Mohammed Bin Rashid School Of Government POLICY BRIEF

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SUMMARY

Human resource and training literature indicate that the design of a training strategy is the first step to achieve the desired training effectiveness within an organization. An effective training strategy is supported and backed by top management, its formulation involves all employees, it is aligned with the strategic objectives of the organization, and its aim is to enhance the knowledge and skills of the employees. Moreover, a coherent training approach is essential to ascertain the successful delivery of training programs with the highest levels of quality. This policy brief examines the factors and elements that the Dubai government entities rely on when designing their training strategy. It identifies the role of organizational leadership in securing the necessary budget for training, along with their involvement in the building and implementation stages of the strategy. Moreover, the brief looks at the methods and measures put in place to secure an effective implementation of the organizational training strategy and assesses the involvement of the entire staff. Recommendations are directed to Human Resources and training directors not only in Dubai's government but to other governments in the Gulf and the MENA region as well.



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The Rudiments for an Effective Training Strategy: Practical Insights from Dubai Government's Experience*

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Introduction to the Second Training Policy Brief in the Series

This is the second in a series of three policy briefs that examine the relationship between training practices, effectiveness and organizational performance in Dubai's public sector. The study is based on comprehensive primary data that were gathered from the majority of public sector entities within the Emirate of Dubai. First, semi-structured and in-depth interviews were conducted with Human Resources and training directors from 17 main government entities in Dubai. Second, a survey instrument was developed and sent out to all public organizations in Dubai. Out of the 60 surveys sent out, 49 were filled-out and returned representing a significant response rate of 81%. To the knowledge of the authors, this is the first high magnitude study ever conducted to cover the topic of training in the UAE's public sector.

Introduction

The government of Dubai allocated a budget of 100 million AED (around \$27 million) in 2011 for training public sector employees within all of its entities. While the government is committed to providing generous financial investments for training despite the impact of the economic downturn of 2009 on the budget, it expects to see tangible results and outcomes from these training programs. If the delivered training programs meet high standards of effectiveness and have a positive impact on the knowledge and behavior of public sector employees, then the investment in training will be worthwhile. The effectiveness of training depends upon numerous factors that interchangeably coexist to improve the managerial, professional and personal skills of employees in an institution. This eventually leads to enhanced performance and productivity that will, in turn, positively affect organizational development and growth. The examination of these factors and becoming aware of their importance by taking their pros and consinto consideration is the first step organizations should take towards achieving organizational excellence and effectiveness. Kirkpatrick (1967) argues that the effectiveness of training programs can be assessed by looking at four dimensions: 1) The reaction of the trainees to the program content, 2) the acquisition of new knowledge and skills, 3) changes in employees' behavior, and 4) concrete and tangible improvement in employees' organizational loyalty and productivity.

* Surveyed and interviewed organizations include: The Dubai's Executive Council, Dubai Electricity and Water Authority (DEWA), Dubai Economic Department, Dubai Chamber of Commerce and Industry, Dubai Public Prosecution, Department of Tourism, Dubai Health Authority, Dubai Municipality, Dubai Statistics' Office, Dubai Media, Dubai Customs, Dubai Land Department, Dubai Airports, Dubai Corporation of Ambulance Services, Dubai Culture and Arts Authority, Road and Transport Authority (RTA), Knowledge and Human Development Authority, Mohammed bin Rashid Housing Establishment.

However, the factors that lead to effectiveness of the training take place even before the training program is conducted. According to Tracy and Tews (1995), "training effectiveness is dependent on the events that occur before, during and after the actual training, and is influenced greatly by individual characteristics and factors related to work environment." (p. 39).

Human resource and training literature indicate that the design of training strategy is the first step to achieve the desired training effectiveness. An effective training strategy is supported and backed by top management, its formulation involves all the employees, it is aligned with the strategic objectives of the organization, and its aim is to enhance the knowledge and skills of the employees. Moreover, a coherent training approach is essential to ascertain the successful delivery of the training programs of the highest quality. This policy brief assesses these criteria in the context of Dubai's government entities. It looks at how training strategy is designed and implemented. Recommendations are directed to Human Resources and training directors not only in Dubai's government, but also to other governments in the Gulf and the MENA region.

