

# Chapter 1

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## Evaluation Highlights

- Training is an integral element of the Bank's support for capacity building in client countries.
- The impact of training on development capacity depends not only on learning but also on participants' ability to implement learning in the workplace and on the relevance of that learning to development goals.
- The evaluation assesses the effectiveness of WBI and project-based training in building capacity and highlights the factors that drive successful training.



# The Role of Training in Capacity Building

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## The Nature of World Bank Training Support

Achieving the goals of sustainable growth and poverty reduction requires developing countries to have strong national institutions. The World Bank has devoted significant resources to building the capacity of institutions and organizations in client countries. The Bank helps build capacity through a variety of diverse but complementary means, including technical assistance, studies, equipment, and training.<sup>1</sup> This evaluation focuses on the efficacy of one of the Bank's primary means of capacity building—training—and examines how training is used, alongside other Bank support, to achieve clients' capacity-building objectives.

The Bank supports training in two ways. First, many investment projects include dedicated training components or training activities embedded within one or more of a project's components. Second, the Bank has a separate unit that organizes learning events—the World Bank Institute (WBI), which aims to “build skills among groups of individuals involved in performing tasks, and also to strengthen the organizations in which they work, and the sociopolitical environment in which they operate.”<sup>2</sup>

Over 90 percent of training is financed through projects and the remainder is provided through the WBI. Project-based training accounted for approximately 6 percent of the total cost of investment projects during fiscal years 2002–06. Training may be even more important to the achievement of project goals than these budgetary figures suggest because successful training is sometimes essential for other project investments to operate correctly and efficiently. For example, building schools will improve educational outcomes only if there are trained teachers to work in them. In an estimated 60 percent of projects, training is either integral to

the achievement of the goals of one or more components or supportive of all project components.<sup>3</sup>

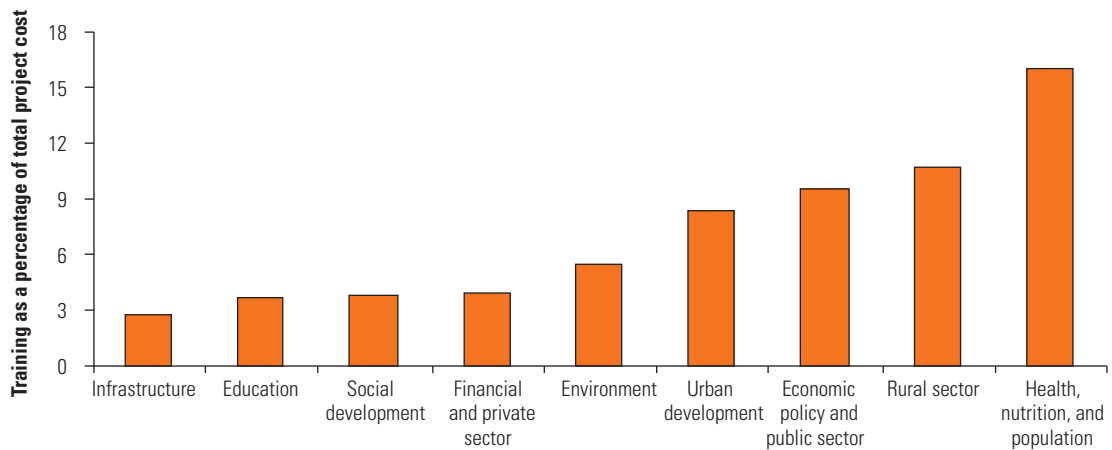
Training programs financed through Bank loans and grants have a diverse range of characteristics. They may be implemented by government ministries, local training or academic institutions, international training institutes and consultants, or other donors or international organizations. They may be used to build the capacities of senior policy makers and public sector officials at all levels, teachers, health service workers, local government officials, community leaders, business people, and farmers. Projects in all sectors finance training to some degree.

