement
<b>JSS:</b>	Job Satisfaction Survey
<b>KPI:</b>	Key performance indicators
<b>KSAs:</b>	Knowledge, skills, and attitudes
<b>LHD:</b>	Law Human Development
<b>MAF:</b>	Ministry of Agriculture and Forestry
<b>MC:</b>	Ministry of The Council of Ministers
<b>MDC:</b>	Management Development Center
<b>MDGs</b>	Millennium Development Goals
<b>MHD</b>	Medium Human Development
<b>MFE:</b>	Ministry of Federal Education
<b>MFNE:</b>	Ministry of Finance and National Economy
<b>MFT:</b>	Ministry of Foreign Trade
<b>MLPSHRD:</b>	Ministry of Labour, Public service and Human Resource Development
<b>MPS:</b>	Ministry of and Public Service
<b>MSS:</b>	Multi-stage samples
<b>MSQ:</b>	Minnesota Satisfaction Questionnaire
<b>NCSA:</b>	The National Civil Service Act
<b>NCSC:</b>	The National Civil Service Commission
<b>NCT:</b>	The National Council for Training
<b>NET:</b>	National Education and Training
<b>NHRD:</b>	National Human Resource Development
<b>NOSMAF:</b>	National Occupational Standards and Modern Apprenticeship Frameworks
<b>NTIs</b>	The national training institutions
<b>NTP:</b>	The National training Plan
<b>OAU</b>	Organization of African Unity
<b>OC:</b>	Organizational support
<b>OCSSCAR:</b>	Office of Civil Service and the Supreme Council for administrative Reform
<b>OD:</b>	Organizational Development
<b>OIU:</b>	Omdurman Islamic University
<b>OE:</b>	Organizational effectiveness
<b>OJT:</b>	On the job training
<b>PGCB:</b>	Public Grievance and Correction Board
<b>PMS:</b>	performance management systems



## CONTINUATION OF ABBREVIATIONS

<b>POS:</b>	perceived organizational support
<b>PM:</b>	Personnel Management
<b>PSM:</b>	public service motivation
<b>PSS:</b>	perceived supervisor support
<b>RCN:</b>	Royal College of Nursing
<b>RDs:</b>	Rational decisions
<b>RJOD:</b>	The Role of Job Satisfaction in Organizational Development
<b>RMT:</b>	The role of management towards training
<b>RTOD:</b>	The Role of Training in Organizational Development
<b>SAAS:</b>	Sudan Academic for Administrative Sciences
<b>SAPs:</b>	Standard structural adjustment programmes
<b>SCVTA:</b>	Supreme Council for Vocational Training and Apprenticeship
<b>SHRD</b>	strategic human resource development
<b>SM:</b>	Small-Nation Model
<b>SP:</b>	strategic planning
<b>SPP:</b>	strategic planning processes
<b>SQO:</b>	Service quality orientation
<b>SSAP:</b>	Sudan Structural Adjustment Programme
<b>T&amp;D:</b>	Training and development
<b>TM:</b>	Transitional model
<b>UAE:</b>	United Arab Emirate
<b>UK:</b>	United Kingdom
<b>UoK:</b>	University of Khartoum
<b>UNDP:</b>	United Nations Development Programme
<b>UPE:</b>	Universal primary education
<b>USA:</b>	United States of America
<b>QWL:</b>	Quality of work life
<b>WB:</b>	The World Bank
<b>WDE:</b>	western-developed economies
<b>WE:</b>	Working environment
<b>WECs:</b>	West Europe countries
<b>WHO:</b>	World Health Organization
<b>WPPSTE:</b>	White Paper on Public Service Training and Education
<b>WSD:</b>	Work system design

## **Cabaran yang Mempengaruhi Pembangunan Sumber Manusia Dalam Perkhidmatan Awam Negeri di Sudan**

### **ABSTRAK**

Terdapat pelbagai dimensi yang boleh mempengaruhi ciri-ciri pembangunan sumber manusia (SM). Walaupun terdapat pelbagai perbezaan dalam mendefinisikan SM, fokus utama tajuk adalah kepada pembangunan pengetahuan dan kemahiran masyarakat. Kebanyakan kajian lebih berfokus kepada kegiatan yang bertujuan untuk mencapai matlamat organisasi yang berbeza-beza. Dalam kajian ini, persekitaran kerja dianggap sebagai faktor yang paling penting untuk SM, kepuasan pekerja dan produktiviti sesebuah organisasi.

Di Sudan, keperluan pekerja merupakan isu utama kepada sesebuah organisasi dengan sasaran berubah ke arah persekitaran kerja yang lebih terbuka, bekerjasama, motivasi untuk bekerja, peningkatan prestasi dan peningkatan produktiviti. Majoriti pekerja sektor awam di Sudan tidak puas dengan pekerjaan mereka dan perkhidmatan awam tidak dapat memainkan peranan dalam pembangunan ekonomi. Latihan dan persekitaran organisasi mendatangkan kesan kepada produktiviti dan prestasi pekerja sesebuah organisasi.

Tujuan utama kajian ini adalah untuk mengkaji beberapa cabaran yang mempengaruhi SM kakitangan awam di Sudan khususnya yang berkaitan dengan latihan dan situasi pekerjaan. Kajian ini mensasarkan kumpulan professional pertengahan, kumpulan senior dan kumpulan bukan professional.