Importance of a sound training strategy

Given the fast evolving and changing nature of the work environment along with the constant need for changing strategies and frameworks that organizations utilize to compete in the global markets, it is important to implement training strategies that reflect the necessities of the time as well, Howard (1995). If a training strategy is sound and well-designed, implemented carefully and gradually, then one can expect a positive influence on the behaviors and attitudes of the employees and on organizational performance as a whole, Holton and Baldwin (2003).

Leadership and central government's role in preparing and implementing the training strategy

Leadership commitment to training programs is one of the fundamental elements for their success, Gilley et al. (2009). First, the commitment of top management is essential in securing the necessary budget for the training, Ulrich et al. (1990). This is one of the main obstacles

that usually hinder training programs. It is hard to convince the top management of the potential outcomes of training programs and their return in efficiency and effectiveness. It is even harder in the context of public sector organizations in which service delivery is not linked to profitability, unlike the private sector, but to the provision of public goods and services. Unlike private sector organizations that are mainly concerned about keeping their levels of productivity and profit at the highest levels and invest in training to ensure that, public organizations are not pressured to maintain similar levels of competitiveness and profitability since they deal with the public and not customers, Hooijberg and Choi (2001).

Leadership support and commitment to training programs is important not only in the managerial and hierarchical aspects within public organizations, but also in terms of establishing close and friendly relationships between managers and their employees. It facilitates knowledge transfer from supervisors to other employees through various techniques, such as monitoring, lecturing, observing and evaluating the improvement in the behavior and performance of employees, Bass (1971). The inclusion of leadership training practice and support of the organization's management and leadership are critical elements that can significantly contribute to the effectiveness of the training programs that lead to promised organizational effectiveness.

As Figure 1 shows, more than 70% of survey respondents indicated that the leadership of their organizations provided the necessary financial support for their strategy. Moreover, 79.6% stated that the leadership believed its human capital was the source of its competitive advantage and invests in its empowerment and improvement. However, when asked if the leadership was involved in preparing and designing the strategy, only half of the respondents agreed (53%) and the rest were either neutral (32.7%) or disagreed (14.2%). The financial commitment of the leadership alone is not sufficient to secure an effective and efficient training strategy. The leadership's involvement in its design and preparation is more important to ensure that the vision, mission and objectives of the organization are aligned with its training strategy and is reflected in its programs.

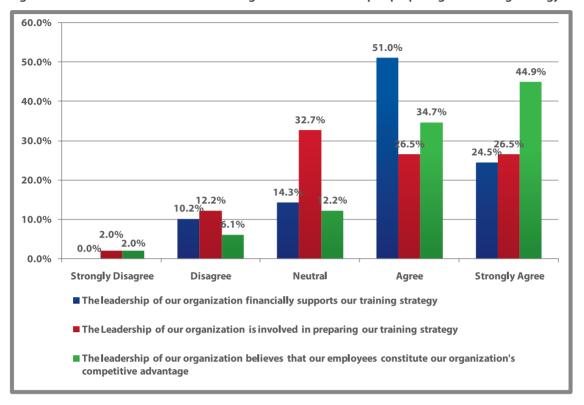


Figure 1: The role and involvement of the organizations' leadership in preparing the training strategy

Table 1 summarizes and analyzes the data obtained from the in-depth interviews conducted with Human Resources and training directors in various government entities that this study covered. The interviews revealed that the involvement of the organization's leadership in supporting the training programs was accomplished mostly by convincing the top management of Dubai's government to supply sufficient financial support and for training to cover all levels of the organization. Moreover, their role lied in assessing the effectiveness of the training programs and reviewing the training strategy. However, it is apparent that there is much to be done within the various government entities in Dubai to guarantee that the role of leadership is more effective. The role of Dubai's central government in supporting the training efforts of its entities is limited to the provision of necessary funds, training policies and the recommendation of training institutions.

It has not overcome this technical role to be directly involved in the assessment of the training outcomes and their impact on organizational performance. The central government establishes a general training strategy that outlines the objectives, direction, and desired results from the training programs to achieve the strategic objectives of the Emirate at the national and federal levels. This strategy then gets circulated to all government entities to align the objectives of their training strategy with that of the central government. However, there is little evidence as to whether the government follows up on the progress of its various entities in achieving and reaching these objectives.

