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Effectiveness of Trainings Funded by Development Partners in Egyptian Government Organizations

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**EFFECTIVENESS OF TRAININGS FUNDED BY
DEVELOPMENT PARTNERS IN EGYPTIAN GOVERNMENT
ORGANIZATIONS**

A Thesis Submitted to the

Public Policy and Administration Department

for the degree of

Master of Public Administration

By

Mariam Walid

Under the Supervision of: Dr. Laila El Baradei

Professor of Public Administration

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List of Acronyms

AAA	Accra Agenda for Action
AUC	American University in Cairo
CAOA	Central Agency for Organization and Administration
CB	Capacity Building
CD	Capacity Development
DAC	Development Assistance committee
ERP	Enterprise resource planning
HR	Human Resources
IDS	Institute of Development Studies
IMF	International Monetary Fund
MCIT	Ministry of Communication and Information Technology
MoIC	Ministry of International Cooperation
MoLD	Ministry of Local Development
MoPED	Ministry of Planning and Economic Development
NIGSD	The National Institute for Governance and Sustainable Development
NTA	The National Training Academy
PMBA	Programme Management by Activity
PPBS	Planning, Programming& Budgeting Systems
RBM	Results-based Management
TNA	Training Needs Analysis

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Acknowledgments

In the name of Allah, the Merciful, the Compassionate, "you were given only a little knowledge"-Surah al-Isra Ayat 85. A journey that lasted three years has finally come to an end. I know that there is still a lot to learn. I am humbled by God's grace in the journey that was nothing but fun and worthwhile.

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Mariam Walid Ekram

The American University in Cairo
School of Global Affairs and Public Policy
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Abstract

The thesis explores the effectiveness of trainings provided through development partner funding to the Egyptian government. Egypt is receiving a moderate amount of funding from development partner, as an emerging economy . The development assistance reached 1.56 billion US dollars where a good amount of it is directed towards capacity development and training. In light of the current public administration reform, specifically the efforts in public administration reform, Egypt needs skillful employees to enhance the governmental performance and help it achieve its strategic 2030 vision. Accordingly, it is very important to understand the effectiveness of the trainings provided by development partners to support the national development goals, and to try to figure out the effect of those trainings on individuals and organizations. This study portrays an angle of capacity development that is not explored enough in Egypt, yet is crucial in the current times. The conceptual framework used was developed by the researcher through an adaptation of several concepts and frameworks, including results-based management, logical framework and systems thinking. The purpose was to explore training from different angles, and from the point of view of different stakeholders, focusing not only on internal individual and organizational factors, but also on external factors. The study uses an exploratory qualitative approach, with semi structured interviews as the main data collection. 15 interviews were done with development partner organizations and government organizations in addition to other stakeholders like implementing agencies and training providers. The analysis concentrated on both government and development partner side and tried to understand further the effect of Covid-19 on these trainings. The findings of the study showed the pitfalls affecting the training effectiveness. Most importantly the governance of training from the government's side in addition to the practices done by development partner organizations that needs to be adjusted to increase the effectiveness of trainings.

Keywords: *Capacity Development, Aid Effectiveness, Training, Egyptian Government, Effectiveness, administrative reform, Human Resources Management.*

1. Chapter I: Introduction

1.1. Overview

Capacity development (CD) has been a crucial part of the development cooperation sector for almost half a century; nevertheless, the concept remains a controversial and vague one (Zamfir, 2017). CD is considered a change process that includes transformation at the individual, organizational and social levels (Baser & Morgan, 2008). It is also considered a means to an end (Analoui & Danquah, 2017) and has been used extensively by the development cooperation sector (Armstrong, 2013). The use of the concept of CD in development partner organizations and within recipient countries, the public sector specifically, is much different than its use by the private sector (Baser & Morgan, 2008). The focus of development partner organizations is directed more towards results represented in outputs and outcomes, rather than the dynamics and patterns of the implemented activities (Baser & Morgan, 2008). CD has three main three levels: the individual level which focuses on the individual skills and competencies; the organizational level which focuses on single organizations; and the institutional, or societal level which focuses on the relation between different organizations.

Although the process and model of CD started emerging in the 1940s (Brinkerhoff, D. W., 1995), the concept continues to develop and, consequently, face an everchanging set of challenges (Analoui & Danquah, 2017). One of the main challenges is the design of the CD interventions, which are more likely to fail if the intervention is designed rigidly, with a minimal chance of adaptation along the process (Hsono et al., 2011). This is due to the fact that for many years CD was treated as a process that aims to enhance skills, knowledge and institutions without taking into consideration societal goals and national capacities (Hope Sr, 2011). Another challenge is the monitoring and evaluation of CD interventions, depending on the length of the interventions and

its vaguness (Lucas, 2013). CD interventions can also have many stakeholders involved and can work across different levels (Lucas, 2013). The measurability of positive change can also be difficult due to the context where the CD intervention is implemented (Lucas, 2013). Accordingly, the CD concept has developed over the years with many development partner and development organizations setting their own frameworks and standards (Roberts, 2013). The debate on the effectiveness of CD interventions and how to enhance them lingers on (Pearson, 2011b & Zamfir, 2017).

There is a close relationship between the national development of countries and the national capacities within these said countries (UNDP, 2010), CD is one of the main frameworks used by development partner organisations in development cooperation. Thus, CD interventions done by development partners need to have a better return on investment for both development partners and partner countries.

The topic is also of huge interest to the researcher who is a development practitioner. In all the projects that the researcher has worked on, or participated in, CD has played a pivotal role and has shown promising results. Nevertheless, it always requires further efforts to ensure the continuity of all results beyond the projects, and in a further institutionalized manner, across the different levels of CD. Despite the diversity of CD measures and interventions, it is safe to say that one of the most important and frequently used methods is training. The development assistance committee (DAC)[1] describes training as a 'central' process for CD and describes the importance

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[1] The DAC, formerly known as the Development assistance group was developed in the 1960s as a platform for consultation amongst donor countries supporting developing countries (OECD, 2006), the DAC has currently 30 country members (OECD, 2022b).

of discovering how training could be enhanced to support CD measures as one of the main methods used on the individual level of CDs (Pearson, 2011b).

However, the tasks and roles performed by development partners and technical assistance organizations are usually not transferred to the governmental organization beyond the projects (UNDP, 2010). This is due to the rate of employees turnover (Grauwe, 2009) which also affects the effectiveness and impact of training measures (UNDP, 2010).

The interest in Human reources (HR) Management is growing in the public sphere (Boselie et al. , 2021). Currently, strategic human resources management plays a pivotal role in achieving public plans and goals (Farazmand, 2004).Training is studied at the heart of human resources management (Yamoah & Maiyo, 2013). Training should be done systematically in the aim of increasing the skills, capacities, competences of employees (Edralin, 2004). This contributes to the organizational overall performance.

For several years, the Egyptian government has been attempting to reform the public service including its human resource management capacity. There are several factors affecting the performance of the Egyptian public service sector, many of which are related to the human capital. The government is currently working on the development of its employees in order to enhance the overall performance (UNDP; MoPED, 2021). These development efforts include training and CD for employees. The Ministry of Planning and Economic Development (MoPED) developed a strategy and plan in order to support the development of the public service employees. Even though the budget per employee is relatively low, there are many stakeholders involved in the training ecosystem, not only from the government, but also from development partner organizations, and

training service providers. This plan can increase the number of trainings provided, but it still requires improved governance in order to ensure better effectiveness for these trainings.

Regardless to the efforts done by the government and development partner organizations, the interventions provided still needs to be enhanced. The effectiveness of CD interventions, trainings in particular need to be studied in the Egyptian context. The improvements of these trainings can contribute to public sector reform happening currently.

1.2. Research objectives

The main aim of this thesis is to explore the factors affecting effectiveness of trainings as one of the main CD measures provided by development partner programs to governmental organizations in Egypt. Even though CD has been widely used by development partners for more than half a century, there is still a gap in reaching development goals using the concept. The number of studies focusing on the topic has also decreased over the past few years, with the amount of literature produced on Egypt being especially low.

Egypt is currently undergoing a number of public administration reforms as the government, along with the different stakeholders, including development partners, exerts a lot of efforts to achieve the required goals. These include efforts to capacitate individuals with the required skills and competencies to support the process (UNDP; MoPED, 2021). It is also important to understand whether there is coordination between the government and the development partners, or among development partners, in providing trainings to governmental organizations to increase the

utilization of funds and efforts done by the different stakeholders. The alignment of these efforts will not only support the reform further but also accelerate the achievements of Egypt's 2030 vision.