Kedua-dua pendekatan kuantitatif dan kualitatif digunakan dalam proses pengumpulan data kajian ini. Panduan soalan disediakan dengan menggunakan item aspek kepuasan yang berbeza mengenai latihan dan persekitaran kerja dibahagikan untuk membentuk sepuluh orang pekerja daripada 1110 buah jabatan persekutuan dan tahap kepuasan enam negara diperoleh daripada jumlah maklum balas terkumpul berdasarkan aspek latihan dan persekitaran kerja yang berbeza. Di samping itu, wawancara juga dilakukan dengan menteri daripada Jabatan Tenaga Kerja, Perkhidmatan Awam dan Pembangunan Sumber Manusia (MLPSHRD) sebagai pihak berkuasa tertinggi yang bertanggungjawab kepada

perkhidmatan awam. Wawancara lain yang berbeza juga dilakukan dengan pihak berkuasa lain yang bertanggungjawab kepada SM dalam organisasi perkhidmatan awam.

Dapatan kajian menunjukkan bahawa pelbagai cabaran yang dihadapi oleh pegawai perkhidmatan awam negeri pada peringkat makro. Sebahagian besar responden tidak berpuas hati dengan situasi latihan dalam organisasi mereka kerana ketidakadilan dalam menyediakan peluang latihan, kurang penghargaan dan amalan penyisihan dalam organisasi, kurang mengenalpasti keperluan latihan dalam kerja, kurangnya pemantauan terhadap prestasi pekerja dan percanggahan dalam perlaksanaan. Dalam pada itu, banyak masalah ditangani melalui persekitaran organisasi seperti gaji yang tidak memadai, kurang penghargaan, promosi, sistem penilaian, kurang transparensi, penglibatan dalam membuat keputusan, nepotisme atau pilih kasih dan kurang produktiviti ditangani melalui persekitaran organisasi. Dapatan kajian menunjukkan bahawa majoriti tidak berpuas hati dengan persekitaran organisasi mereka. Ketidakpuasan dengan persekitaran latihan dan organisasi berbeza mengikut jantina, umur, tahap pendidikan, sektor pekerjaan, pekerjaan dan keadaan kerja.

Oleh itu, kerajaan perlu merancang strategi SM kebangsaan yang menyeluruh bagi jangka masa yang panjang. Persekitaran kerja dan keadaan kerja dalam kebanyakan organisasi kerajaan harus diberikan keutamaan untuk pembaharuan yang sesuai dengan pembangunan ekonomi.

## **Challenges Affecting Human Resource Development In The Civil Service Organizations In Sudan**

### **ABSTRACT**

There are many dimensions that can influence the nature of human resource development (HRD). Despite the differences in the definitions of HRD, the common themes are focusing on the development of knowledge and skills of people as the central factor. Many of the studies focused on a complex range of activities aiming at achieving different organizational objectives. In this study, working environment is considered to be the most essential factor for HRD, employees' satisfaction and organizational productivity.

In Sudan, employees' need important major issues represent their expectations from their organizations, which in turn lead to an environment of cooperation, motivation to work, enhancement of performance and increase in productivity. Majority of the employees of the civil service in Sudan are dissatisfied with their jobs and the civil service is unable to play its entire role in the economic development. Training and organizational environment are having effects on employees' productivity and organizations' performance.

The purpose of this study is aimed at shedding some light on the challenges that affect HRD in civil service organizations in Sudan especially with regard to training and working situations. The study targeted the middle and senior professionals and non-professionals employees.

Both quantitative and qualitative approaches were used for the data collection. A questionnaire with items on the satisfaction of different aspects of training and the working environment was distributed to 1110 employees form

ten federal ministries and six states. Satisfaction is derived from the aggregated responses on the different aspects of the training and work environment. An interview was also conducted with the Minister of the Ministry Labour, Public Service and Human Resource Development (MLPSHRD) as the highest concerned authority responsible of the civil service. Other different interviews were also conducted with the higher concerned authorities responsible for HRD in the civil service organizations.

Findings of the study showed that there are many challenges facing the civil service organizations at the macro level. Majority of the respondents are dissatisfied with the training situation in their organization due to bias in distributing training opportunities; inadequacy of allowance and rewards; lack of identifying training needs; lack of monitoring of the employees performance, and contradiction of applying. On the other hand, there are many problems dealt with organization environment such as inadequacy of salaries and rewards; promotion; and appraisal system, lack of transparency; involvement in decision making; nepotism/ favoritism, and poor productivity. The findings showed that majority of the respondents are dissatisfied with their organizational environment. Dissatisfaction with training and organizational environment differs between the respondents according to gender; age; education level; sector of work; job category; and state of work.

Therefore, the government should formulate a national long-term comprehensive strategy HRD. The working environment and working conditions in many governmental organizations should be given priority to reform so as to match the economic development.

## CHAPTER 1

### INTRODUCTION

#### 1.1 Introduction

Sudan is the largest country in Africa in terms of land mass, and possesses rich natural resources and manpower. It gained independence on 1<sup>st</sup> of January 1956. Since 1990 and up to now, the United Nations Development Program (UNDP) has undertaken to produce an annual report on the human dimension of development (HDR). The data utilized in the preparation of the Human Development Index (HDI) and other composite indices featured in the HDR. The HDI measures the average achievements in a country in three basic dimensions of human development: a long and healthy life (health), access to knowledge (education) and a decent standard of living (income).