The involvement of staff and tools used to prepare a succinct and effective training strategy

The participation and involvement of all staff, regardless of their rank within the organization, in preparing and designing the training strategy is of paramount importance to its success. Employees are the backbone of any organization and are the most interested and affected by the outcomes of training programs. If their participation in preparing the strategy is minimal, then this will have negative consequences on the impact of training on the overall skills that the training aims to strengthen.

Figure 2 demonstrates that only 46.9% of respondents indicated that employees participate in preparing the training strategy, while 20.4% disagreed and 30.6% chose to be neutral (which might indicate that they

Table 1: The role of leadership and central government in preparing training strategy

	The role of government's leader- ship in supporting effective train- ing programs	The role of Dubai's central government in supporting its entities' training efforts	Training strategies of Dubai's central govern- ment and other govern- ment entities
The Current Process	 Convince the top management to provide the financial support necessary to conduct effective training programs. Ensure that training programs are provided across all levels: individual, departmental and organizational. Analyze the results of previous training programs and identify any weaknesses that need to be addressed to improve the quality of these programs. Review the training strategy and identify new needs. 	 The provision of sufficient funds, tools, and human resources to conduct the training programs. Issuing effective training policies, regulations, and methodologies that ensure continuous growth and better services. Recommend training institutions that provide the best training programs. 	 The general framework, training policies, and guidelines are issued and administered by the central government. The central government's training strategy outlines the key factors to enhance its employees' productivity, and to place the government of Dubai among the most effective ones regionally and globally. Different government entities can have their own customized training strategies based on their organizational needs, but these are aligned with the central government's long term objectives.
Recommended Practices and Reforms	 Provide the vision and direction, while specifying the outcomes the training programs should achieve. Direct involvement of the leadership in preparing the training strategy. Ensure that the provided training materials, programs, and trainers meet the highest levels of quality, effectiveness, and efficiency. Help establish a culture of learning, knowledge-sharing, and self-improvement, while overseeing the success of training programs to achieve the desired results. Should establish communicational and cooperative links among all government entities to share their training practices, exchange expertise, and explore best practices. Attend training sessions, share real-life experiences, and empower participants to be effective leaders. Create communication channels to allow all governmental entities to share their training practices and exchange learning and resources. Identify, properly manage, and train the talented employees within the organization to be potential internal trainers. 	 The results of training programs need to be assessed by individual entities and their reports sent to the central government. Establish a team of auditors to assess the effectiveness of the training programs. Establish a world class training organization (preferably a semi-governmental entity) that is based in Dubai and serves the training needs of all government entities. Effective training should be one of the criteria for awarding the "Dubai Excellence Program's Award." 	 The central government should ask its entities to submit reports that outline the results of their training practices. The central government should stress the importance of implementing knowledge management programs to capture the best training methods. Government entities' strategies should focus on enhancing the levels of employees' satisfaction and organizational loyalty. Each government entity should conduct institutional analysis to evaluate the effectiveness of their training programs' organizational effectiveness.

Source: Analysis of data from interviews with Human Resources and training directors in Dubai's government

disagree). These results are much less than those that indicate the participation of supervisors in the preparation of a training strategy with which 63.3% agree, 20.4% are neural and 12.2% disagreed. The feedback, comments and remarks of supervisors regarding the strategy are taken into consideration by the organization as a whole for 79.6% of respondents.

Developing a comprehensive and focused training strategy relies on a number of tools and frameworks to ensure that internal and external factors are taken into consideration. For example, the use of SWOT analysis has been one of the most reliable tools to assess the organizational environment and its training needs. As Figure 3 indicates, only 38.8% of respondents indicated the use of SWOT analysis to develop their training strategy while 12.2% strongly disagreed, and the remaining 49% either disagree or chose to be neutral.

Although SWOT analysis is utilized by less than 50% of survey respondents, 77.5% stated that the main purpose of the strategy was to enhance the knowledge, skills and capabilities of the organization's employees. Moreover, 70.5% of respondents agreed that customer needs constitute the basis of the training strategy.

Nevertheless, the absence of a tool like SWOT analysis can cost organizations awareness about their internal/external strengths and weaknesses and the opportunities they can use to build their future strategic plans.