1.3. Research questions

The main question proposed based on the thesis objective is:

- How to enhance the effectiveness of development partner funded training implemented in Egyptian governmental organizations?

In order to explore approaches that aim to enhance the effectiveness of trainings, it is highly important to understand the status quo of the process from both sides. The following sub-questions give us a deeper understanding of the current situation:

- What is the process of designing, implementing, and monitoring trainings by the development partners?
- What are the steps done by the government to ensure that these trainings contribute to their functions and institutional development?
- How can these trainings contribute to the country's national development plan (Egypt vision 2030) in particular the administrative reform plan?
- What are the effects of these trainings on the individual job performance and organizational efficiency within the government?

1.4. Research Outline

This study is divided into seven chapters. The introduction in the first chapter gives an overview of the thesis and summarizes the flow of the study. Chapter two focuses on the literature on CD; it provides an overview on CD and the different models and frameworks currently available. In chapter three, the study's conceptual framework is portrayed to describe the effectiveness variables. In chapter four, the case study of Egypt is presented to explore the situation within the country's context, to provide an overview of the main stakeholders in the government's training ecosystem. The methodology of the study is defined in chapter five, including the data collection methods and sampling. Chapter six discussed the main field findings and analysis. Finally, in chapter seven, the study presents the conclusion of the study and some policy recommendations.

2. Chapter II: Literature review

The literature review consists of four main parts. First, a discussion on the history of development cooperation and aid and how did capacity development become one of the main methodologies for development cooperation. The second part discusses the main concepts behind capacity development and the implementation methodologies currently used. The third part focuses on training as a capacity development intervention. The last part in the literature explores the effect of Covid-19 on development cooperation, and most importantly capacity development.

2.1. History of development cooperation and aid

The emergence of aid started with the end of World War II, the United States of America, through Marshall's plan where 12.5 billion US dollars were sent to Europe between 1948 and 1951 (Crafts, 2011). The plan included financial support to European countries, in order to be able to buy the most basic commodities such as food in an attempt to support Europe's recovery from the war (Jackson, 1979). Yet, there are arguments that foreign aid was part of the world politics, way before

that (Markovits et al., 2017). Beyond the Marshall's plan scholars divided development cooperation into different phases and approaches. According to one categorization by the Institute of Development Studies (IDS) (2013), development cooperation passed through three phases, with the first one starting in 1960 and ending in 1990, during which the new world was being shaped following the colonial era. Pearson, 2011 claimed that development aid started a decade earlier in the 1950s. During this period, the cold war had moved the "battleground" to developing countries where aid was used as a power competition and was provided by development partners to allied countries (IDS, 2013). The focus was on individual institutions and institutional building and the main assumption during this time was that developing countries needed money (Pearson J. , 2011a). Accordingly, the result was that the developing countries fell in debt to development partner countries and became dependent on foreign aid (Pearson J. , 2011a).

Pearson, 2011 also divided this period into technical assistance, technical cooperation, and CD. Technical assistance was characterized by institutional strengthening and development starting with technical assistance in 1960s and early 1970s (Pearson J. , 2011a). The relationship between developing countries and donor countries was still uneven (Timmis, 2018). Projects were initiated by donor countries according to their own models and processes. They were not localized in the recipient countries and did not include transfer of knowledge on the national or local level (Timmis, 2018). The assumption was that developing countries should shape themselves after developed countries (Pearson J. , 2011a). During the 1970s, technical cooperation emerged as donor countries began to realize that they should partner with developing countries to improve their local capacities (Pearson J. , 2011a).

The second phase of development cooperation started in the 1990s and ended in 2005; this phase was characterized by the distinctive division between north and south countries (IDS, 2013). The concept of CD was used as the main methodology for development cooperation starting the 1990s (Timmis, 2018). This approach focused on empowering and enhancing the internal capabilities of developing countries (Pearson J. , 2011a). The design and implementation of activities began to emerge from within countries and required ownership from developing countries so that they may maintain their own processes independently (Timmis, 2018).

The current phase which started in 2005 and continues until the present day, is characterized by the economic crisis, which has had an impact on development cooperation, as well as by the movement of some countries from being recipients of aid to being global actors in development cooperation (IDS, 2013). In the famous OECD forum leading to the Paris declaration on aid effectiveness, donor countries were challenged by rising powers on their approach towards development (IDS, 2013). One of the main results was the acknowledgement that partnerships between countries is crucial (Pearson J. , 2011a). The declaration stressed on the importance of CD as a method to increase ownership and leadership in developing countries (Abdel-Malek et al., 2010). The declaration also stressed on the importance of development partner alignment and coordination on a country level (OECD, 2008). According to Pearson 2011a, page 10: "*It is inherent in this paradigm shift that there are strong links between CD and aid effectiveness and that technical assistance and technical cooperation should be used as mechanisms to support CD*". The importance of CD was highlighted even more from then onwards. In 2008, countries came together again in Accra, Ghana to intensify the implementation of the Paris declaration of aid

effectiveness. Thus, the Accra Agenda for Action (AAA) was developed (OECD, n.d). Six main themes were identified as part of the AAA (Abdel-Malek, et al., 2010):

- **Enabling framework** to address the challenges in the system that hinder local CD.

- **National, sectoral, and thematic strategies** where the national, local, and sectoral strategies are taken into consideration to make sure that the CD interventions are suitably integrated.

- **Country Systems** need to be capacitated to enhance policy implementation and manage public resources.

- **Fragile situations** require tailored CD measures to support countries recovering from crisis.

- **Technical cooperation** should be demand driven and mobilize regional and national resources in addition to south-south[2] cooperation agreements.

- **Civil society and private sector** empowerment on the national level to activate their role in CD.

This reinforced the necessity of taking local values, cultures and norms into consideration when designing projects, as capacities are contextual and depend on countries and their differences (Abdel-Malek et al., 2010). In the Millennial development goals (MDGs), the set of agreed to global goals preceding the Sustainable Development Goals (SDGs), the importance of CD was further reinforced and was highlighted as one of the most important approaches in the global agenda (Hsono et.al, 2011). To further enhance the technical assistance effectiveness, it was agreed that there is a need to focus on the longer-term impact and sustainability of the interventions and

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[2] South-south cooperation refers to the process where countries who went through recent development share their experience and knowledge with other 'southern' countries (IDS, 2013)

not just focus on minimizing the gap, or simply "[getting] the job done" (Timmis, 2018). However, there is still a need to further understand CD as a process and see how the different stakeholders could be further integrated and involved to support a more anchored impact (Hsono et al., 2011).

Currently, CD is also integrated in the sustainable development goals (SDGs), mainly in goal 17; it is utilized as a cross cutting entry point in projects; and also, the concept is integrated further in national development goals within developing countries (UN, 2022). The SDGs encourage the implementation of demand driven CD interventions in close partnership with the partnering countries and the process is recognized as the main implementation methodology to achieve the 17 goals (UN, 2022).

2.2. Capacity Development: introduction and levels

The notion of capacity building (CB) was introduced in the 1940s. Since that time and moving on to the 1970s the challenges and solutions were less complex and more straight forward (Brinkerhoff D. W., 1995). The main reason behind introducing capacity building as a core policy for development or reform is to increase the efficiency of aid and technical assistance (Zamfir, 2017). The use of the term 'Capacity building' has now shifted to 'Capacity development', which is a more inclusive concept as the word 'building' implies construction from the very foundation (Kühl, 2009; Pearson, 2011; Zamfir, 2017). This contrasts with 'development' as a concept which usually means supporting and enhancing current and existing skills and knowledge and has a flexible direction of changing processes led by the national and local actors (Zamfir, 2017). For the purpose of this thesis, the term CD will be used due to this shift in the narrative.

CD is now one of the main approaches of development partners to support partner countries (Brinkerhoff & Morgan, 2010). It is considered a change process (Baser & Morgan, 2008) and a lengthy process that needs to be initiated from within organizations (Hsono et al., 2011). It has been used to support and enhance service delivery in the public sector and is considered both a development and reform tool (Wafa, 2015). Regardless of the organization type, CD has become a crucial part of international cooperation. Accordingly, the amounts of funds spent on foreign technical assistance Programs under the umbrella of CD is huge (Brinkerhoff D. W., 1995; Pearson, 2011b). Nevertheless, all local and international stakeholders involved still believe capacities remain a grave challenge in reaching the required developmental results and levels of policy development (Hsono et al., 2011).