The aggregate of the indicators which are applied to the evaluation of level of development achieved in terms of meeting the basic needs of citizens by various countries. On the basis of these indicators, countries of the world were classified into four categories namely: (a) countries of very high human development (b) countries of high human development (c) countries of medium human development and (d) countries of low human development (UNDP, 2010). According to the HRI, Sudan is currently ranked 169<sup>th</sup> out of 187 countries. This rank rated Sudan as country of low human development.

Since independence, the country has never experienced stable political (Amaume & An-Na'im, 2000). This frequently led to the government's failure to plan and pursue a long-term national economic agenda. Sudan is therefore, seriously suffering from many governance-related problems, due to a variety of factors. The

problems are complicated, whenever policies adopted by an outgoing regime are almost substituted with new ones by the incoming government, without slight consideration for the target beneficiaries of the past regimes' policies and programs, as well as their importance to the national development. The new policies are substituted on the basis of the idiosyncrasies of decision makers, rather than the issues of national interest. This reflects that interests of most decision makers are often placed above national interests, and have always been the key determinants of the objectives and policy priorities of the leaders who piloted the affairs of Sudan over the years.

The civil service organization, like all other sectors of Sudanese economy was not privileged to witness smooth and steady operational activities ever since its inception. This is owing to constant restructuring by merging, splitting or downsizing of the organization by every emerging new political administration. This erratic reshaping of the civil service sector has not only militated against a provision of adequate training and development of manpower in Sudan, but has also accounted for lack of project upgrading and abandonment of commissioned ongoing work on infrastructural facilities halfway to their completion. Using the American Society for Training and Development (ASTD) survey, [Bassi and VanBuren \(1997\)](#) found that many downsized organizations suffered from lower organizational performance, reduction in quality of products or services, as well as weak employees' satisfaction, when compared to the organizations that were not downsized.

Situating the issue on Sudan, the country has been disproportionately impacted by perhaps the longest civil war in Africa, which extended for over four decades ([Amaiume & An-Na'im, 2000](#)). The growth and human resources development (HRD) in Sudan were further hit, when some forms of conflict erupted

in the Western part of the country (Darfur states) during the last seven years. The incidents of these conflicts have negatively affected civil service operation, because a quite number of policies and programs meant for developing employment sector were neglected. In such situation, [Chamarbagwala and Morán \(2011\)](#) revealed that the civil war could make significant impact, affecting the economic, social and political development of the country.

According to [Bodea and Elbadawi \(2008\)](#), the war in Sudan had cost over \$46 billion (based on 2000 market prices), which is about double the country's current stock of external debt. This occurrence substantiates [Collier's \(2009\)](#) argument that whenever standard approaches to economic development are not judiciously applied to human resources, then government's capacity to devise better solutions to its dwindling manpower stands to be limited in several ways. This reflects how deeply embedded the rupturing employees' conditions are in Sudan. Of course, the situations were confounded by the government's insufficient investments in HRD). As a result of insufficient investment during the armed conflicts or civil war and the political instability, these problems have led to the relative underdevelopment of the civil service in Sudan for decades.

Despite this gloomy picture of the civil war or conflicts, [Chen, Loayza, and Reynal-Querol, \(2008\)](#) illustrated that in countries affected by civil war, their economic, social and political developments usually improved steadily after the conflict. In Sudan, the slogan of reform seemed very promising, but most of the reforms were beclouded by self-centered political reasons, beliefs or preferences of the policy makers instead of systematic and strategic transformative zeal for initiating and sustaining long-term perspectives to improve the civil service. It could be said that the leadership did not only misdiagnose the malady, but also applied the



wrong remedy which weakened the Sudanese government's capacity to turn civil service around and to empower its employees with state-of-the-art ideas through training and manpower development activities. Past restructuring exercise carried out on the civil service organizations resulted in an imbalance of employees' skills, while undermining the employees' ability to fulfill their specific objectives and achieve ultimate goals' development (Ahmed, 2003).

Human resource (HR) covers not merely the qualified and skilled manpower, but also covers the unskilled labour as well (Dhar, 2002), which implies all persons who could be put to productive work. According to Harbison (1971), HR constitutes the ultimate basis for the wealth of any nation. Based on these views, HR represents the energies, skills, talents and knowledge of people, which should be applied to the production of goods and services (Todaro, 1997) accordingly; it could also be understood to imply that man is the means, as well as the end of development.

Given the above mentioned limitations of almost all the past Sudanese regimes, and the political leaders' continuous emphasis on the country's economic development, it is imperative that government reform measures be focused on repositioning the civil service and its associated sectors, to improve performance and high productivity between and among diverse bureaucratic organizations through training of competent work-force for effective HRD system. The current policies are directed towards deepening the human capital (HC) and meeting the requirements for skilled manpower in the civil service. Due to political changes, the government has adopted the restructuring of the bureaucratic policies by giving more authorities to the states and the local communities (decentralizing certain functions or field levels), to increase their responsibility, accountability and responsiveness.

The government has transferred the decision-making powers and responsibilities from the central government to subordinate governments, but they are often difficult to evaluate. There are many cases of this nature in different developing countries where little success is realized, when central government empowered state and local governments for rapid HRD. In Sudan, the practice of decentralization seems to have had both good and bad effects on the growth and development human capital. According to [Liebert \(2005\)](#), the negative side of the ledger, decentralization has often been a systematic government simple withdrawal of government from the responsibility of providing such important services as education, infrastructure maintenance and development, health care and so on. On the positive side, decentralization has created the situation where local and civil society groups have been challenged to undertake the responsibility of government for the needs and expectations of the local populations ([Liebert, 2005](#)).