Various methods and measures were taken by the organizations surveyed and interviewed in this study to come up with comprehensive and effective training strategies. As Table 2 indicates, the training methods most government entities utilized were coaching and mentoring for the newly-hired employees as an induction to the organization. Also, the survey results found that government entities in Dubai relied on practices like shadowing, on-the-job training and case studies along with experimental training courses. These practices exposed employees to real life scenarios, and trained them on how to react and solve problems.

Concerning the measures taken to implement a comprehensive training strategy, training departments aligned their training strategy with the vision and mission of their organizations, identified both the organizational and employees' training needs, and hired consultants to benefit from international best practices. In terms of the methods followed to calculate

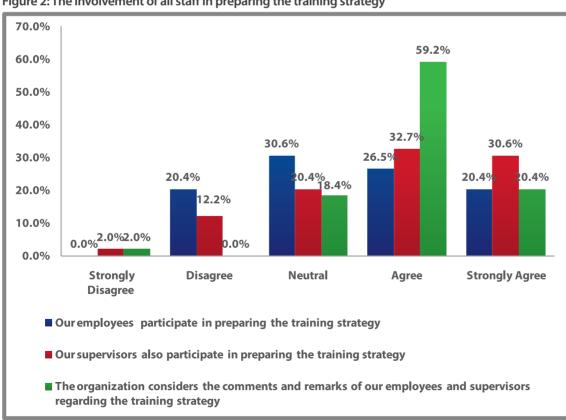


Figure 2: The involvement of all staff in preparing the training strategy

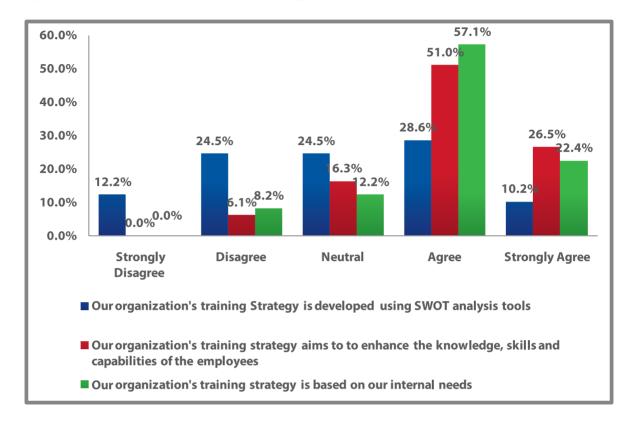


Figure 3: Tools used to develop the training strategy

the needed training budget, organizations used the total number of their employees as an indication of their budgetary needs. They specified a value for each employee, given their rank and contribution to the productivity of the organization. Also, the previous year's training budget was sometimes used as a starting point while taking into consideration emerging and new training needs.

Training needs' analysis and employees' empowerment

Conducting continuous assessments on training needs is a fundamental factor for the success of any training program. Brown (2002) argues that some organizations develop and implement training strategies and plans without conducting a needs' analysis which exposes them to endless risks of "overdoing training, doing too little training, or missing the point completely." (p. 569). The importance of conducting a needs' assessment exercise relies on: 1) aligning organizational goals and objectives with the ones the training programs should achieve, 2) identifying the gaps between current employees' skills and the skills needed to perform their duties with more effectiveness and efficiency,

3) discovering which organizational problems and weaknesses cannot be solved by training, and 4) preparing the conditions and the general environment under which the training activity will take place, Brown (2002). More importantly, studies have proved that providing adequate training programs to employees enhances their organizational loyalty and satisfaction.

As demonstrated in Figure 4, around 67.3% of survey respondents confirmed that their departments carried out a training needs' assessment prior to identifying which training programs were needed for their organizations. Another 63.2% indicated the employees participated in the training needs' assessment, and 87.8% agreed that supervisors were consulted while assessing the employees' training needs. According to these statistics, fewer employees and more supervisors were consulted to determine which training programs were needed to strengthen the skills and knowledge of the organizations' employees.

