Capacity building through Foreign Aided Project: An Evaluative study

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ABSTRACT

Purpose: This study presents an analysis of the impact of training (capacity development) through a foreign aided project National Education project NEP in AJK.

Methodology/Sampling:A customized set of capacity domains was developed using standard analysis tools devised by UNDP against whom the change due to trainings was measured. The variables of the model are Relevance, Performance, Efficiency, Effectiveness, and Sustainability & Community Participation. The statistical estimates are based on a data set of various surveys and scheduled interviews.

Findings: The study concludes that although trainings for the master trainers were relevant and efficient but they could not provide desired results for ultimate beneficiaries that is the primary teachers. Sustainability and community participation were the weaker areas of the project creating negative effects.

Practical Implications: The analysis includes recommendations for more prudent future policy making of such projects. This research study is first of its kind for a particular area of Pakistan. It presents an overview of the foreign aided project and will serve as database for future planning and research.

Keywords: Capacity development, Impact evaluation, Relevance, Effectiveness, Sustainability.
JEL Classification: D24, F35.

1. INTRODUCTION AND AIM OF STUDY

For the past three decades, the primary focus of the world attention is on economic growth and development of the nations. In view of the central role that this concept has assumed world wide the economic development theory has a continuously evolving pattern of insights and understandings from (i) Structuralism, (ii) The linear stages of growth models, (iii) The neo-Marxism or dependency theory to (iv) Neoclassical counterrevolution. The growth fetishism of development theory was finally broken by Dudley Seers in 1969,(Bell, 1987). Development, he argued, was a social phenomenon that involved more than increasing per capita output. Development meant, in Seers's opinion, eliminating poverty, unemployment and inequality as well. Many other economists endorsed this redefinition of economic development. So in this context emphasis has also being shifted from physical capital to human capital.

The relationship between foreign aid and development is based on these ever evolving development theories so foreign aid theory is also changed a lot overtime. Foreign Aid theory in early years of thinking on economic development was simple and straightforward. According to traditional two gap theory as there exists saving investment gap and trade gap in developing countries so foreign aid is necessary to bridge these gaps. Aid has done and delivered the good, but often in less developed countries where governments have not high priority to tackling poverty, it has not always done enough. And it can even harm the poor if its projects involve inappropriate technology or skill. Due to different initial conditions, the historical experience of the western economic growth and development often has only limited relevance for the contemporary third world nations, likewise aid theory implications are different for the developed world and less developed countries.

In this scenario of ever evolving economic development theory and changing foreign aid theory and controversy over effectiveness of aid and its impact which is fraught with disagreement there arises a need to measure the impacts of foreign aid from a different angles apart from measuring the impact on growth rate of national income or doing the traditional cost benefit analysis, as the focus of development economics have shifted from physical capital to human capital there arises the need for the measuring impact of aid from human resource development perspective.

Capacity in human affairs is not a fixed, measurable quantity, but rather the *potential* to act effectively. However, capacity development can also be regarded as valuable in its own right. As Morgan (1999)points out, "policies, goods and services may change and become obsolete, but living capacity can mutate and survive". Capacity development is therefore both a means and an end in itself. So projects and developmental programs should be evaluated on the basis of these considerations, especially evaluating a project's worth in terms of human capacity building. "Capacity development is *a process* by which individuals, groups, organizations and Societies enhance their abilities to identify and meet development challenges in a sustainable manner." UNCED, (1992). In its broadest interpretation, capacity building encompasses human resource development (HRD) as an essential part of development.. This research study defines "capacity" in a broad holistic sense to include the overall capacity development activities which involve education, training and learning, knowledge services, as well as capacity for policy making and operational management and utilization of infrastructure and community programs. This research study examines the impact of staff learning programs and the impact of capacity building trainings

given directly to the management primary teachers through Northern Education Project (NEP). The project supported an integrated package of activities over a five-year period, from October 1997 to June 2002 (time span dragged ahead to 1998 to 2004). Project activities covered all seven administrative districts in the AJK, (with the exception of a pilot community participation project in a single district,).The project was formally inaugurated on November 18, 1997. PC-1 prepared by the Govt. of AJK was approved on May 26, 1997. It was a World Bank (WB) funded credit project, for which the loan agreement between the World Bank and GOP (amounting to US dollars 36 million (SDR 16.4 million equivalent) was signed on Nov.5, 1997. (PC-1)