Based on the transfer of authority and responsibility into local hands, the employees of states and the local communities are expected to have the means and capacity to take advantage of the opportunities being offered and to execute the new functions. Therefore, the new policy has required the necessary skills which need to be imparted into the employees, to get the qualified persons in all organizations, regardless of their size, purpose and degree of complexity. To achieve this objective, a presidential decree was issued in 2003, and this led changing name of the former National Directorate for HRD to The National Council for Training (NCT), as the central body responsible for training plans and policies in all government units.

## 1.2 Human Resource Development

Traditionally, economists have identified three factors of production: land, capital and labour. Before the Industrial Revolution (IR), production was based on agriculture as the major source of wealth of societies. In this respect, traditional skills were passed from parents to their children, while farming tools were incrementally improved upon by each subsequent generation, and this to higher productivity on the same indestructible soil (Swanson and Holton, 2001; 2009).

During the IR, capital became the critical economic factor; however, the requirement for skills has increased as technology became more sophisticated. Despite the increasing emphasis on workers with special skills, capital remained the central factor in the mass-production economy (Torraco and Swanson, 1995). The shift from manufacturing to service and information-processing activities and increasing of technological this has increased the role of labour as a factor of production and is still increasingly important. Torraco and Swanson (1995) emphasized that in service-oriented era, the quality, quantity and utilization of the human resource (HR) are of central importance. Although, capital and natural resource endowments stand as vital factors in the advancement of economies of countries, however, human beings who carried out activities that contribute in the nation's development are still respected and recognized as parts of the most important factors of production. In this respect, HR comprises of more or less the entire population of a country.

Boyne and Chen (2007) have referred human resource development (HRD) to the optimum utilization of the existing human capabilities (HCs). This is because it is a value based and as such, ought to be a part of the developmental planning strategies. The reason is that clear and quantified strategic priorities usually lead to

better organizational outcomes. Accordingly, a country or organization that does not develop the skills and knowledge of its people and utilize them effectively will be unable to develop anything else. In this respect, Mahathir (2005) noted that “the societies which were able to develop and progress were the societies which succeeded in developing and harnessing its HRs” and “... countries unable to develop HR remained backward and most times become dominated by those with developed HR” (Mahathir, 2005, p.13). Paprock (2006) emphasized on a country which invested in the development of its individuals, automatically laid the foundation for advancing and increasing its economic productivity and consequently, the nation’s wealth.

The above concepts reveal that skills of a nation’s workforce and the quality of its infrastructure are parts of the important factors which make a country looks unique in the global community. Paprock, Yumol, and Atienza, (2006) updated this view by highlighting the importance of HRD as expressed in the Jakarta Plan (JP) of Action on HRD designed by the Asian and Pacific region in mid-1980s. This observation was made by the Economic and Social Commission for Asia and the Pacific (ESCAP) region. On behalf of the governments that constituted the memberships of the body, the commission had adopted HRD plans of investment to enhance the productive capabilities and the utilization of HR as well as to produce and increase higher quality and consumption of goods and services.

The HRD plans which were adopted by the ESCAP countries have aimed to achieve better quality of life for the people Paprock, et al. (2006). Consistent with this policy, a country such as Japan is now considered to be one of the largest industrial countries in the world. The Japanese have shown the fastest capacity to acquire the skills which were foreign or unknown to them previously. The success of

Japan today is due to the development of its HR within the industrial environment. Taiwan, Malaysia, Singapore, Hong Kong and South Korea have made significant progress and are at different stages of industrialization, which was facilitated by their various HRD plans. In the same context, [Burton, Butler and Mowday \(2003\)](#) categorized Japan and China as lions of the region, while countries such as South Korea, Taiwan, Singapore and Hong Kong are categorized as the tigers, and Thailand, the Philippines, Malaysia and Indonesia are categorized as emerging tigers.

[McPherson \(2005\)](#) in his paper concerning the development of human capacities in poor countries and the factors influencing the progress towards universal primary education (UPE), observed that human capacity improvement has boosted economic growth and social development in some countries, such as Malaysia, Taiwan, Singapore, Korea, Brazil, India and Mauritius, while much of the human capacity have been misdirected and wasted in many African countries such as Nigeria, Sierra Leone, Malawi, Kenya, South Africa and Senegal among others.

Without doubt the entire world is changing rapidly due to the advancement of technologies, just as individuals and enterprises are responding to new discoveries in science and technologies ([Loanna, 2007](#)). Despite the incredible disparities in wealth, education, employment, technology, infrastructures and safety between countries, policies of HRD that every country adopts is likely to be an effective means of reducing these disparities.

Four categories of human resource activities (HRA) are consistently identified in the traditional literature and texts. These categories are (a) staffing (b) training (c) evaluation and (d) compensation. Each of these four categories represents a part of the relationship between the strategies and organizational development

(Shub & Stonebraker, 2009). From this perspective, training generally involves activities such as employee's training, organization development (OD) and career development (CD), whereby organization commitment (OC) is a central outcome of training initiatives (Swales, 2004). On the other hand, evaluation generally focuses on the assessment of HRA at both formal and informal and different evaluation periodicities levels.