To further substantiate the data obtained from the survey about the training assessment, the in-depth interviews provided more insight about the methods followed to determine

Table 2: Methods and measures taken to implement an effective training strategy

	Training methods implemented to achieve effective training	Measures taken to implement a comprehensive training strategy	Ways of securing training budget from the central government
The Current Process	 Mentoring for newly joined employees. Workshops, job rotation, shadowing, and training the trainers. Internal and external training programs. On-the-job training. Encouraging e-learning programs for a large audience of employees to cut costs and ensure effectiveness. Case study and experimental training courses. 	 Identification of both the organizational and employee needs, and implementing strategic training programs to fill the gap in their performance. International consultants' advice and recommendations. Training strategies are regularly updated to reflect changes in the market. The training strategy is aligned with the vision and mission of the organization. 	 The total number of employees in the government entity and their role in enhancing the growth of the government. The actual training needs of each entity. Based on previous years' training budgets. Based on new and emerging organizational needs.
Recommended Practices and Reforms	 Organize conferences to attract regional and global experts to benefit from their knowledge. Regional and international study tours to capture the best practices in the governmental sector. Create a virtual Knowledge Base/Bank with all the important job related information and training courses. Perform brain-storming sessions and focus groups where all employees take part in identifying training needs and strategies. 	 Involve all the employees in the different phases of strategy creation, implementation, and evaluation. Lessen the involvement of international consultants and reliance and fostering home grown expertise. Utilize SWOT analysis to effectively identify the organization's internal/external challenges and opportunities. Conduct before and after training surveys/interviews to assess the quality of the training programs. Lessons learnt can be used to improve the following year's strategy. More involvement, commitment and support of top management to create each year's strategy. Establish and link strategic goals to result-based KPIs. SMART goals. 	 Conduct a comprehensive training analysis exercise before reaching out to DOF for the annual training budget. Compare the percentage of Dubai's training budget to other regional and global governments. Fix a minimum training budget for each employee based on their grade, increasing it as their training needs arise. Central government should align the allocated training budget for each entity with the level of their training effectiveness.

Source: Analysis of data from interviews with HR and training directors in Dubai's government

the assessment of training needs. As Table 3 demonstrates, Human Resources and training departments in Dubai were aware of the most reliable techniques to identify the training needs of their employees. For example, the majority of Human Resources and training directors indicated clearly that training needs' assessment are carried out through three different levels: 1) the individual, 2) departmental, and 3) organizational. This allowed an accurate understanding of the strengths and weaknesses of each of these three components of the organization and which one would need

more attention. Individual performance plans and the results of annual Performance Appraisals and supervisor reports were utilized to identify the individualistic training needs. Numerous methods were used to involve the employees and supervisors in identifying their training needs. For instance, supervisors were encouraged by Human Resources and training departments to hold regular meetings with employees to discuss their performance and progress, and suggest the necessary training programs to improve their productivity and enhance their performance. Moreover, new

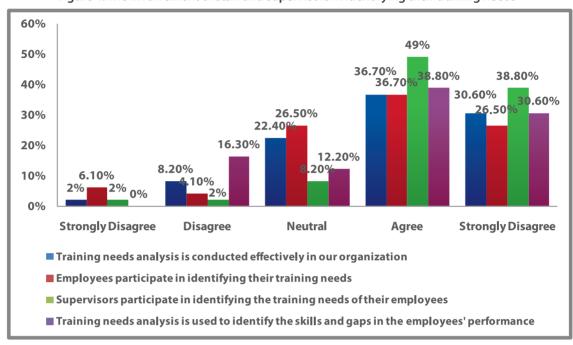


Figure 4: The involvement of staff and supervisors in identifying their training needs

Table 3: Training needs measurement and assessment

	Ways in which government entities define their employees' training needs	The involvement of employees and their supervisors in identifying their training needs	Types of training programs government entities in Dubai currently conduct
The Current Process	 On three different levels: individual, departmental, and organizational. Training needs' analysis Individual Performance Plans. Results of the annual Performance Appraisals. Based on the new strategic plans of the organization, changing when the need for new training programs arises. Reliance on the feedback of supervisors and managers regarding the performance of their employees. Dubai Government Excellence Program's feedback. 	 The most reliable way to identify the training needs of the employees. Holding regular meetings between supervisors and their employees to discuss their performance, and the necessary training they need to enhance it. Supervisors and line managers suggest training programs to their employees based on the performance gaps they identify during the year. Face-to-face meetings between Human Resources/training directors and the employees within the entities. 	 Strategy making and planning. Financial management programs. 360 leadership training. Strategy &organizational performance. Leadership & Negotiation People management & emotional intelligence. Problem solving & decision making.
Recommended Practices and Reforms	 Make sure that employees are motivated to participate in the training program. The training materials are based on the needs of the trainees. Use surveys to identify training needs. 	 Training should not only be based on weaknesses in performance, but as part of continuous learning. Supervisors and line managers should empower their employees to be innovative in the ways they conduct their jobs, and share their practices with their colleagues. 	 Train all government officials on research methods to construct evidence-based policies. More focus on cycles of policy making, implementation, and evaluation. Knowledge management programs and practical skills. Best practices in organizational management, organizational performance, and effective benchmarking. Training on the use of IT tools, like SPSS. Training on statistical skills.