1.1. RESEARCH PROBLEM

Finding and evaluating the impact of training (through foreign aided projects) on capacity building of human resources in Azad Jammu & Kashmir (AJK).

Null Hypothesis: Impact of staff learning programs and capacity building trainings given directly through the foreign aided project has no positive impact (on fulfilling the objectives of the projects.)

The purpose of this study was to evaluate the impact of training on capacity building and promotion of quality education of teachers at elementary level in AJ&K. The present study was designed to evaluate to what extent stated targets were achieved. As objective of this study is to delineate the HRD component of the project and study it in detail, so although we are going to evaluate all the four areas (content, input, process and out put) of the project NEP but our main focus will be how or why not the activities in these areas contributed to the impact of the project.

1.2. SIGNIFICANCE OF STUDY

The present study will be helpful to educational planners, administrators, master trainers and classroom teachers of AJ&K in understanding planning, administration and methodology of running such projects. This study will also be helpful to future course developers to develop courses in the field of in-service training. This study will be helpful in formulating evaluation and making follow-up studies of such type of projects. This study will serve as data base for future research, impact and follow up studies.

2. LITERATURE SURVEY

The evaluation in service training programs is being carried out in many ways the most frequently used evaluation models include Management Models, Judicial Models, Anthropological Models and Consumer Models (Payne, 1994). Most evaluators of Project use a conceptual model called a logical Framework (LF) to visualize the project in term of set of cause and effect relationships the objective is to see whether resources provided to the project are transformed into actions that contribute to achieving the objective and goals of the intervention and about external factors which affect there relationships (World Bank, 2000). Management model of Michael Patton emphasized *Utilization Focused Evaluation*. Patton stressed on "focus on intended use by intended users." **CIPP Model** by Stufflebeam (1982).is also a management model where major evaluation areas are Context, input, process and product. Judicial Models of training evaluation like that of (Worthen and Sanders& Fitzpatrick 1999) proposed a sense of true judgment to the evaluation process the model

presents the concept of meta evaluation that is simply an evaluation of an evaluation. Anthropological Models present evaluation in qualitative research paradigms this models main thrust is that evaluation should be responsive" (Stake 2004) and/or it should be goal-free evaluation" (Scriven 1967) and it should be naturalistic evaluation" (Guba 1981a).

The main evaluation theorist behind **Consumer Model** is Michael Scriven. This approach is based on the assumption that useful evaluation ideas can only come from the field of consumer product evaluation**.**

Kirkpatrick (1967) identified a series of logical steps of evaluation to determine the effectiveness of a training program: these steps include Reaction, Learning, Behavior, Results. A (Bhola, 1990) presented a descriptive classification of variables for evaluation that includedInputs, Process, Context and Outputs asMajor Evaluation Areas.