The HRD is considered to be central to both public and private sectors for both small and large organizations and/or companies. Although it appears differently in the system of application, HRD encompasses the broad set of activities to improve the performance of the individual and groups, which in turn increases the productivity in the organization as a whole (Gribb, 2005). According to Cho, Cho, and McLean, (2009) effectiveness of organizations will mostly lie in their capacity to manage acquisition and utilization. Therefore, organizations are expected to give special importance to train their employees to optimize their potentials. Considering this, some organizations have long-term plans to invest in the developing skills of their employees, to handle their current and future issues.

Studies have shown that education and training are becoming indispensable requirement for the progress of all countries. This view is supported by Zolfaghari, Sabran and Zolfaghari (2009) while asserting that; the significant roles of higher education in current societies have come to serve the administrative and economic interests of governments; and have become the necessary dimension of development. Indeed, the more developed or successful countries are those that have invested in educating and training of their people. Therefore, investment in education and employable skills is considered as a key component of human capital deployment

(HCD), whether initiated by the government, the private sector organization or the individuals themselves.

Training is also an instrument or a key strategy for HRD and in achieving organizational objectives. Training could lead to higher levels of motivation and employees' commitment (Sahinidis & Bouris, 2008). Employees appreciate the investment of their organization in training them as it in turn motivates them to not spare no effort and work hard and increase their sense of belonging in the activities and success of the organization. Similarly, this will increase their feeling of pride of being members of the organization. Kauffeld and Lehmann-Willenbrock (2010) and Pineda (2011) supported this view as they found employees have shown great commitment in organizations that invest considerable sums of money in HRD and employees' knowledge, skills, abilities and attitudes, whereas the organizations that ignore training witnessed great amount of complaints from their employees. Pineda (2011) added that only a few organizations engaged in-depth evaluation of its employees' training needs, due to the difficulty in accessing data with which to analyze, interpret and discuss the impact of the investments on employees' training and changes in their productivity levels. Although, Kauffeld and Lehmann-Willenbrock (2010) have asserted that evaluation of training outcomes are common in large organizations.

According to these views, training is expected to have a positive impact on motivation and employee commitment to work. This has the potency to increase the employees' intention to stay longer in their organizations. The maximization of the benefits to organizations could only be achieved, when their trainees have high degrees of intention to transfer the knowledge and skills which they gained in training at the workplace (Al-Eisa, Furayyan, & Alhemoud 2009).

### 1.3 Definition of Human Resource Development

The word challenge has different meanings to different people and in different circumstances. It can mean to test especially in a stimulating way. Challenge also means a problem that can stimulate efforts and interest. It also means handicapped or deficient in some specific ways. In this study, the word challenges is used as the problems that are affecting the HRD efforts in the civil service organizations in Sudan.

HRD is a dynamic profession and its mission is to optimize the energy and competencies of people (Robert, 2001). From their point of view, Werner and DeSimone (2009, p.4) has defined HRD as “a set of systematic and planned activities designed by an organization to provide its members the opportunities to learn necessary skills to meet current and future demands.” As such, HRD focuses on the organizational investment efforts for the development of individuals, towards improvement of its performance and competitiveness.

There is a widespread view that many people linked the importance of HRD to the OD, but Grieves and Redman (1999) and McGoldrick, Stewart, and Watson (2002) argued that HRD is the shade of OD or human resource management (HRM). Another view suggests that HRD is a young academic field (Ruona & Lynham, 2004). Alternatively, HRD could be seen as both a professional field and an organizational function. The perspective of HRD as the organizational responsibility has been discussed in many previous studies. For instance, Nadler and Nadler (1989) see that HRD as a comprehensive learning and experience system provided by employers within a specified period of time, to give rise to its performance improvement or the associated growth of its employees. Based on the Nadler and



Nadler's definition, three types of HRD activities exist: training, education and development. These aspects of HRD seem to characterize the three useful levels of work planning, operation and strategy. The operational level refers to the training which relates to hands-on skills whether for employees or enhancing supervisory and managerial skills, while the strategic level concentrates the leadership issue.

Furthermore, Swanson (2008, p.764) explained that "HRD efforts in organizations typically take place under the banners of training and development, organization development, performance improvement, organizational learning, career development, management and leadership development." Moreover, Swanson and Holton, (2001; 2009) considered training as the organization's activity or operation aimed at developing and unleashing human expertise for improving organization, work process, group and individual performance. Yang, Wang, and Drewry, (2009) confirmed views of Swanson and Holton (2009) and added that training reflects organization's recognition of the value of human capital investment. From these perspectives, training is focused on the learning and immediate changes in present job performance, which includes induction and initial job training. On the other hand education focuses on learning for future jobs, aiming at intermediate changes in individual capabilities and could include career and succession planning.

Various activities which deal with HRD emphasize that HRD goals, and activities have values only to the extent that they contribute directly to the mission and goals of the sponsoring organization (Torraco & Swanson, 1995). Therefore, HRD is seen as a normative activity which has the responsibility beyond issues of work objectives, tasks, structure, productivity, or performance of the organizations. In addition, it has responsibility, especially towards the society and the world in general (Bates & Chen, 2005).

Clearly, HRD is construed to have enormous variations in its response to the varied organizations and systems that it serves (Swanson, 2008). It could be seen as both a professional field and an organizational function (Callahan & Davila, 2004). HRD is not only important for organizational development, but it is also conceptualized as the design and management of public organizational structures and systems as well as training individuals and teams established for use in crises (Rusaw & Rusaw, 2008). Therefore, every organization must have its strategic HRD that involves the long-term and short-term development of people within the organization in order to foster continuous organizational effectiveness (Tseng & McLean, 2008) especially during crises.