The complexity of capacities in general has increased throughout the years (Baser & Morgan, 2008; Zamfir, 2017). These complexities are not only different among countries but can also be different within the same country depending on the context and sector (Baser & Morgan, 2008). Capacities are developed as a result of interactions and relations between different actors depending on the context of the system (Baser & Morgan, 2008). They can be categorized as technical, such as those who specifically relate to a sector or an occupation, and cross cutting such as those related to planning, implementation, committing, and engaging in different tasks regardless of the sector or occupation (Hsono et al., 2011).

The focus of developing projects and CD measures should concentrate on the bigger picture and the macro-level even when considering the performance of single organizations (Morgan, 1997).

Participants of CD measures need to think about their contribution as part of the system, and what is the role of other actors in this system (Morgan, 1997). CD has moved to a more holistic overview that does not only focus on developing skills but further focus on different levels – the individual, organization and institutional – (Pearson J. , 2011a) . Later, scholars identified further levels based on developments in the CD context, and/or in support to the global development agenda. Pearson 2011a identified two extra levels: sectoral and global. Sectoral referring to networks, and interlinkages between the different sectors. This level can be on the national, regional and sub regional level (Pearson J. , 2011a). She also added a final level of global level capacities which is concerned with issues concerning the world, such as climate change and other environmental challenges (Pearson J. , 2011a). Other scholars defined the attributes of the three tiers of CD, linking competencies to the individual level, capability to the organizational level, and capacity to the enabling environment and the surrounding system (Baser & Morgan, 2008).

The efforts of international development partners to support developing countries through CD should focus on sustaining the capabilities of organizations to operate and fulfill their mandates (Kühl, 2009; Tilley et al., 2015). Capabilities are defined as an organization's ability to perform or fulfill its tasks and mandates (Kühl, 2009; Tilley et al., 2015). Capacities now consist of different capabilities that support the achievement of a joint goal. These capabilities are divided into five categories based on a model created by Baser and Morgan, 2008 and summarized by Brinkerhoff and Morgan 2010. First is the capability to engage and commit, including mobilizing resources, supporting the capabilities of different stakeholders, and working independently (Brinkerhoff & Morgan, 2010). The second capability is being able to perform tasks and technical, logistical and deliver services (Brinkerhoff & Morgan, 2010). Thirdly, the capability to engage support when

needed and create partnerships (Brinkerhoff & Morgan, 2010). The fourth capability is related to adaptation and self-development including changing plans and coping with new contexts and resilience (Brinkerhoff & Morgan, 2010). The last capability is being able to balance between flexibility and coherence, and to align and harmonize plans on the short and long term (Brinkerhoff & Morgan, 2010).

On **the individual level** of CD, many methods are used but training remains one of the most frequently used methods. The Development assistance committee (DAC) within the OECD highlighted the importance of training and learning in general as an integral aspect of CD (Pearson, 2011b). This is to enhance individual skills, knowledge, competencies and understanding (Gordon & Chadwick, 2007). The impact of trainings can be extended to organizations, not only to the individuals trained (Templeton, 2009). Nevertheless, it can be more direct on the individual level where it can enhance the competencies, confidence, income level and career progression of the trainees (Templeton, 2009). The lack of capacities remains one of the main challenges facing development partner organizations. This is not only because of the current skills and competencies of people, but because of the changes and developments in the set of skills needed in the current reform efforts (Grauwe, 2009). Nevertheless, the current direction is suggesting a move from traditional classroom training to a broader thinking of skills and competencies through learning, including e-learning, distance learning, blended learning, over-seas study degrees, coaching and mentoring, and leadership development in addition to communication and knowledge management (Pearson, 2011b).

Learning can also affect efficiency on **the organizational level** when those individuals who receive training or other learning measures put these "capacity-induced changes" into action (Templeton, 2009). Yet, change in organizations should not depend only on individuals. It can be considered a process of organizational strengthening through organizational development and learning or change management (Pearson, 2011b). Even though the CD measures can be done by third party organizations, it should be based on internal ownership and should reflect the needed change. (Wafa, 2015; Zamfir, 2017).

Nevertheless, the impact of participating in training and higher education goes beyond solid income such as economic growth. It can also affect the social status and wellbeing of those individuals, although this impact is harder to capture (Gordon & Chadwick, 2007). On this level, it becomes clear that organizations do not operate in separate islands; they actually operate within a context, which further indicates the need to start thinking of organizations as part of a system (Roberts, 2013). The introduction to systems thinking in CD was done by Baser and Morgen 2008, which will be discussed further in the upcoming section.

In general, CD interventions should be linked to a development goal and more specifically on the **institutional level** (World bank, 2012). It also needs to be aligned and integrated with the national strategies and priorities of countries receiving these measures (UNDP, 2009). The CD interventions focus on three areas: strengthening the ownership of stakeholders, increasing the efficiency of policy instruments and the effectiveness of organizational arrangements (Worldbank, 2012).

Regardless of the efforts done by development agencies and development partners, the effectiveness of the CD measures remains a big question (Tilley et al., 2015). The criticism of CD goes beyond this question including claims that CD has replaced development assistance, the lack of measurability of the outcomes expected, and the large spectrum in which it operates (Zamfir, 2017). In addition to this, the concept is not being implemented in a realistic way and aims towards ambitious results on the different levels (Zamfir, 2017). Those who support the concept claim that working on one level will have minor effects that will also vanish by time (Kühl, 2009).

According to Armstrong 2013, most CD measures implemented by third parties tend to fail. Kühl 2009 mentioned the so-called 'elevator effect' which moves up from one level to the other starting with the individual level and moving up to the policy level. The concept is yet overburdened and there are claims that it replaces the development cooperation. The measures done under CD have been extended to include more and more stakeholders than the central and local organizations and institutions such as unions, universities, media, and NGOs (Kühl, 2009). In addition to this, the influence of bilateral, multilateral development partner organizations and training entities in the global north on the CD measures in the global south still sparks debate (Pearson, 2011b).

2.3.   Capacity Development models, implementation& measuring frameworks

Throughout the years different models of capacity development emerged from different theories and frameworks. This also reflected in practice on the implementation and monitoring. This section discusses both aspects.

2.3.1. Capacity Development models

The identification and description of CD models varied across the years. Horton, et al. (2003), illustrated different models of CD, one of which is the linear model, or the traditional model as referred to in the book (Horton, et al., 2003). It starts with assessing the needs of individuals or projects and strengthening the capacities of these projects or individuals. In principle, it leads to an improved individual/project performance and consequently impacts the organizational performance as well (Horton, et al., 2003). He argued that this model cannot be responsible alone for the improvement of capacities within the organization due to several reasons, including the narrow perspective of the model and it not being able to take into consideration a more holistic approach that looks at the bigger picture within the organization (Horton, et al., 2003). Consequently, this model is not able to serve its purpose of fully supporting the development of organizations (Horton, et al., 2003).

This led to a more 'holistic approach' which was identified after evaluating several projects. This approach takes into consideration organizational needs and priorities and also depends on local initiatives and ownership (Horton, et al., 2003). Furthermore, it requires organizations to be more in the driver seat even though development partner organizations fund the activities (Horton, et al., 2003). The book written by Horton, et al. (2003) also emphasized the important characteristics of successful CD measures including management, monitoring and evaluation, consistency of measures, stakeholders' engagement, and political support in addition to an environment that supports learning (Horton, et al., 2003).

Looking at CD from a different perspective, Baser & Morgan, 2008 categorized the models and approaches in several ways by stating that *"approaches to capacity development can be categorized in many different ways, top down and/or bottom-up, technical and/or organizational, individual and/or organizational"*. Nevertheless, they introduced three approaches including planned, incremental, and emergent (Baser & Morgan, 2008). The main difference between the three approaches is that the planned approach depends on pre-set achievements and goals based on scheduled activities, while the incremental has elements adaptability and flexibility to a structured process (Baser & Morgan, 2008). Both approaches have a level of intentionality and control while the emergent approach depends highly on adaptation, constant learning, and adjustment of the interventions accordingly (Baser & Morgan, 2008). This serves as an approach to CD within complex adaptive systems (Baser & Morgan, 2008). Complex adaptive systems are a type of systems thinking approach which focuses on the means rather than the structures. It also focuses on the interrelations between individuals, groups, structures, and ideas (Baser & Morgan, 2008). One of the main reasons that Baser and Morgen 2008 consider CD in the context of systems is that it is a non-linear approach and is a more dynamic change management approach.