Some expert call for *needs based evaluation*, (Shadish, Newman, Scheirer& Wye, 1995) this theory is based contingency theory because the type of evaluation needed in a particular time and place is or can be different and said to be contingent upon many factors which must be determined and considered by the evaluator. In the past, capacity development has been evaluated mostly in terms of programs initiated, numbers trained, courses offered, or of knowledge service systems simply designed and put in place. But now there has been an evolution in the field of monitoring and evaluation (M&E) involving a movement away from traditional implementation-based approaches towards new results-based approaches. Different frameworks have been developed for measuring capacity development. Capacity diagnostic methodology developed by UNDP)presented three dimensions of assessing capacity. They are point of entry, core issues and cross cutting functions, Kusek and Rist (2004)also presented ten step approaches to result based monitoring and evaluation systems. DeCosse (1999)linked Knowledge Attitude and Practice (KAP) surveys to environmental monitoring tools. Wang (2003) used KAP surveys to assess health related behaviors and impact factors. These surveys also enabled the comparison of differences in the investigated factors between population groups and their changes over time. Laverack et al (2002) developed a set of capacity domains against whom the effectiveness of the project can be measured. The UNDP/GEF' in its Resource Kit (2003)outlines eleven core functions which indicators should address. Stiglitz (1998) argued that a) measurement instrumentation cannot easily be transported from one country/application to another (even within the same locality or sector) without thoughtful adaptation to specific circumstances and b) quantitative measurement techniques, while often useful, should supplement qualitative observation in most cases. Unless baseline data are collected on indicators at the outset, and systems for data collection maintained and monitored, there is little likelihood of effective measurement or assessment of outcomes.

The foreign aid impact evaluation should also be done in a more holistic terms and measuring the impact through HRD perspective is most important in this regard, as not only the success and failures but the sustainability of the projects depend upon trainings in skill development and capacity development of human resources. The benefits of education and training for individuals and organizations are widely acknowledged (Moy & McDonald, 2000). Many organizations, have invested heavily in developing the knowledge and skills of its people –the most critical resource, because this investment towards developing human resources would definitely lead to the fulfillment of other objectives of the project.

This study is an academic effort in this direction. This evaluation study examines the impact of staff learning programs and the impact of trainings given directly to the

rural people by the staff of the line department, on fulfilling the socio-economic objectives of the projects.

3. RESEARCH DESIGN

This impact study tried to evaluate the project on the basis of the indicators and variables identified (Appendix I). Based on the key issues identified in the evaluation design matrix (Appendix III) with quantitative and qualitative indicators, the impact of training through NEP was gauged by measuring a set of latent variables (as is the common norm of research in social issues) or indicators which are as follows:

Relevance to client institutions (line departments) and to ultimate beneficiaries

Efficiency and Effectiveness (for measuring performance),

Impact, sustainability and contribution to capacity building (for measuring success).

This Impact Evaluation study (IES) will consist of a statistical analysis of the primary data. Descriptive statistics as well as Multiple regression analysis is used to test the effect of each independent variable on a dependent variable. Different multivariate techniques were used for examining the interrelation between several predictor variables and a dependent variable the result was based on six equations. It was also examined whether this relationship is linear or not. The reliability and fitness of the measure was also measured with statistical tools.

The primary data consist of surveys of the primary teachers (which were the main recipients of capacity development trainings) master trainers from the line department and officials from the line department.

3.1. Population

Four target groups were selected for the study.

Group 1- Mangers (Consisting of managers, planners, and senior officials of Directorate of Elementary education DCRD, EEC, GCETs, and District Education Officers of AJ& K.)

Group II - Master trainers (consisting of academic staff of DEE, DCRD, EEC,   GCETs and master trainers associated with teachers training programs of NEP in AJ&K.)

Group III - consisting of working primary teachers in AJ&K.

Group IV- consisting of results of students of 4th grade of public schools in Azad Jammu and Kashmir

The whole population was distributed as:

Senior Educationist and manager from different educational functionaries = 30,

Master Trainers/Teacher Trainers of the different functionaries   =   400,

Working primary teachers in Azad Jammu & Kashmir   = 1100,

Students of grade 4th in AJ&K $= 50000.$

3.2. Sampling

From the seven administrative units (Districts) of Azad Jammu and Kashmir (Bagh, Bhimber, Kotli, Muzaffarabad, MirpurSudhonoti and Rawalakot only three districts were selected randomly. Draws were taken and following district were selected: (a) Kotli (b) Bhimber and (c) Mirpur. All the Directors from headquarter relevant to elementary education, district manager of elementary education and principals of GOCETs of three sampled districts were selected for interviews. The sample size was n = 10.