In order to fulfill the aspirations of moving up the ladder of development, societies need to create the necessary conditions and environment that assess their strategic plans. While substantiating this argument, Allen, Fischer, and Swanson, (2008) signified that HRD professionals should think about individuals as unique resources with potential to be developed and unleashed. The authors added that investment to enhance the knowledge and developing the skills of individuals should not be applied haphazardly. It should be based on the structured and assessment plans, which are congruent with the country's development needs and/or organizational willingness (Simmonds & Pedersen, 2006).

The term HRD at the national level is the responsibility of the government, and every country has its own vision of how to use its people. Mclean and McLean (2001) considered the national human resource development (NHRD) as any process or activity of government, which sought satisfaction to the citizens for the benefit of the community, nation or ultimately, the whole of humanity. Cho and McLean (2004) classified the activities which are related to NHRD such as education,

training, cultural activities and institutional improvement at national and societal levels, for efficient development and utilization of NHRD. Based on this view, many economic concepts, such as poverty, labour-market, unemployment and national economic performance and growth have been treated and discussed in the light of NHRD in quite number of studies (Cho & McLean, 2004; Lynham & Cunningham, 2006).

Osman, Theresa, and Galang, (2011) have found the Malaysian government has promoted training and development of the workforce to overcome the shortage of the highly skilled workers and to increase its economic productivity, and the nation's wealth. Among the steps being taken by the Malaysian government is the establishment of industrial training institutes, which offer skill training programmes at basic, intermediate and advanced levels for job entry level (Osman et al., 2011) This strategy of HRD in Malaysia confirmed the point raised by Parpock (2006) which emphasized that a country which invest in the development of its individuals will increase the productivity and the nation's wealth.

The establishment and promotion of NHRD as one the adopted national policies of many states is aimed at emphasizing the importance of skills and knowledge possessed by the citizens. This further seeks to elevate the capacity of the people as the wealth of any nation. This means that the NHRD policy provides the good opportunity needed by every government that desires to achieve better conditions at the macro level. Therefore, it should be considered as an urgent strategy for the development of every country, whose goal revolves around sustainable human progress.

In summary, the foundation of HRD is likely to remain debatable and infinitum (Swanson, 2008). Most definitions include at least, the need for organizational efforts, which seek HRD outcomes that enhance the organization's effectiveness (Tseng & McLean, 2008) It is clear from the reviewed literature that HRD primarily aims at developing people's knowledge, expertise, productivity and satisfaction, whether for individual or group for the benefit of the organization, community, nation or ultimately, the whole of humanity. Within the organization, HRD focuses on developing the workforce, while motivating and supporting each individual employee to contribute maximally towards the accomplishment of their organizational goals. The desired HRD, organizational goal attainment and country's sustainable development agenda requires a complex range of activities such as training, coaching, counseling, career development (CD), job and work system design (WSD), process improvement, organizational development (OD), strategic planning (SP), job satisfaction (JS).

It could be deduced from the review texts and documents that a quite number of professionals equated HRD with training and development (T&D) of employees. Against this backdrop, HRD, as a process, has been defined in many ways as the integrated the use of T&D, OD and CD to improve individual, group and organizational effectiveness (OE). As an emerging concept, HRD encompasses, but is not restricted to TD. Despite the differences in the definitions of HRD, there are common themes that most scholars and students of HDR focused upon. These common areas are the emphasis on the issue of the development of knowledge and skills and having the development of people as the central factor. Almost all authors captured HRD as the capability to spark off, build up, and improve the performance of workforce through personnel training and motivation. Therefore, understanding

HRD demands that individual characteristic of each country ought to be taken into consideration, especially by analyzing a number of identifiable factors specific to each country.

#### **1.4 Problem statement**

HRD is critical to the quality of service delivery and cost effectiveness (Timothy & Pauline, 2007) because performance improvement results from knowledge, skill real ability enhancement (McCarthy & Garavan, 2006) and job satisfaction. In relation to this, job satisfaction has often been linked to organizational commitment (OC), turnover intentions and absenteeism (Artz, 2010; Nielson & Smyth, 2008). These variables are costly to organizations, as they sometimes lead to poor performances and high turnovers (Okpara, Squillace, & and Erundu, 2005). Studies by Oshagbemi (2000) and Wickramasinghe (2009) revealed that satisfaction of employees is one of the most important drivers for continuous improvement, while gender and tenure are considered as significant factors in job satisfaction measurement (JSM). In their study, Sveinsdo'ttir, Biering, and Ramel (2006) have found that inadequate working conditions such as low wages, working hours, lack of resources, limited career opportunities and limited educational opportunities are the important driving forces behind Nurses' occupational stress, decreases job satisfaction, increases turnover rate, and reduces nursing quality.

In Sudan, despite the on-going training efforts in enhancing knowledge and developing the skills in the civil service organizations, the available evidence indicates that training modalities, short and long-term training, whether carried out abroad or in the country, do not satisfy the aspirations of economic development.

Table 1-1 shows the training performance in the civil service organizations in Sudan from the year 2001 to 2009.