As shown in figure 1.1, training accounts for the highest share of project costs in the health, nutrition, and population sector (16 percent).<sup>4</sup> Training expenditures in projects are used to finance a multitude of different training objectives, with goals ranging from developing specific skills to creating behavioral or institutional change. For example, training in the

*The World Bank provides an estimated \$720 million per year, on average, in support of client training.*

*Projects in the health, nutrition, and population sector involve the most training.*

**Figure 1.1: Projects in the Health, Nutrition, and Population Sector Involve the Most Training**



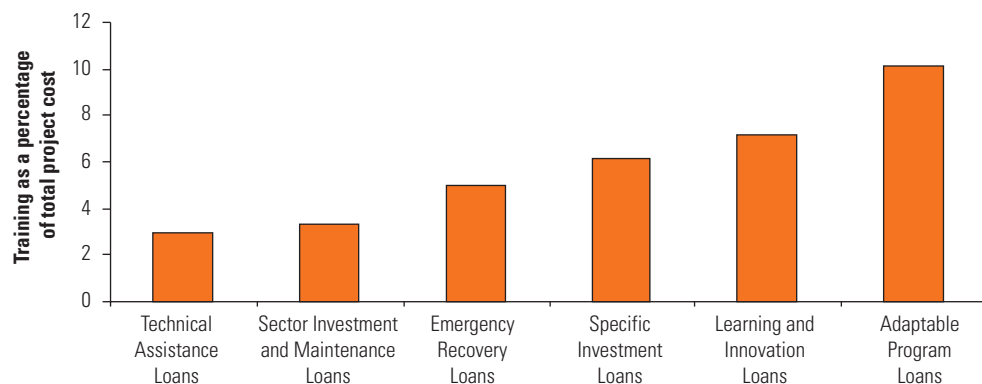
Source: Implementation Completion Report review used for estimating project-based client training (see appendix A).

health, nutrition, and population sector builds nursing skills, raises public health awareness, and strengthens institutional capacity of health insurance funds by providing training in general management as well as in technical functions of health insurance. In the rural sector, where training accounts for, on average, 10 percent of project costs, training is used to build skills in firefighting, fish farming practices, and the use of new agricultural applications, among other things.

The projects financed by both the International Development Association and the International Bank for Reconstruction and Development spend, on average, 6 percent of total project costs on training. Almost all investment project types finance some degree of training.<sup>5</sup> Adaptable Program Loans have the highest share of training, relative to other types of investment loans (figure 1.2).<sup>6</sup>

The WBI, unlike projects, directly organizes and

**Figure 1.2: Adaptable Program Loans Have the Highest Shares of Training**



Source: Implementation Completion Report review used for estimating project-based client training (see appendix A).

implements the training programs that it finances. Of these, 51 percent are done in partnership with other training institutes. The rest are conducted directly by the WBI. The institute implements about 700 courses annually, involving approximately 80,000 trainees a year, of whom 65 percent are men and 35 percent are women. Approximately 40 percent of WBI trainees are government officials and 30 percent are academics (figure 1.3).<sup>7</sup>

The WBI works in four main thematic areas: (i) governance, regulation, finance, and private sector development; (ii) poverty reduction and economic management; (iii) human development; and (iv) environment and sustainable development.<sup>8</sup> Thirty-three percent of the WBI's training days are in courses related to governance, regulation, finance, and private sector development activities; 31 percent to poverty reduction and economic management activities; 19 percent to human development activities; and 17 percent to environment and sustainable development activities.

**Scope of the Evaluation**

This evaluation defines “client training” to include World Bank support for the training of persons in developing countries so as to affect their workplace behavior, for the purposes of supporting the achievement of broader development objectives. This definition encompasses a wide variety of training, such as training government officials to better select and elaborate policies in specific fields, training health care workers to provide better services in their communities, training private sector firms to help them build export capacity, as well as training community group leaders, farmers’ collectives, and nongovernmental organizations (NGOs). The ultimate goal of all training examined in this evaluation was to build capacity in organizations or institutions, in order to achieve development objectives, rather than individual learning for its own sake.

A training activity is defined in this evaluation as having three characteristics. It must:

- Have specific learning objectives;

- Be a scheduled activity that occurs in a setting other than where the knowledge will be applied; and
- Be conducted by lecturers, trainers, or facilitators.

*WBI implements approximately 700 courses annually, involving about 80,000 trainees.*

The definition excludes training for the primary purpose of personal growth, general education of individuals to prepare them for the labor market, on-the-job technical assistance, learning among peers, and events whose primary purpose is networking, rather than learning.<sup>9</sup> Also excluded from this evaluation is training of borrower officials to enable them to implement Bank operations, such as procurement training for staff in project management units.