All the officers (subject specialist and academic staff) of DEE, DCRD, EEC, and 50% subject specialist from GOCETs were selected. Thirty percent master trainers of sampled districts were selected randomly. Sample size was n=24.

Working primary teachers of sampled districts were selected randomly for induction of questionnaire II and classroom observation. The sample was made as below:

Table 1

Brief descriptions of Samples taken

Name of District	Govt Higher secondary schools		Govt high schools		Govt Middle schools		Govt Primary schools		Total
	M	F	M	F	M	F	M	F	
DisttKotli.	1	1	1	1	1	1	1	1	8
Dist. Bhimber	1	0	2	1	2	1	1	1	9
DisttMirpur.	1	1	1	1	1	1	1	1	8
Total No of Schools	3	3	4	3	4	3	3	3	25

(Where HIS stands for Higher Secondary school, for secondary,G.H for Girls middle school)

All the Primary schools teachers (M/F) were taken as respondent for questionnaire II and classroom observation. The numbers of respondents were distributed as

Male primary teachers 94

Female primary teachers 42

Total number of primary teachers taken, n= 136

11 schools/centers of students of grade 4 were selected to conduct an achievement comparison of before and after training.

3.3. Research Tools/Instrument

The IES activities consisted of five main tasks: (i) preparatory work, including developing three survey questionnaires; (ii) field visits to the selected districts of the study area (iii) completion of the survey questionnaires; (iv) follow-up field visits to the selected districts, including stakeholder and line department's group discussions and (v) statistical analysis of the data and preparation of the final report.

The present study is descriptive as well as statistical in nature and information is collected through the following instruments:

(i)   Scheduled interviews.

(ii)   Questionnaire (i) (for master trainers/teachers trainers.

(iii)   Questionnaire (ii) (for primary teachers

(iv)   Achievement (result) comparison for student of grade 4

(v)   Research for impacts related to the social or human behavioral aspects is difficult as its variables or predictors are difficult to grasp and quantify. These predictors themselves are influenced by a range of variables and relations of varying order. So different sets of variables were used to reach a concise set of Latent variables(Appendix I), which will be used for all the descriptive as well as statistical analysis.

3.4.   The Model

Multiple regression analysis was used to test the effect of each independent variable on a dependent variable. Different multivariate techniques were used for examining the interrelation between several predictor variables and a dependent variable the result was based on six equations. It was also examined whether this relationship is linear or not. The reliability and fitness of the measure was also measured statistically.

The   statistical tests for measuring the impact of trainings are based on regression approach and correlation coefficient and their transformation. A standard process was adopted that is the null hypothesis of zero coefficient of correlation between dependent and independent variables was tested. If the correlation coefficient would be +1 (or -1) it nullifies the null hypothesis and proves the alternative hypothesis of causal relationship between dependent and independent variables.

The empirical analysis in this paper is based on standard regression equation

$$Y_i = b_o + b_1X_1 + b_2 X_2 + \ldots\ldots..B_nX_n) + \epsilon_i$$

Where Y_i= impact of training (Outcome and dependent variable)

X_1 is the first predictor variable (and b_1 is the coefficient of the first predictor, X_2 is the 2nd predictor variable and b_2 is the coefficient of the 2nd predictor X_2. bn is the coefficient of nth predictor Xn. In this model, X_1 represents the predictor relevance, X_2 is efficiency, $X3$ represents effectiveness, X_{4is} sustainability, X_5 is capacity development, and X_n represents success rating. ϵ_i (where i= 1,2,3,----n) is the difference between the predicted and observed value of Y for the any (ith) participant. A linear combination of predictors was sought that correlate maximally with the outcome variable. Table 2 presents the descriptive statistics for the predictor variables