**Table 1-1 Number of Civil Service Employees Trained in Sudan during 2001-2009**

<b>Year</b>	<b>Targeted</b>	<b>Number trained</b>	<b>Percentage of trained Employees to the targeted</b>
2001	20,100	6,790	33.8
2002	20,000	987	4.3
2003	18,050	3,331	18.3
2004	18,050	4,518	25
2005	18,050	4,824	26.7
2006	20,000	5,606	28.0
2007	20,000	878,8	44.4
2008	20,000	5,932	29.7
2009	20,000	4,458	22.3
2010	NA	NA	NA
<b>Total</b>	<b>174,150</b>	<b>45,324</b>	<b>26.0</b>

Source: [National Council for Training Report \(January 2010\)](#)

NA: Not available

The data in the table 1.1 clearly show that there is a big difference between the targeted and the actual number of civil service employees trained. The entire trained civil servants represented only 26.0 percent of the targeted numbers expected to be trained during the nine-year period. The targeted numbers mentioned revealed that there is a need to enhance the performance and productivity of the organizations; however, the data of the table 1.1 indicate that in all the years, training have had little effect on the performances of the organizations. The data shows that there is a wide range of problems related to the quantity of trained employees. Therefore, the problem requires serious and rigorous investigations. Unless the training plans are well executed, it is likely to have no value and may hinder the organizations' performance implementation.

Generally, training activities in the civil service organizations at the federal and states levels are still unsatisfactory due to numerous challenges. Some of the challenges recorded are as follows:

1. Underestimation by many government organizations of the vital role which training plays in enhancing productivity and the promotion of overall performance and organizational development
2. The NCT status was lowered by linking it to the Ministry of Labour, instead of The Council of Ministers. This in turns reduced its power as the central body responsible for training in the public sector, resulting in its inability to fulfill its assigned roles effectively
3. There is the lack of clearly and effectively consolidated relationship between the NCT and the other organizations, as well as the training institutions (locally and abroad) in terms of monitoring and evaluation of trainees' performance,
4. The Ministry of Labour does not play its traditional role as the technical adviser for top executives in the area of HRD,
5. The most important issue affecting employees' performance is lack of job satisfaction.

In addition to the problems highlighted above, many of the civil service organizations in Sudan are loaded with employees who could be termed as dead-woods and who apparently do not contribute much, perhaps nothing in achieving organizational goals and objectives. Therefore, these organizations are not in better position to utilize their capabilities because of either, they lack the required skills, or they are ready for changing to keep them relevant to their new roles (Ahmed, 2003).

A mistake in the appointment of employees in civil service organizations will deprive the organizations from putting the right people in the right place and at the right time. Such organizations usually end up making little or no effort in advancing national economic development due to ineffective performance.

In Sudan, the rules and regulations emphasized training as functional duty and as one of the rights of every employee in the civil service. These policies stated that every employee has the right to training if he/she completes two or more years in the civil service. On the contrary, training has been given only to employees who hold higher education degrees. Fewer opportunities are given to those with secondary certificates to benefit from the training activities. As such, many employees who have worked in the civil service for a long time, never had even one opportunity of receiving training.

Beyond training problems, a majority of civil service organizations in Sudan face challenges such as poor wage structures, inappropriate employee recruitment strategies, poor working environment, lack of employee involvement in decision making, inability of organizations to formulate and implement rational decisions poor remuneration and application of traditional retention strategies and lack of empowerment. Grabowski, Zhuyu, Zhou, Zhi., Song, Steward, (2009) observed that irregular performance and risky events are the results or a root causes of such negative tendencies as inadequate operator's knowledge, skills or abilities, or the lack of a management system in an organization. Due to all the factors mentioned above and other related impediments are usually expressed as feelings of dissatisfaction with their organizations. Given such situations, organizations face the problems of frequent labour turnover due to job dissatisfaction.



Most of the afore-mentioned factors could likely have significant influences on the intentions of many employees to look for other jobs. A study by Kuto Toshihiko, Horoi, Miki, and Aizawa, (2006) found that working conditions influenced the intention to stay of employees. Furthermore, Mayfield and Mayfield (2007) asserted that when leaders use motivating language on their employees, the employees tend to stay longer. Despite these views, the factors affecting the employees' intentions to leave their jobs are different from the factors affecting them to stay (Cho, Johanson, & Guchait, 2009). Whereas many reasons abound as to why people choose to move from their current employment (Short, 2010), yet it is difficult to predict how a new organization especially government organizations, may value the competencies of the newly recruited employees.

The employees in the civil service of Sudan are dissatisfied with their propensities to access quality training in their organizations. As a result, the civil service is unable to play its role in the economic development of the country, despite some levels of development have been realized in the civil service of Sudan in the field of capacity building and training between 1970s and 1990s. It is however sad, that during last decade, development is not enough to transcend the quality of the administrative and institutional capacities to higher satisfactory levels. Therefore, need arises for the formulation of long-term national comprehensive strategy for capacity building through educational training and upgrading employees' skills at all levels. Financial resources will be required to realize the objectives above.

The status quo of civil services in Sudan needs to be investigated and upgraded. Probably, priority ought to be given to the capacity building and employees' job satisfaction needs of the employees within all the civil service organizations. There is also a need to give training more prominence within the

various sectors of the economy. It is necessary to involve the national elites (political, academic, administrative and business) and experts in this issue. Furthermore, it is essential to increase the understanding of the effects of job satisfaction on HRD in the organization, while provoking and stimulating further research in the area of HRD.

The entire civil service organizations in Sudan is only likely to succeed, if most of their activities are buttressed or supported by a policy of comprehensive and continuous training, which will in turn enable the employees to meet the challenges of implementing development reforms. Moreover, in the absences of planned programmes for retraining and redeployment, the redundant workers are likely to represent a pool of wasted HR. Many questions are bound to arise as to what really motivates employees to be productive. Is it salaries, recognition, promotion, benefits or training opportunities and career development?