The concept of systems thinking of CD was advanced further by development partner organizations, beyond building skills and competencies of individuals (Hope Sr, 2011). These organizations realized the importance of the national capacities and how their interventions need to fit within the national and societal goals (Hope Sr, 2011). There is also an emphasis in the literature on the complexity of CD as a process and the need to consider more the multi-dimensional aspects and integration across different levels (Ubels et al., 2010). This has led many

development partner organizations to develop their CD frameworks, and design, implement and assess their activities on different levels.

2.3.2. Capacity Development implementation frameworks

Development cooperation organizations have developed several frameworks and methods to manage and assess the enhancement of capacities on its different levels (Roberts, 2013). Initially, development organizations and governmental organizations focused on cost allocation, inputs, and activities in projects through two concepts Planning, Programming and Budgeting Systems (PPBS) and Programme Management by Activity (PMBA) (Vähämäki, Schmidt, & Molander, 2011). By the end of 1960s, USAID consultants developed the logical framework approach (Vähämäki et al., 2011). Logical frameworks were initially designed as matrices including four coloumns and four lines. The columns represent the summary, verifiable indicators, means of verification, and assumptions (Couillard et al., 2009). The four lines state the Goal, Purpose, Outputs, and Inputs as shown in figure 1. The main purpose of the logical framework is to demonstrate the activities that will be done in the projects in addition to its intended results (Couillard et al., 2009). The frame is used widely among different bilateral and multilateral development cooperation agencies, which also supports not only planning of projects but also monitoring and evaluating the projects' intended results (Poate, 1997;Vähämäki et al., 2011). The concept was also transferred to some OECD countries and was further developed into goal-oriented project planning and objective oriented project planning, they are both considered variants of logical framework approaches (Vähämäki et al., 2011). Logical frameworks could be considered the initial shift within development cooperation to focus more on results and goals rather than activities.

In the 1990s, the UN system adopted the results-based management (RBM) to put emphasis on results aiming at increasing the effectiveness and accountability of the UN agencies (Omran, 2015). RBM serves different purposes in development cooperation including monitoring and reporting for both donors and partner organizations in addition to future learning and planning (Vähämäki et al., 2011). The focus on results is mainly to monitor and gather information to enhance performance which is crucial for development cooperation (Poate, 1997).

Summary	Verifiable Indicators	Means of verification	Assumptions
Goal			
Purpose			
Output			
Input			

Figure 1 Logical framework design

Source: THE LOGICAL FRAMEWORK: A MANAGER'S GUIDE TO A SCIENTIFIC
APPROACH TO DESIGN & EVALUATION(PCI,1979)

Measuring results consists of several levels where human, financial, or other tangible resources are utilized to convert these inputs into outputs such as policies, and knowledge (UNDP, 1994). This supports changes on a higher level which is the enhancement of service delivery, and these are considered the outcomes which translate into changes on a higher national level which is the impact. This chain is referred to as the results chain (UNDP, 2010b). The CD measure planned based on RBM are also interlinked on the different levels of the results chain (UNDP, 2010b).

Many organizations still use RBM as an integral part of their operations. The concept has also been criticized since the concept tends to be more linear (Vähämäki et al., 2011).

In consequence, theory of change has emerged as a more complex methodology. The two methods-logical frameworks and theory of change are still interlinked but there are debates and questions on whether they complement or replace each other (Prinsen & Nijhof, 2015). Theory of change can be more dynamic than logical frameworks, which has led many development partner organizations to utilize the methodology as part of their operations (Greijn et al., 2015) The theory of change as a method tends to capture the complexity within interventions (ERRY-II, n.d) and takes change beyond the project in consideration (James, 2011; Greijn et al., 2015). There is no specific definition for theory of change in principle and specfically in practice. It is shaped according to the needs of the organization or project and it incorporates flexibility where necessary (Vogel, 2012). It can also support the complex nature of development programs (Vogel, 2012). Consequently, the design of CD interventions can be more flexible and focus more on the constantly changing attributes of capacities (Aragón, 2010).

2.4. Trainings as a capacity development intervention

In general, training is widely studied in different disciplines. Training is studied as part of Human Resources (HR) management within companies and organizations (Elsafty & Oraby, 2022). Research on training is quite diverse and is tackled in many different ways. One of the main points examined in research is the topic of training needs analysis (TNA), as it contributes to the overall success of the training provided (Goulda et al., 2004). There is emphasis in the literature on the

importance of TNA in the literature as it identify challenges in organizations, support the evaluation, provides evidence for managers to implement crucial trainings and determine the costs of trainings as well (Brown J. , 2002). This is also stressed upon in one of the most prominent training evaluation models 'The Kirkpatrick Four Levels' (Kirkpatrick & Kirkpatrick, 2009). This brings us to the another angle that taining is studied from. Training evaluation and effectiveness where many discuss the effectivenss of trainings through different lenses such as Lim & Morris (2006), where they discuss the influencing factors of training transferability to the organization. This topic is also discussed by Kirkpatrick's four level model (Kirkpatrick & Kirkpatrick, 2009).

Transferability of training depends on trainee characteristics, instructoral methods, and organizational climate (Lim & Morris, 2006). The organizational factors are also discussed by other scholars who have also gathered extensive literature on the topic (Kodwani, 2017). One of the most important means of researching the effectivenss of training is also the training methods Martin et al. (2014), collected and reviewed all training methods in order to support reseachers and practictioners in choosing the right training methods based on the circumactances. In this study it was also found that technology is affecting training delivery (Martin et al., 2014). Despite the extensive research on training, it is still highly overlooked in the public sector context (Vyas, 2016).

As it can be seen, the success of organizations depends heavily on the human factor; high performing organizations require high performing employees (Skorková, 2016). The importance of the human capital has not changed over the time and should be considered as an integral part of

capacities (Baser & Morgan, 2008). Accordingly, development of the skills of public sector employees remains crucial to ensure constant enhancement and adaptation to the changing competencies of the labor market (Skorková, 2016).

Learning is an internal process that can be supported and influenced by stakeholders outside the organization (Pearson, 2011b). This happens mostly through trainings which are provided as part of CD measures in technical assistance and development cooperation projects (Brinkerhoff & Morgan, 2010). The effectiveness, including cost effectiveness, of these training is not clear and is still debatable (Nelson, 2006). As stated in Brinkerhoff & Morgan, 2010, *"narrow interventions, such as staff training, are not likely to make a significant difference in performance unless they can create opportunity space or leverage that can shift actors' behaviors"- Page 9.* Nelson, 2006 also states that the transfer of training measures to the job performance remains substantively low, in addition to their low effect on organizational performance (Morgan, 1997). The strengths of organizations also depend on how much they capitalize on, share, and institutionalize the capacities of their individuals (Horton, et al., 2003). It has been proved that in certain contexts trainings are appreciated by individuals who receive it (Nelson, 2006). The effectiveness of these Programmes depends on several points including the surrounding environment, the need of the country for these trainings and the level of ownership of participants and organizations towards these trainings (Nelson, 2006).

There are three levels affected by CD and training: firstly, labor productivity including the productivity of individuals participating in the training and how they pass on the knowledge that

they receive (Gordon & Chadwick, 2007). The second one is more related to the capital productivity and how their skills differ in dealing with the physical capital such as machines, equipment, and technologies (Gordon & Chadwick, 2007). The final one is total factor productivity where the organization is better managed internally and externally including enhancement in the overall innovation and enabling environment (Gordon & Chadwick, 2007). According to the standard economic theory, the wages and income of workers increase along with the increase in their productivity (Gordon & Chadwick, 2007). There are two ways to increase this productivity: training and on the job training (Gordon & Chadwick, 2007).

The scarcity of financial resources also plays a role in development cooperation in addition to the donor countries' taxpayers demanding more efficient expenditure of their money with better return on investment (Vallejo & Wehn, 2015). Due to the simplicity of quantifying trainings in numbers, makes trainings one of the most commonly used method of CD amongst development partners, to facilitate the monitoring and evaluation of their interventions (Vallejo & Wehn, 2015). Yet, measuring the effect of training and CD results and return on investment is trickier vis-à-vis quantifiable targets such as investments in infrastructure (Roberts, 2013). Even when evaluating individual CD, the environment where these individuals operate should be taken in consideration and analyzed (Gordon & Chadwick, 2007).

2.5. Capacity development and training in the public sector in Egypt

The study of training in the public sector in Egypt is relatively low. Research on capacity development and training is done mostly under the HR management (Wafa, 2015) (El Baradei, 2022) or through development partner organizations as part of their reports such as the latest human development report issued by UNDP& Minitry of Planning and Economic Development (MoPED) (2021). Most recently as part of the reform the government has also started issuing strategies and plans for the skills development of government employees, which will be discussed further in the case study chapter (MoPED, 2018). Training is amongst one of the factors affecting job performance of public sector employees and despite the CD efforts done by the Egyptian government, the effectiveness of the government of Egypt still falls behind other African countries such as Morocco, Rwanda and South Africa (El Baradei, 2022).