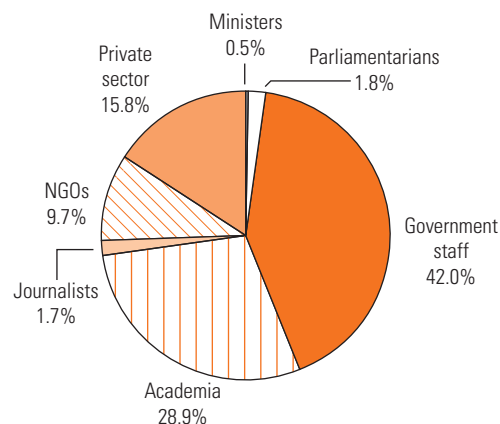
*This evaluation assessed the extent to which Bank-financed training contributes to country capacity to achieve development goals.*

The evaluation focuses on client training conducted at the country level, and excludes Bank-sponsored global training programs such as the International Program for Development Evaluation Training and the WBI's global and regional programs, except when they are integrated into country-level capacity-building programs.

**Evaluating the Training Results Chain**

This evaluation assesses the extent to which Bank-financed training contributes to the

**Figure 1.3: WBI Trained Mainly Government Staff and Academics**



Source: Data based on all WBI training programs in focus countries conducted between fiscal 2002 and fiscal 2006 in 13 countries.

achievement of country-level development goals. Specifically, it seeks to answer the following questions:

- To what extent does Bank-financed training have an impact on the capacity of target institutions and organizations?
- What are the factors that contribute to successful training?
- To what extent are these factors present in Bank-financed training?
- To what extent do Bank systems and processes facilitate the financing and supervision of effective training?<sup>10</sup>

This evaluation builds on IEG's 2005 evaluation of capacity building in Africa, which looked at a broader range of capacity-building interventions. As shown in that evaluation, client capacity to achieve development objectives has interrelated dimensions, which often must be addressed in tandem in order to achieve overall capacity-building goals:<sup>11</sup>

- **Human capacity:** the skills and knowledge of individuals working in the organization;
- **Organizational resources:** the staff, equipment, and finances an organization has at its disposal; and
- **Institutional incentives:** the formal and informal incentive structures, rules, and norms internal to the organization and in its external environment.

These dimensions are highly interdependent. Trained individuals can be effective only to the extent that organizational resources and institutional incentives enable them to apply what they learn. Training people to use a computer software package, for instance, will build client capacity only if trainees have access to and are expected to use a computer in their

*Evaluation of training must go beyond testing learning or asking training participants about their level of satisfaction with the training.*

workplace. Training government human-resource managers in the use of performance-based employee evaluation methodologies will improve public sector capacity only if the civil service regulations mandate merit-based promotions. Because

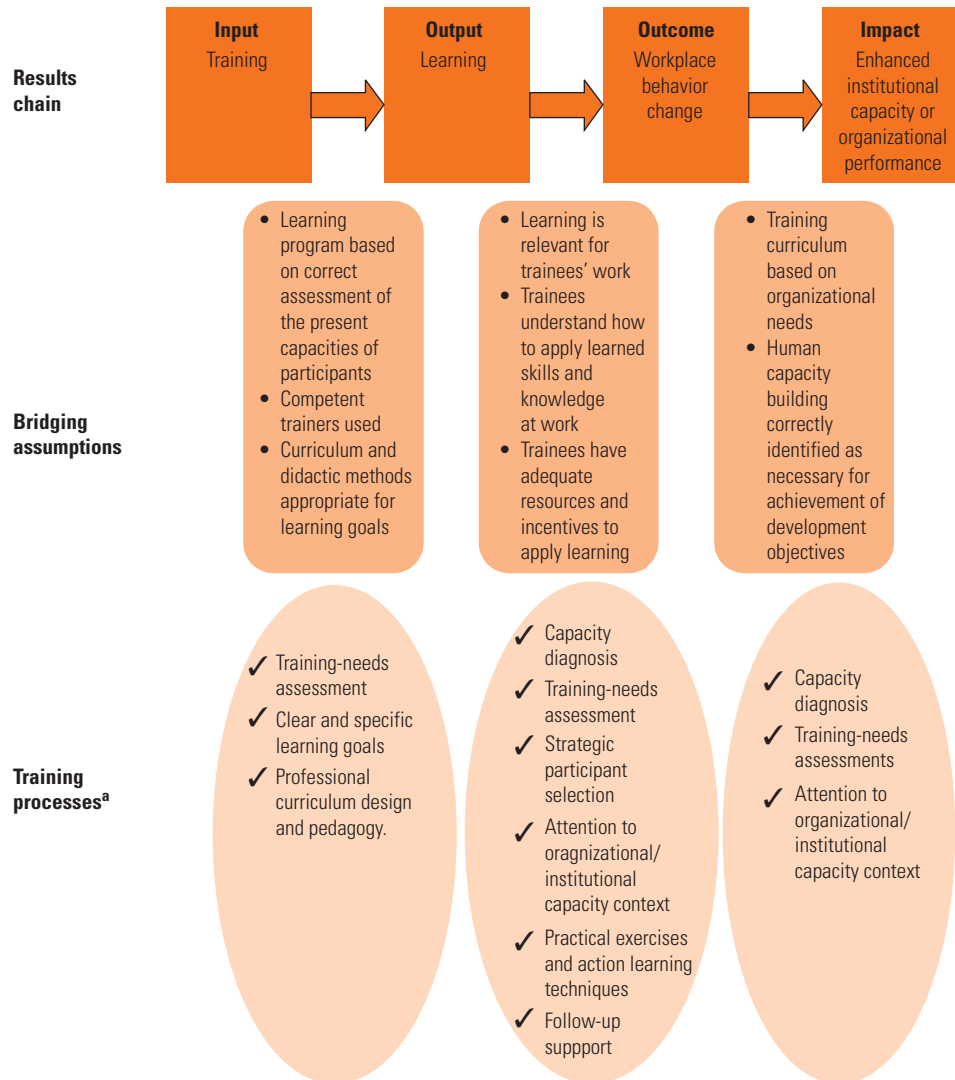
these capacity dimensions are interlinked, evaluation of the impact of training on development capacity must go beyond simply testing learning or asking training participants about their level of satisfaction with the training. In order to evaluate how training contributes to client capacity to meet development objectives, it is necessary to understand how the resources and incentives present in the organizational and institutional context affect the implementation of learning and how human capacity building affects the organizational and institutional context.<sup>12</sup>