Table 2

Descriptive Statistics of the Model

Variable	Mean	Std. Deviation	S.E of Estimate
Impact	30.63	3.166	
Rel	4.59	1.106	2.366
Efficiency	7.86	1.246	1.979
Effectiveness	7.35	1.555	1.626
Sustainability	4.99	.861	1.222
Capacitydev	2.86	1.612	0.749
Success	2.98	1.075	0.000

4.   RESULTS

Table 3

Regression Results of Predictors Affecting Impact of Training

Independent Variables	Standardized Coefficient
Relevance	.349 (8.299)
Efficiency	.394 (5.809)
Effectiveness	.491 (7.813)
Sustainability	.272 (-7.43)
CCD	.509 (0)
Success rating	.342 (6.784)
Constant	

(t values are in the parenthesis)

Table 3 presents results of the estimation of regression coefficients of basic equation. The standardized β values tell us the number of standard deviations that the outcome will change as a result of one standard deviation change in the predictor variable. The standardized β values are all measured in standard deviation units and so are directly comparable ;therefore, they provide a better insight into importance of a predictor in the model(as a rule bigger absolute values = more important). The t-test tells us whether the β value is different from 0. As a general rule if this observed significance is less than .05 then social scientists agrees that the result reflects a genuine effect.

It can be seen from the table 3 that all predictor variables (rel, efficiency, effectiveness, sustainability, CCD and success) have positive and significant coefficients. More important are the ones having higher β coefficients that are indirect contribution to the capacity development factor (i.e. the training of the trainers), efficiency and relevance. The magnitude of coefficients decrease for sustainability and success as it was evident that these

were weaker areas of the project.

With this regression analysis this study has produced an equation that is correct for the sample of the observed values, but in social sciences we have to generalize the findings out side the sample. to draw conclusions about a population based on a regression analysis done on a sample, several assumptions must be true (Berry, 1993). These assumptions include non zero variance, no perfect multicollinearity, homoscedasticity, independent errors, normally distributed errors and linearity.

Table 4

Results of Diagnostic Tests

Diagnostic Tests	
Adjusted R2	.983
Significant F Change	.000
VIF (Average)	1.2
Tolerance	0.08
Durban-Watson	1.917

Different diagnostic tests were carried out to check the validity and reliability of the variables and the data. Adjusted R^2 gives us the idea of how well our model generalizes and its value should be close to the R^2 values. Linearity and homo-scedasticity was established through scatter plots and histograms shapes. . Large F ratios prove model fit and sig. F change values establish fit of the regression model. Myers, Bowerman& O'Connell,(1990)concluded that if the largest VIF is greater than 10 it is a cause of concern or the average VIF should not be substantially greater than 1.So the VIF and tolerance statistic of model show that there is no multicollinearity in the model. Durban Watson statistic informs about whether the assumption of independent errors is tenable. As a conservative rule of thumb, its value should not less than one or greater than 3, so the statistic of the model fulfills the assumption of independent errors.

4.1. Key Impacts

This section presents the key impacts factors of success (or failure) of the project (impact. sustainability and capacity building) using data from the surveys undertaken. The impact was measured through statistics and the comparison of the results of the 4th grade students (of public schools) before and after their teachers got the training. Although the line department claim to have a huge impact of the project creating a huge source of human recourse of primary teachers and master trainers as having a positive impact but when compared the results of the 4th graders before and after the trainings the impact seem to be negligible or even negative. (As is evident from school survey 40% of the surveyed schools showed better result but sixty60 % showed worsening results)

Table 5

Comparison of results (annual pass percentage) of 4th Grade students before and after training in the selected schools

School #	Y2002	Y 2004	Change
School 1	78%	100%	Positive
School 2	100%	100%	Non
School 3	90%	80%	Negative
School 4	56%	93%	Positive
School 5	88%	72%	Negative
School 6	73%	63%	Negative
School 7	47%	65%	Positive
School 8	90%	61%	Negative
School 9	59%	75%	Positive
School 10	80%	76%	Negative
School 11	82%	68%	Negative

5.   DISCUSSIONS

Performance was measured through Efficiency (Transformation of inputs into outputs) and Effectiveness (Transformation of outputs into outcomes) although execution of the program and training delivery to the master trainers and officials of the line departments was satisfactory, as 64% of the respondents termed the quantity of the course material satisfactory 55% termed quality of material also satisfactory. So we can say that training program was efficient. It was also because of the fact that 53% respondents acknowledged that they attained skill because of this training. Therefore, we can say that input was transformed into output that is training resulted in skill and knowledge enhancement. The highest beta coefficient for efficiency and effectiveness also endorse these observations.