Training the public sector Egypt is done through government organizations in addition to other sources, the main aim of the training is to provide public servants with the skills required to perform their jobs (Wafa, 2015). According to a study done in Ain Shams University, training directly affects the organizational development in Egypt (Ahmed et al., 2019). The study has also showed that there is repetitveness in the trainings provided in the public sector, in addition the selection process holds a challenge (Ahmed et al., 2019). El Baradei & Newcomer (2008), also discussed several challenges concerning training in the public sector in Egypt, including low training budget and the lack of appraisal between employees and managers on their skills development needs. In addition to this the article also showed that capturing the training needs is challenging for many managers within the organizations (El Baradei & Newcomer, 2008). There is also a lack in the job descriptions within many organziations, affecting also the trainings in

addition to career plans in general (Mostafa, 2022). Accordingly, there is definetly a need to restructure the training programs to have more effective results in the public apparatus in Egypt (Barsoum, 2017).

Despite the low training budget, the annual reports done by the Ministry of International Cooperation (MoIC) shows that there are huge investments done by development partners in capacitating government employees in different sectors (MoIC, 2020; MoIC, 2021). In addition to this, training and educational institutions should have a prominent role in the current phase in Egypt and be responsive to the economic, political, and social change ongoing (Wafa, 2014).

2.6. Capacity Development and Covid-19

Two of the main implications that Covid-19 had was on individual health and national health systems in addition to an economic crisis caused by the pandemic (Manservisi, 2020) . Covid-19 has accentuated the lack of capacities in many African, middle, and low-income countries (Brown, 2021& Leininger et al., 2021). It has also emphasized on the importance of public sector capacity specifically in handling crisis and most importantly in solving challenges concerning the society and health (Mazzucato & Kattel, 2020). It has also shown that there are systematic needs in developing countries that still require CD interventions (OECD, 2020).

Many development partner organizations shifted their focus to supporting health systems and also humanitarian aid (Leininger et al., 2021), especially in 2020 and 2021 (OECD, 2022). In addition to this, Covid-19 boosted the concept of localization where donor countries relied more on the local resources and capacities due to the lockdown and travel ban (Brown S. , 2021). This lockdown has also encouraged the use of digital tools and digital capacities, but there was also a massive inequality in the digital transformation happening globally where many people are left behind (OECD, 2021). The importance of the digital tools and capacities was extended to education and training, due to the lock down physical learning was disrupted and temporarily replaced by distance learning (ILO & Worldbank, 2021). This shift to distance learning can also affect the effectiveness of trainings, something that is also explored in the study.

3. Chapter III: Conceptual framework

The definition of 'capacity' and 'capacity development' as concepts slightly differs among international development partners even though both concepts are embedded and are widely used in their processes. Zamfir (2017) highlighted the similarities and the differences between these definitions. It shows how these different organizations also perceive the concepts. The term 'capacities' itself is defined by the UNDP (1994) as *"the ability of individuals and organizations or organizational units to perform functions effectively, efficiently, and sustainably"*. This thesis uses the most common definition of CD done by OECD, which is adopted by many different agencies as well. According to Pearson, 2011, OECD's definition of CD is *"the processes whereby people, organizations and society as a whole unleash, strengthen, create, adapt and maintain capacity over time."*- page 6.

This thesis adopts a conceptual framework that is inspired by several CD frameworks discussed in the literature. The conceptual framework covers different aspects of trainings through systems thinking introduced by Baser and Morgen 2008. This one specifically discusses the external environment and interventions which, in this case, are trainings funded by development partners. The conceptual framework also takes into consideration the different stakeholders and internal features and resources (Baser & Morgan, 2008).

Even though theory of change is currently emerging as a CD methodology, RBM still dominates. Thus, the conceptual framework's variables are divided based on the logical framework and the results chain which converts input and activities to output to outcome to impact (UNDP, 2010b).

This also means that the conceptual framework takes a rather linear approach. The framework also uses a results-based approach and sets guiding aspects to assessing each level of CD. This is to also facilitate and decrease the complexity of the analysis and findings. To assess the effectiveness of the trainings, one of the guiding frameworks in this case is the guide to evaluating CD results done by the world bank (Worldbank, 2012). The effectiveness of governmental institutions and governmental employees can contribute to many development objectives including poverty reduction and economic growth (UNDP; MoPED, 2021). To explain more how this model reflects on the thesis, the trainings is considered as activities and the output level represents the enhanced skills and knowledge. The enhanced skills and knowledge can directly affect the operational efficiency on the outcome level. This may influence the institutional level or the impact level and can affect the national development goals of Egypt.

Another source of inspiration to the conceptual framework is El Baradei (2022), discussing capacity building of Egyptian employees moving to the new capital. The two topics are relevant and interlinked. Some of the effective factors are derived from the study's conceptual framework. The framework is similar in the format and includes effectiveness factor from El Baradei (2022), including training governance on the national level.

The Effectiveness factors were chosen based on the literature review depending on the level and the data required for the interviews and the analysis. On the activity level it is important to explore the different stages of implementing trainings from development partners' side, thus the needs assessments, training design, training implementation, and monitoring and follow up were chosen to see how they are currently done by different development partner organizations. On the output level to understand the enhanced skills and knowledge the research explores the employee

motivation, skilled and competences gained and their transferability to the organization. Moving on the <u>outcome level</u> to explore effectiveness factors for operational efficiency and inspired by the Worldbank 2012, exploring employee turnover rate, the organizations adaptability, how knowledge is disseminated within the organization and their internal appraisal process.

On the <u>impact level</u> it is important to explore how these trainings affect the national development policies and how the trainings are affected by it as well. the effectiveness factors include government performance explored through analyzing the current rankings of Egypt in governance indicators and development. It is very important to understand that this is closely related to the institutional development reform within the country. The reform taking place in the public apparatus and the linkages of these trainings to this reform is as important as the rest of the effectiveness indicators. The level of which these trainings serve the governmental organizations needs to be considered as one of the effectiveness factors.

Other factors are also taken in consideration, development partner coordination and cooperation play an important role in the effectiveness of trainings, to reduce the redundancy and repetitiveness of interventions when possible. Another important factor is the country ownership to the interventions and projects implemented by development partners. Covid-19 influences how trainings were implemented during the crisis and how they are going to be implemented in the future, due to the digital and emerging hybrid ways of implementing trainings.

Other Factors

Activity
Donor Funded Training

Effectiveness Factors:
Needs assessment
Training design
Training Implementation
Monitoring and follow up

Individual level (Output)
Enhanced Skills
and Competencies

Effectiveness Factors:
Employee Motivation
Skills and Competence gained
Knowledge applied in work

Organizational level
(Outcome)
Operational Efficiency

Effectiveness factors:
Employees turnover rate
Organizational Adaptability
Organizational Knowledge dissemination
Internal employee appraisal process
Institutional development

National Level
(Impact)
National Development
Policies/strategies

Effectiveness factors:
Governance of trainings
Implementation of new civil service law
International Governance indicators
Linkages to the administrative reform