 $Source: Analysis\ of\ data\ from\ interviews\ with\ Human\ Resources\ and\ training\ directors\ in\ Dubai's\ government$

strategic directions of every department within the organization were taken into consideration to identify the new skills and practical behaviors the employees needed to acquire to achieve the desired outcomes and results.

The ultimate objectives in conducting training programs are to strengthen the competencies of employees, identify gaps in their performance and equip them with the theoretical, practical and behavioral skills required to perform their duties more effectively. The survey data (Figure 5) demonstrates that 87.8% of respondents indicated that all their employees from different grades and levels participated in training programs. Moreover, a total of 59.2% of respondents stated that they used vocational education for their employees' development and skill-building. More than 60% of the respondents

stated that training was not just used to improve the skills and knowledge of employees, but also used as a tool to empower and motivate them to focus on continuous learning.

The overall quality of training programs is predominantly determined by the quality of the training material, the characteristics of the trainers and the motivation of employees to take part in them, Towler and Dipboye (2001). Numerous studies have stressed the critical role of individual factors in deciding the overall effectiveness of training programs. One of the most significant components in this regard is training motivation, Tracey et al. (1995). Employees' training-related motivation proves to be significant in bridging between the organization's working environments and training outcomes, and also plays a major role in determining the overall effectiveness of their

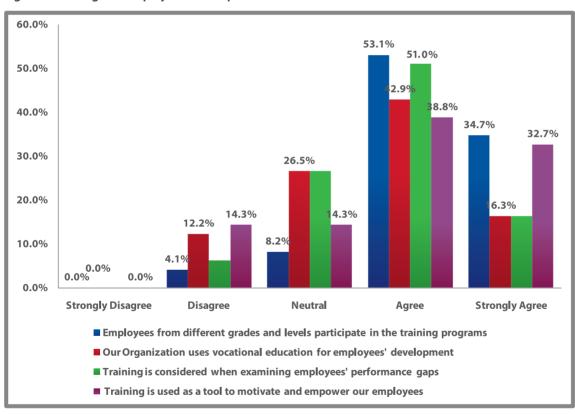


Figure 5: Training and employees' development

training programs. Campbell (1988) argues that there is a strong relationship between trainees' motivation and training effectiveness. He stresses that researchers and practitioners should address and study the "individual and situational" factors that impact the motivation of trainees and their interest in attending training programs that are offered either in their organization or other

training institution. In fact, Noe (1986) states that training effectiveness improves significantly if its strategies target enhancing the trainees' recognition of its significance for both personal and career development. Three elements enhance trainees' motivation: 1) their belief that increased efforts result in higher performance in the training sessions, 2) their conviction that increased

contribution in training ultimately leads to higher job performance, and 3) high job performance is linked to opportunities for promotion and acquisition of opportunities for personal and organizational growth, Noe (1986). Keeping this triangle in mind is instrumental to achieve the desired outcomes from training programs.

Another critical aspect that the training strategy should consider in order to enhance training effectiveness is the way in which trainers present the training material. Available research indicates that the way in which verbal presentations are conducted and the content of material is put together significantly effects the outcomes of the training programs. Trainers who influence trainees are those who are "expressive and organized". Towler and Dipboye (2001). They have the ability to convey ideas in a coherent, eloquent and straightforward manner, and can communicate effectively with the trainees, Meier and Feldhusen (1979). This might seem as a minor issue, but it has been proved to be an essential element in providing quality training and, therefore, should be strongly considered when designing the training strategy.

Some of the highest scores in this study shed light on the quality of trainers and training material that the surveyed departments offered their employees in Dubai. As Figure 6 shows, 83.7% of the respondents assured that the main criteria for selecting the trainers was due to their proven command of the subjects they taught and the experience they demonstrated. More importantly, the training programs were designed to meet the highest standards of quality and match international best practices as was indicated by 63.3% of respondents.