This evaluation assesses the impact of WBI and project-based training on country development capacity. To do so, it traces evaluated training offerings along the length of the results chain shown in figure 1.4, measuring the extent to which training activity inputs lead to learning outputs, to changes in workplace behaviors (outcomes), and, subsequently, to enhanced institutional capacity or improved organizational performance (impact on development capacity).

As is often the case in evaluation, the further one proceeds along the results chain, the more difficult it is to attribute change to specific inputs. For example, in a case where in-service teacher training is initiated as part of a project to improve the quality of basic education, learning outputs can be measured through trainee tests and assignments. Performance outcomes may, in turn, be measured (though with somewhat less certainty) through classroom observation. But the ultimate result—improved performance of high school students—is difficult to attribute to teacher training, especially when other interventions, such as extension of school hours or changes in the curriculum, may have also taken place as part of the project.

The challenge of attribution was coupled in this evaluation with the challenge of a lack of monitoring and evaluation data for Bank-financed training. As discussed further in following chapters, the Bank rarely gathers data on the training outcomes of project-based training programs. The WBI, for its part, does administer participant surveys to

**Figure 1.4: A Results Chain for Training**



a. Further explanation about these processes can be found in appendix A.

measure workplace outcomes of training, but these are done at the country level rather than at the program level, and thus provide no program-specific information.

In order to overcome the shortcomings in existing data, this evaluation adopted a complex, multitiered approach, which involved the nine main evaluation tools listed in box 1.1, to construct an accurate picture of workplace performance outcomes and the impact on development capacity. Information was sought

on learning outputs, performance outcomes, and impact on development capacity in desk reviews of program and WBI documentation.

This evidence was supplemented by a six-country survey of training participants, and field reviews of 37 training programs in four countries. All of these evidentiary sources were triangulated and, taken together, provided a detailed and consistent picture of training results.

The six-country survey was designed primarily to

*The Bank rarely gathers data on the outcomes and impact of training.*

### Box 1.1: Evaluation Tools

The findings of this evaluation are based on the following evidentiary sources:

- **Review of project training expenditures:** estimation of the volume of project-financed client training is based on a desk review of 88 closed investment projects (appendix A).
- **Field studies of 37 training programs:** field missions assessed 29 training components in 16 investment projects in Bangladesh, Burkina Faso, Mexico, and Tunisia, as well as 8 WBI training programs in the three WBI focus countries: Bangladesh, Burkina Faso, and Mexico.<sup>a</sup> In all, the missions interviewed 105 training participants, 114 government officials, including policy makers and training administrators, 56 Bank staff, and 16 international agency representatives and other stakeholders.<sup>b</sup>
- **Literature review:** a review of relevant academic and practitioner literature was commissioned for this evaluation (appendix B).
- **Six-country training participant survey:** a total of 548 participants in project-funded and WBI training were surveyed in Azerbaijan, Bangladesh, Burkina Faso, Mexico, Nigeria, and Tunisia (appendix C).
- **Review of project-based and WBI training in 13 desk-review countries:** analysis of documentation on project-based and WBI training programs to determine the volume of project-based client training, the objectives of training and training results (appendices D and G).
- **Task Team Leader (TTL) Survey:** 43 randomly selected TTLs of ongoing Bank investment projects were surveyed (appendix E).
- **WBI-Partner Training Institute Survey:** 30 WBI training partner institutes in 21 countries were surveyed on various aspects of their relationship with the WBI (appendix F).
- **Benchmarking Survey:** an analysis of selected features of six benchmarked training organizations.<sup>b</sup>
- **Interviews with 47 WBI Staff:** extensive interviews were carried out to map WBI operational procedures and practices (appendix H).

a. The WBI directs 70 percent of its training budget to 36 designated “focus countries.” These countries are intended to be the beneficiaries of multiyear, country-specific programs linking activities to operations.

b. Available on this evaluation’s Web site at <http://www.worldbank.org/ieg>.

provide evidence on training outcomes. Participants were asked to report on the extent to which training had an impact on their work and to provide information on the characteristics of the training programs in which they participated. Respondents were not asked whether their training had achieved the learning goals, because it could not be assumed that participants were aware of the specific learning goals of their training. For similar reasons, they were not asked whether their training had contributed to development capacity.

The field reviews were used to provide a richer picture of the factors that determine training results. In total, 37 training programs, including 29 project-based and 8 WBI programs, were reviewed in four countries. The cases reviewed provided substantial qualitative information on Bank procedures and practices on training, and how they affect training outcomes, even

though the small number of programs reviewed could not provide statistically significant quantitative information on overall success rates of Bank-financed training. For each program, the evaluation mission reviewed extensive formal and informal documentation and interviewed Bank staff, policy makers, training providers, and trainees and their direct supervisors in order to obtain an accurate picture of all stages of the results chain. As presented in figure 1.4, these reviews gathered three layers of evidence: direct evidence of results, evidence on the validity of bridging assumptions, and evidence on the prevalence of good training-management practices.

The bridging assumptions depicted in figure 1.4 capture the characteristics that training needs at each point of the results chain if it is to meet its objectives. Where the bridging assumptions did not hold, it was possible in some of the cases to infer that training was unsuccessful. For example,

*Evaluation field missions interviewed policy makers, trainees, and their supervisors.*

the determination could be made that trainees had not used skills acquired in computer training if it was found that they did not have computers in their workplace. In this case, the bridging assumption that trainees have adequate resources to implement learning would not hold. Similarly, in-service teacher training aimed at improving literacy rates in a region could be assumed to have little effect if the primary cause of low literacy rates was not teacher practice but critically low school-attendance rates. In this example, the bridging assumption that human capacity building was necessary for the achievement of development objectives would be false.

Training-management processes depicted in the bottom tier of figure 1.4 were then evaluated to determine drivers of successful training. Elements of good training management were identified, based on a review of academic and practitioner literature (appendix B). The field reviews and six-country survey were used to determine the prevalence and quality of these processes in Bank-financed training. This information was matched with evidence of training results in order to identify the process factors that most contributed to training success in building client capacity.

The evaluation of Bank training management was reinforced by a benchmarking survey of six international training institutions.<sup>13</sup> As IEG has no

mandate to assess the performance of other training institutions, this survey was used to provide examples of good training-management practice—to illustrate how principles identified in the literature review could be operationalized, rather than to determine the quality of Bank-financed training relative to that of other training providers.

Finally, surveys of Bank Task Team Leaders (TTLs) and WBI-partner training institutes, interviews with WBI senior managers and task managers, and reviews of project and WBI documentation were used to provide additional information on the nature and extent of Bank-financed training and on Bank training-management systems and processes.

This report presents the evaluation findings as follows: chapter 2 presents evidence on the results of training; chapters 3 and 4 explore the training-management processes that underpinned these results, and chapter 5 evaluates the extent to which the Bank's systems, resources, and incentive structures are configured to support the design, implementation, and evaluation of successful training. The report then concludes with a synopsis of the findings and offers recommendations in chapter 6.

*Direct evidence of training results was supplemented by examining the bridging assumptions needed to move from one stage of the results chain to another.*

*Training-management processes were assessed to identify drivers of successful training.*