Donor Scope

Government Scope

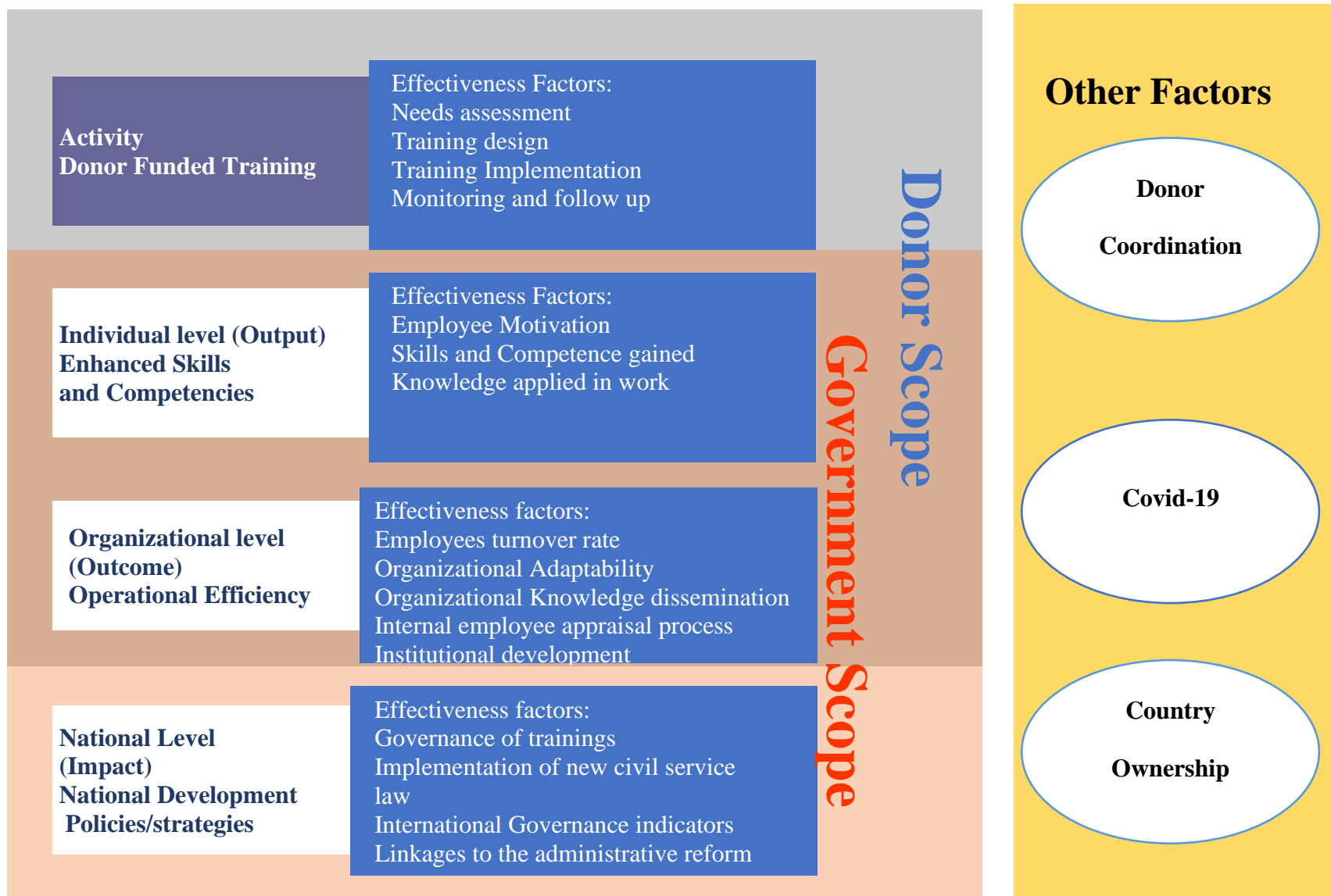**Donor Coordination**

Covid-19

Country Ownership

Figure 2 Conceptual Framework

Sources: The framework is inspired by Baser&Morgen 2008; UNDP 2010b, Worldbank 2012;El Baradei 2022

4. Chapter IV: Research design

The following chapter portrays the research design, starting with the methodology and explaining the choice of qualitative research. The second section discusses the data collection plan and the third moves on to the sample and the fourth reviews data analysis. Then section five provides ethical consideration and the last section in this chapter portrays the research limitations and ideas for future research.

4.1. Research methodology

In order to explore the effectiveness of development partner funded trainings, the study adopted a qualitative approach. In principle, CD studies require both qualitative and quantitative approaches and the research design depends on many variables, one of which is the availability of data (Worldbank, 2012). Even though the topic of CD has been dwelled on for decades, the research questions were not examined in an exploratory manner before in Egypt. The data required to develop a quantitative model from government organizations and development partner organizations is not publicly available, and not accessible to the researcher, and even though there were attempts to add a quantitative model to the research, none of the parties approached were open to sharing training data due to the internal regulations and confidentiality of data. Accordingly, the thesis adopts only a qualitative approach, and a case study approach was done on the Egyptian context to explore the training ecosystem and the current situation based on the development happening in the administrative apparatus in the country.

4.2. Data collection

Primary data was collected through key informant interviews with different stakeholders in the ecosystem, government employees, development partner organizations, training companies and

trainees. Due to the scarcity of data on the topic, it is important to understand the viewpoint of each stakeholder involved in the thesis, as an attempt to generate comprehensive findings relevant to them. There were several key government officials that were hard to reach, and so secondary data collected through their official statements in the media was utilized (YouTube and newspapers). Other secondary data in the literature is also explored in addition to development partner websites including their publicly available reports and implementation strategies.

4.3. Sample

A combination of a purposeful and snowball sampling technique was the main approach in this research. The accessibility of data and information played an important role in the choice of informants for the study. The case study also guided which organizations and individuals could add insights to the research. The researcher tried to integrate as many organizations and stakeholders as possible in order to ensure that the analysis is comprehensive, relevant and reflective of the different stakeholders. The informants were chosen based on their positions and roles in their organizations as well as on the researcher's network and knowledge within the ecosystem. Due to the availability of data the range of governmental organizations is rather wide. The interviews cover projects and organizations working on the national and local level. The sectors were also chosen based on the respondents' positions and jobs .The number of interviewees was not fixed prior to the data collection process and interviews were concluded based on the researcher's judgment and saturation of data from interviews. A total of 15 interviews were conducted with 6 employees in government organizations, 6 employees in development partner organizations, 2 employees in consulting companies and one employee in a development partner

implementation agency. Age and gender were not conditional to the choice of sample. The interviews were conducted with 9 females and 5 males.

4.4. Data analysis

The analysis is divided into two parts: the case study and the results of the in-depth interviews. The case study portrays the current environment where the research topic is investigated. The current development in the public administration scene affects training and CD interventions, even those provided by development partners. In addition to this, the case study fulfills a crucial part from the conceptual framework, specifically those variables concerning the national development policies.

The in-depth interviews were conducted in different modes, whether in-person interviews or online interviews. The set of questions in the interviews (Annex 1) varied based on the organization and the roles of the interviewees. The interviews were done in Arabic and translated by the researcher into English during transcription. The analysis was done thematically, and the themes were derived based on the effectiveness variables within the conceptual framework.

4.5. Ethical considerations

The thesis depends on data collected from human subjects. Thus, the data collection method required assessment from the Institutional review board (IRB) within the American University in Egypt (AUC). The thesis topic and collection method were approved by the IRB on the 25th of December 2021.

Participation in the study was done on a voluntary basis. The interviewees gave their informed consent before the start of the interview and were informed of the study's purpose and risks. In principle, there are no risks on the participants, personally or professionally. None of analyzed data in the analysis and findings mention the names, occupation, or organization of the interviews their responses remain anonymous and confidential. Pseudonyms were also adopted in this research to ensure their anonymity. None of the organizations interviewed were mentioned to make sure that the identity of the interviewees remains concealed. The interviews were also recorded, and all participants were informed and agreed as well. Some interviewees asked to stop the recordings at some point to be more comfortable with sharing sensitive data and then recordings were resumed. The recordings are kept safely and will be erased after the research and potential follow-up research is finalized.

4.6.   Research limitations

The availability of data played an important role in both the case study information and the availability of public data and statistics on the topic. There are also many organizations involved in the training ecosystem for government employees in Egypt. The research does not cover all organizations, specifically development partner organizations due to the variety and magnitude of training interventions done across Egypt and also in the sense of focus and duration. Many informants and potential informants were hesitant to share information from both sides whether development partner or government organizations. The confidentiality of information and most specifically statistics on training numbers and budget were not available. Most reports on projects are not publicly available which could have also reinforced results and analysis. Even the choice of training effectiveness variables was done based on the data available. The topic could be further

researched with different means and most crucially in a quantitative manner which will support both development partners' side and government side in governing the trainings and CD in a more effective manner. Qualitatively, the study could also be replicated, and other organizations could be added to the sample.

5. Chapter V: A case study on Egypt

Egypt is currently working on an overall country development strategy on different levels and sectors and in line with the SDGs (Egypt vision 2030, 2016). The government is closely monitoring the progress and achievements through different platforms including a voluntary national review done by MoPED (MoPED, 2021). In general, positive progress can be seen in Egypt's ranking the global governance indexes such as the world bank governance index, specifically in the government effectiveness indicator (UNDP; MoPED, 2021). Egypt's ranking has recovered from 20.19 in 2014 to 32.21 in 2020 The last ranking shows a slight decrease from the previous year of 2019 which was 36.54 and was considered the highest since 2010 (Worldbank, 2022).