Determining the factors of job satisfaction, which are relevant to employees could lead to improvement in their performances, and thus enable them to provide good and better services and increase their productivity. **Thore and Tarverdyan (2009)** argued that improving the levels and conditions of employment is identified as one of the most effective means of achieving the Millennium Development Goals (MDGs). In Sudan and possibly, in many of the developing countries, situations may fall short of the ideals. In Sudan there have been relatively little empirical studies on job satisfaction of employees either in the civil service or the private sector.

It is a fact that development of a professional and efficient civil service depends on a number of conditions, including a basic legal framework, broad political backing and a comprehensive HRD system within an overall reform strategy.

### **Objectives of the Study**

There is an urgent need for formulations and implementations of HRD related policies in the civil service organizations in Sudan, in order to achieve the aspirations of its employees in development and to achieve the state's goals of reducing poverty and at the same time to accelerate the country's economic growth and provision better services to its citizens. Achievement of such goals is not easy and requires the country to complement reforms with sustained capacity building. On account of this, NHRD is required in Sudan at the macro level, while HRD is much needed specifically in the civil service organizations. The NHRD must be taken into consideration, to cope with the future expectations of the future, which is not always like the past and to assist individuals anticipate changes in knowledge and skills needed for the future.

This study seeks to theoretically review the nature, trends, and constraints of the current HRD in the civil service organizations in Sudan. The study also aims to shed some lights on the training and work situations in selected organizations so as to provide a broad view of all other civil service organizations in the country. It is assumed that deplorable training and work environment affect the implementation of a rational approach to employees' performance. Furthermore, the expected findings stand to unveil fruitful information to ongoing and future development researchers and practitioners about Sudan, especially those with interest in HRD, job satisfaction

or training in civil service. Therefore, the specific objectives of the study are as follows:

1. To find out the factors that drive workers to increase their productivity.
2. To analyze the perceptions of employees of civil service in Sudan, towards the training environment in their organizations.
3. To analyze the perceptions of employees of the civil service in Sudan, towards those factors associated with their organizations.
4. To assess the extent to which employees of the civil service in Sudan are satisfied with their jobs and the training situations in their organizations.

## **1.6 Research Questions**

Considering the contents of the problem statements and objectives of the study, six broad research questions will guide and provide the roadmap of this descriptive exploratory study. The questions are as follows:

1. What are the main factors that do motivate the employees in Sudan to be more productive?
2. What are the advantages if any, and disadvantages of job satisfaction on the organization performance?
3. What training factors those are likely to enhance performance among employees of civil service in Sudan?
4. What are the perceptions of the employees of civil service in Sudan about the training situation in their organization?
5. What are the perceptions of the employees of civil service in Sudan on their organizational environments?, and
6. How do the training and workplace characteristic affect job satisfaction among the employees of the civil service organizations in Sudan?

## 1.7 Significance of the Study

The concept of HRD in Sudan has not been accorded its importance as it should be, while the civil service fails to play significant role in the nation's economic development, which created huge gaps in nurturing and sustaining qualified professionals in the country. These also have led to the surging inappropriateness of training of the existing staff in different states, especially in the war affected areas. Against this background, it is imperative for the government of Sudan to adopt plans to transit from recovery to sustainable development particularly in the aspect of HRD. More importantly, HR should be integrated into the country's strategic planning process, so that it greatly increase the chances for successful implementation of policies, plans, and programs that focus on HRD and the overall development agenda of Sudan.

It is therefore pertinent to argue that serious need arises for this study, seeing that there is a growing interest in HRD and its importance to the civil service organizations at a global level, and particularly in Sudan. Furthermore, few studies have been carried out in the civil service organizations in Sudan; where most of these studies mainly focused on a single issue related to training activities, even though the relevant literature offers insights into the relationship between HR practices and job satisfaction, as well as the relationship between job satisfaction and performance (Bowling, 2007). Yet, none of the researchers specifically studied the satisfaction of training policies, regulations, emolument from training, and its effects on HRD in the organization. Therefore, the main significance of this study is being the first comprehensive study, aimed at advancing the understanding of the effects of training and work satisfaction on organizational-level outcomes and also as a survey assessing the practices of HRD in Sudan.

The study is targeted at employees of the federal and states civil service organizations in Sudan. Work environment varies between the federal and the states organizations, as such demographic and work environmental factors are likely to play significant roles in determining job satisfaction in Sudan. Moreover, this topic has largely escaped the research attention in the Middle East and African countries. Therefore, this study is important to both scholars and practitioners in the region in understanding the effects of training and work environment in the country's development level.

Considering what has already been mentioned in the literature and from a practical standpoint, it is important to provide organizational leaders and the concerned authorities; and the decision makers in Sudan with key information, which would enable them to deal with the problems related with employees' development. Therefore, the outcome of the present study will assist the concerned authorities in the civil service organizations in applying and adopting the appropriate policies, in meeting employees' needs and ensuring better performance and higher quality of service.

A review of the findings of different previous studies that investigated training and work environment, and their effects on HRD is likely to help in improving the efficiency and the effectiveness of workforce, especially in the government organizations in Sudan. This is of paramount importance, since the civil war and conflicts have destroyed or reduced incomes increased capital flight and diverted activities into subsistence livelihood. Thus, the government needs a long-term planning framework and overarching objectives, in order to transit from recovery to sustainable development.