However, how far was the project effective is a matter of pondering. There were some inherent flaws in the training program and training strategy. The main flaw being that the training was too restricted as 94 % of the respondents informed that training was restricted to the one basic/minimal area of knowledge /skill, 93% informed that training was a single project oriented and 73% informed that there was no opportunity of refresher/advance courses. Because of these inherent flaws, the program cannot be termed very effective.

It was envisaged in the PC-1 of the project that one of the main objectives of the project was to obtain active community participation through increased training

in community mobilization and related topics for DoE staff, working with parent teacher associations and village education committees. In AJK, the project supported a pilot project to establish 400 school committees in a single district, with the possibilities of future expansion. Although on paper these associations and committees were established but today no trace of them could be detected by the surveyor and even when they existed, a meager budget of around 6000 is too little for committee's functioning as this fund is also meant for school repairs and buying instructional material .

Survey questions about community participation and women's involvement in planning and execution or trainings suggested that women in particular, and community members in general, played little role during whole of the project.

Sustainability should have to be the most focused area of any training as stressed by many researchers so that the imparted knowledge, awareness, or skill would not restrict to a single batch of one-time trainees. Although a research and curriculum wing was established in the line department(DoE) under the project ,which has shown steady progress in developing new teaching aid material , but on the whole it has not been able to provide consistent training programs to improve teaching capacity of the primary teachers as there were no further opportunities of training after the project. A separate wing of human resource information management (HRIM) was established in the department of education through NEP. The purpose of the department was the school mapping, documentation, and computerized data handling for the department. This exercise was done once with the help of foreign consultants and when the deadly earth quake of 2005 razed all the buildings of education department secretariat with them gone not only the computers but also the school mapping and all the computerization as no local consultant was trained for the job. Now the department is advertising for new consultants to do the job all over again.

The HRD efforts seem to have limited success in capacity building of the primary teachers i.e. they are not able to improve the results which is evident from the results of the 4th graders before and after the trainings. The impact seems to be negligible or even negative. (As is evident from school survey 40% of the surveyed schools showed better result but sixty (60) % showed worsening results). Another factor which contributed is the durations of the training program which was two to three days (on average) and this was very small keeping in view the huge expectation that teachers will be able to first de learn obsolete concepts of their lives and then learn new concepts in such a short span of time. Most respondents were dissatisfied with the duration of the training program, (48% and only 4% were fully satisfied with duration.) As a result, they were taught nothing. Not even the name of training program in many schools the surveyor has to make a special effort to have them remember what (NEP) training the study is asking.

6.   CONCLUSION

NEP appeared to hold great promise for AJK as it offered excellent opportunity to the provision of a direly needed trainings (as OJTs are rare in remote areas like AJK) for capacity building of the primary teachers of education department. Although execution of the program and training delivery to the master trainers and to the officials of the line departments was satisfactory and efficient but it couldn't prove to be effective because the base of the pyramid that the primary teachers' training program was very lackluster and only a small amount of resources were used for it. Although overall the beta coefficients are satisfactory, but it is the because of the fact that this study was conducted using responses of

the master trainers and the primary teachers collectively, if it were analyzed separately the result would have been more dismal. As training was a single project oriented and was restricted to a single skill or field of knowledge, sustainability was the most neglected area with the lowest beta coefficient. Because of these inherent flaws and lack of political and administrative will, the impact could not be more positive. Statistical analysis endorses these findings.

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