The government sector holds almost 26% of the people employed in Egypt (El Baradei, 2022). The government is also trying to decrease the number of employees working in the governmental sector through a hiring freeze that has been in action since 2018 (Extranews, 2018). The President discussed this on several occasions stating that the administrative apparatus has employed more than one million employees in 2011 and almost all of them have no role in the government (Sada Elbalad, 2018). This is also confirmed the International Monetary Fund's (IMF) concern on the increase in the public wage bill in Egypt which contributes to the public debt and large fiscal deficits (IMF, 2017).

Accordingly, the nationwide vision and strategy is accompanied by a huge administrative reform and there are a lot of efforts being done by the government across the different sectors to achieve

the desired results by 2030. MoPED launched the government Programme for the years 2018-2022.

The Program consists of five strategic objectives including (MoPED, 2018):

- Protecting national security and Egypt's foreign policy

- Developing the Egyptian citizen

- Economic development and improving the government's performance

- Raising the operational levels

- Improving the living standards of Egyptian citizens

As part of the third strategic objective on economic development and improving government's performance, MoPED created a sub-Program focusing on developing the capacities of employees in the state's administrative apparatus (MoPED, 2018). The Program divides government employees into different categories based on their age group and years of employment (MoPED, 2018). The training Programs include basic trainings, job specific trainings, managerial, and trainings to prepare the older employees for retirement (MoPED, 2018).

The MoPED has also identified a strategy for building and developing the capacity of governmental employees consisting of six pillars. Those pillars focus on completion of employees databases, Program to develop mid management, signing protocols with banks in order to support the funding of graduate degrees for governmental employees, creating a training platform for government employees, training of trainers for 90 calibers and, a campaign called "I am a government employee and proud" (MoPED, 2018b).

This shows the importance in enhancing the skills and competencies of the employees working in the administrative apparatus to achieve the goals. The trainings provided to those employees can contribute to enhancing their performance and consequently can impact the government's effectiveness (El Baradei, Capacity Building for Public Servants: Intensive Efforts before the Move to the New Administrative Capital in Egypt, 2022).

Another very important key feature in the administrative reform is relocating many governmental entities to the new administrative capital. It is also described in Egypt's Human Development Report, 2021 as the "Catalyst for administrative reform" (UNDP; MoPED, 2021). This relocation of ministries and other governmental organizations is followed by a grave interest in training and skills development (UNDP; MoPED, 2021). Those employees who are moving to the new administrative capital are presented with exceptional training opportunities in comparison to those who will stay in their premises (El Baradei, Capacity Building for Public Servants: Intensive Efforts before the Move to the New Administrative Capital in Egypt, 2022).

There are many governmental bodies involved in the administrative reform, let alone the training of government employees. Up until 2014, there was a designated ministry for the administrative reform, which then moved to the Central Agency for Organization and Administration (CAOA) until 2017 (El Baradei, Capacity Building for Public Servants: Intensive Efforts before the Move to the New Administrative Capital in Egypt, 2022). Then the responsibility of administrative reform was then moved to the MoPED till 2019 (El Baradei, Capacity Building for Public Servants: Intensive Efforts before the Move to the New Administrative Capital in Egypt, 2022). Currently, there are many ministries and stakeholders involved in the process with no specific minister to oversee the process (El Baradei, 2022).

This has also reflected on the training and skills development as, currently, there are many organizations mandated to train government employees. In addition to that, ministries and governmental bodies are able to establish departments for human resources and development to develop the capacities of their employees as mandated in the 2016 civil servants' law (El Baradei, 2022).

According to the civil service law, the government is also working on a new performance management system (Yousef et al., 2019). The skeleton of this performance management system consists of defining the assessment responsibility, the frequency of assessment, the duration of the appraisal, which employees should be assessed within the units, rating and benchmark for assessment, appeal submission by employee if any and the consequences of the assessment (Yousef et al., 2019).

Trainings can affect the development of employees and consequently their performance. Based on the efforts done by the government, it shows that there is awareness of the importance of trainings. Even though the annual budget for training was estimated at 38.4 EGP per employee annually (EL-Hosary, 2019), there are many trainings provided by development partners and other third-party to the government employees which should also be further considered. The main focus of trainings funded by development partners is to support the government in capacitating the public apparatus employees. Thus, there is a close link between the trainings provided by government and trainings provided by the development partners.

One of the main issues is the governance of training including development partner trainings within government organizations and on a central level. The main reason for this is that there are a lot of stakeholders involved in the government training ecosystem in Egypt, for managing and delivering training as well. The public administration reform process is currently divided amongst different governmental entities and organizations, and this includes training as well (El Baradei, 2022). Table 1 below summarizes the different governmental stakeholders based on El Baradei's 2022, analysis based on their official mandates and defined roles within the ecosystem. The table includes also other organizations that provide trainings within the different ministries.

Organization	Roles and Mandates
CAOA	Responsible for human resources management in all governmental organizations, their role includes managing the institutional structure of the governmental organizations, management of trainings and development for all governmental employees. CAOA is also responsible for the development of all leadership and supervisory positions in the government.
The Leadership Development Institute	Affiliated with the public enterprise sector but has currently moved under the jurisdiction of CAOA expanding their authority in the ecosystem. The initial mandate of the institute was preparing government employees for leadership positions before their promotion and these trainings were obligatory. Currently, they are highly involved in the trainings provided to the employees moving to the new administrative capital.

Sadat Academy for Management Sciences	Mandated to build managerial capacities in the different governmental sectors nationwide in addition to supervision of government employees training if needed by any governmental organization in coordination with CAOA. Their role was more prominent during President Sadat's era, currently their focus has shifted more towards academic degrees rather than trainings.
The National Academy for Youth Training and Rehabilitation or **the National Training Academy (NTA)**	Established in 2017 directly under the president's authority. Their focus is youth development in all sectors, even beyond the government organizations. Accordingly, they develop training policies for youth in cooperation with different organizations and in line with the current reform efforts. They also develop training plans for the different training centers, review training content and monitor the implementation of trainings. In addition to this they supervise the training centers including performance evaluation and they can also impose fines on those trainings centers who conduct professional standards violation. They are also mandated to authorize trainers, conduct research in the fields of public policy and administration. They provide specialized trainings for youth in the different sectors aiming at preparing future leaders across the nation.

The National Institute for Governance and Sustainable Development (NIGSD)	Established in 2020 under MoPED. The institute has a public economic nature and is mandated to provide consultations, training and conduct research. It can be considered a refurbished version of the national management institute that was founded in the 1950s. The emphasis of their mandate is based on Egypt's vision 2030. Even concerning their training roles, they focus on raising the competencies and capacities of the governmental employees in topics such as governance, sustainable development, and competitiveness. The institute is considered the main training arm of MoPED.
The National Academy for Fighting Corruption	Under the affiliation of the Administrative Control Authority (ACA). The academy provides trainings for government employees, especially ACA employees on corruption fighting systems and they also provides master degrees on the topic.
Ministry of Communication and Information Technology	The ministry of communication and information technology is currently responsible for the digital transfrormation of the government in Egypt. This includes raising the digital capacities of Egyptian government employees.
The National Council for Training and Education	A non proft entity under the public society of organization and administration, the founding entities inclyde governmental agencies. They invision offering trainings and education services with high quality and international standards. They

	have signed agreements with many government organizations to provide trainings.
Ministry of Communication and Information technology (MCIT)	The ministry is currently leading the digital transformation in Egypt. Essentially developing the digital skills of Egyptians including the governmental employees. The ministry is taking the lead in training the state's apparatus on developing digital culture, developing digital skills, developing the skills of employees in the information systems and digital transformation units (MCIT, 2022).
Sakkara local development center	Sakkara local development center is the training arm of the minsitry of local development (MoLD) they provide trainings for minsitry staff and governmental staff in the governorates (MoLD, 2022).

Table 1: government stakeholders in the training ecosystem in Egypt

Sources: El Baradei (2022), "Capacity Building for Public Servants: Intensive Efforts before the Move to the New Administrative Capital in Egypt.", The American Society for Public Administration 2022 Annual Conference: SECTION ON AFRICAN PUBLIC ADMINISTRATION (SAPA). ASPA, and ministry websites

The table shows an overlap between different entities, specifically concerning the governance of trainings between CAOA and NTA. Training provision overlaps amongst the different mentioned organizations, and this causes replication and redundancy. Even though the training scene in Egypt seems saturated by government organizations, there are many development partners who provide trainings in partnership with governmental organization. These development partners include multilateral organizations and UN Agencies such as UNDP, UNICEF, UNESCO, IOM, and bilateral development partners such as those agreements with Germany, Japan, France, United

states of America. In some cases, the funding for trainings come through embassies. Development partners usually implement trainings through governmental training centers, private sector training providers and consulting companies. In addition to this the Government also partners with private sector companies on certain topics either through Corporate Social Responsibility departments or through public private partnerships.