Training effectiveness is ensured and monitored by the UAE's Institute of Administrative Development. It adopts a systematic approach in identifying the training needs of all government entities in the country and even provides technical support to achieve it. Furthermore, to achieve the desired quality from the training programs, instructors are selected based on their seniority and capability to develop well-targeted and well-designed programs that match global standards and quality. The effectiveness of the training programs is reflected in the improved performance of public sector organizations in the UAE as the number of government entities who are awarded ISO (9001-2000) has increased significantly due to well-performing workforce within these organizations. The training departments in Dubai's government entities constantly focus on the evaluation of training as a whole and ensure that it meets the best international standards. They evaluate the trainees, their attendance, participation, and attention to the programs. Their suggestions are

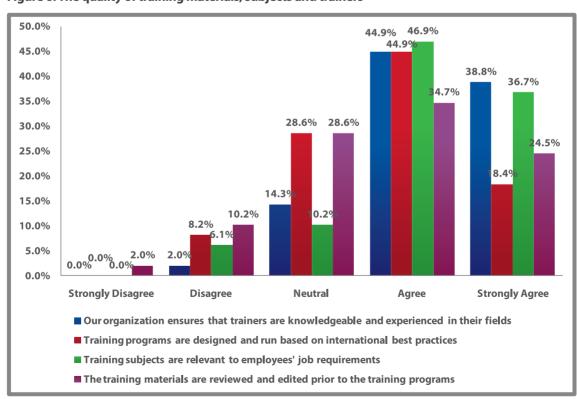


Figure 6: The quality of training materials, subjects and trainers

also taken into consideration in order to improve the overall quality of the training programs in the future.

The relevance of the training programs to the employees' needs is crucial in motivating them to do their best during the training and then apply it to their work. Around 83.6% of Human Resources and training directors who participated in this survey stated that employee job requirements are the foundation for designing such training programs. However, only 59.2% stated that they review the training program prior to the commencement of training. Reviewing the programs was a vital component for their success as reviewing the material prior to the training sessions ensures they are updated and based on facts that are still relevant and accurate today.

Conclusion and Recommendations

This policy brief provides a holistic image about the elements that the various government entities in Dubai rely on to design a sound and effective training strategy. It identifies the role of organizational leadership in securing the necessary budget for training along with their involvement in the building and implementation stages of the strategy. Moreover, the brief looks at the methods and measures put in place to secure an effective implementation of the training strategy. It also assesses the involvement of all staff in the training needs' assessment exercises. However, there are some areas in which Dubai government entities need to invest more effort and resources to ensure that their training strategies meet the highest international standards.

1. While the leadership of government entities is committed to secure the necessary budget for training, they are not sufficiently involved in the design and implementation phases of its strategy. The leadership should be more involved in the design and implementation of the training strategy in order to ensure that it is aligned with the organization's vision, mission,

- and its objectives along with those of the central government of Dubai.
- 2. The organizational leadership should help establish a culture of learning, knowledge-sharing, self-development, and oversee the administration of training programs to achieve the desired results. This could be achieved by regularly attending training sessions, sharing real-world experiences, and by empowering participants to be effective leaders rather than just passive task-achievers in their departments.
- 3. All staff in a given organization should be involved in the preparation and implementation of the training strategy. This study found that more supervisors and fewer staff were given the chance to be part of its design. Furthermore, government entities should utilize more tools like SWOT to study the environmental factors that can impact the quality and outcome of their training programs.
- 4. Training should not be regarded only as a tool to strengthen the weaknesses of government employees, but rather as an essential continuous learning mechanism. This should promote an environment that appreciates learning and accordingly, knowledge will be created within these entities.
- 5. The central government of Dubai should be more involved in the assessment and effectiveness of the training strategies of its various departments and entities. More importantly, it should trace the progress of these departments in their contribution to the strategic vision of Dubai's government.
- 6. Dubai's central government should establish/ appoint a training institution that will provide all the entities with their training needs. The centralization of the provision of training needs through one institution will create home-grown expertise and rely less on international providers and consultants.

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MOHAMMED BIN RASHID SCHOOL OF GOVERNMENT

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