In total Egypt received 1.56 billion US dollars of official development assistance in 2020 (worldbank, 2022). A decent amount of this is targeted towards CD and training not only to government employees but also towards Nongovernmental Organizations, Civil Society Organizations, youth, entrepreneurs, and women. Until recently, there were no quantitative data on the funds directed towards training and CD but starting from 2020 MoIC started to produce annual reports including the development assistance funds received (MoIC, 2020; MoIC, 2021). The money directed towards CD is not separately distinguished, but this could support the availability of quantitative data. To implement these trainings these organizations, hire national and international training providers depending on the topic and on the project. Figure 2 shows a visualization of the current stakeholders in the CD ecosystem in Egypt based on the above description.

Conduct Trainings

Government training providers

Sakkara institute

NTA

Leadership development institute

CAOA

National academy for fighting corruption

NIGSD

MCIT

National council for training and education

Sadat Academy

Private Training Providers

Consulting companies

Fund

Development Partners

Bilateral

Multilateral International Organizations

Embassies

Private sector

State budget
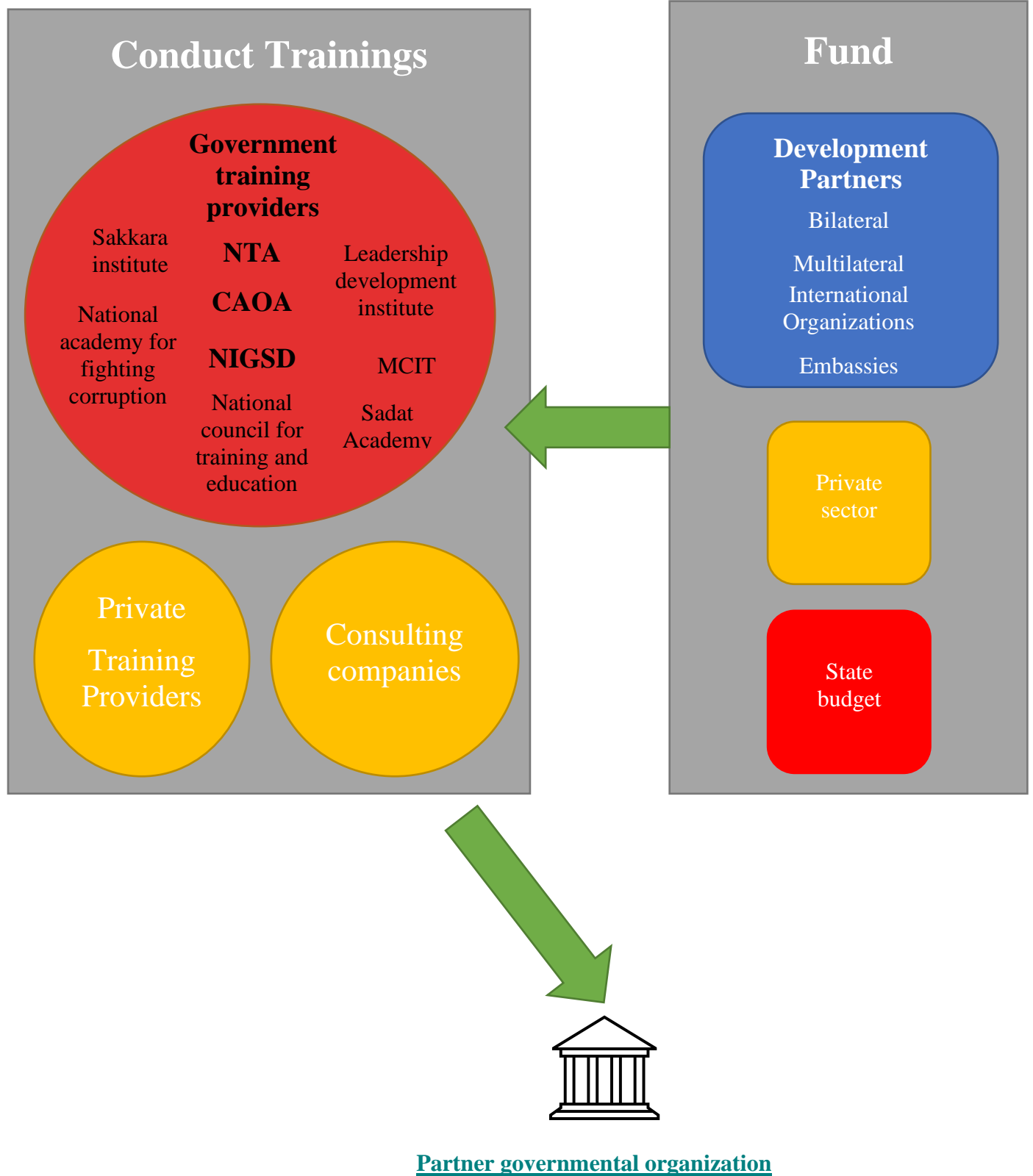
Partner governmental organization

Figure 3 Summary of actors in the CD ecosystem in Egypt

6. Chapter VI: Field findings and analysis

The field findings of the study were consistent with the literature on training and CD. Many of the challenges that were mentioned in the literature were portrayed by the respondents. These challenges include lack of measurability (Zamfir, 2017), effectiveness (Tilley et al., 2015) and ownership (Nelson, 2006). There are other challenges concerning the training design and implementation (Pearson, 2011b). In addition to this finding have also showed that the overall governance of training requires further enhancement in order to ensure that the employees who receive trainings as well as their organizations maximize the effectiveness of trainings. As observed, trainings should not be a stand-alone intervention, it is linked to many other human resource (HR) functions and in Egypt as well due to the current civil service law. As many other HR tasks are linked to it such as performance and promotion management.

With the current reform efforts done in the government, including a focus on skills and competences of the governmental employees. it is important to keep the momentum and seek methods to enhance the effectiveness of trainings provided by all stakeholders. One of the respondents emphasized on the increased importance also of development partner funded trainings due to the economic situation in Egypt:

"The current economic situation in Egypt after the Covid-19 crisis can cause a retraction in the training budgets even though it is needed for the current reform. This actually increases the importance of development partner funded trainings and increases their quality and effectiveness"
– Salma Sameh, holds a leadership position in one of the essential ministries

It is inevitable that human capital, training, and capacity development are one of the first areas impacted by the economic crisis and budget cuts. There are also many global crises happening that can also affect the distribution of development cooperation funds and projects. Accordingly, it is very important to maximize on the benefit from the funds and interventions received. Especially, if there is a chance that the training budget might decrease in Egypt.

The current practices and procedures implemented by development partner organizations and government organizations need to be adjusted. There is a need to enhance the effectiveness of CD interventions in general and training in specific. The next section describes three main findings, one focusing on the government's side where training is discussed as part of the central level and organizational level. The second section focuses on the development partners' side where the design and implementation of trainings is discussed, in addition to the development partner coordination as a common finding that was mentioned by many respondents.

6.1.   Government

This section is divided into two levels, one of them discusses the central level and how can training be more regulated by the governing bodies in Egypt. The second part discusses the role of organizations and how can they increase the effectiveness of the trainings that they receive from development partners and also manage support provided by different development partners.

6.1.1. Central governance

The civil service law that was issued in 2016, entails a shift in personnel management within government organizations. Each organization is able to create one or more human resources departments, they are responsible for recruitment, training, performance management in addition to the transfer of employees from one organization to the other within the public apparatus (Civil Service law - number 81, 2016). This happens in coordination with CAOA as the responsible entity for all government employees regarding human resources (HR) functions. The effect of this on training could also be noticed, due to the current development each organization has a level of autonomy when it comes to managing their HR. One of the positive developments is the emphasis on training as one of the factors and criteria affecting promotions, thus currently many employees are keen to attend trainings that will affect their career. One of the respondents stated the following:

*"As a trainer, I can see the difference now in the training narrative, after the issuance of the civil service law employees and organizations became keen to attend more trainings as it also affects their promotion. In addition to this, the current reform and digital transformation are introducing new procedures and systems that require employees to be further trained. For development partner funded trainings this also played a role. No one is sending employees as a punishment or reward anymore"- **Salma Sameh, holds a leadership position in one of the essential ministries**

Prior to the civil service law, seniority has always been one of the key determinants of promotion in the government of Egypt, especially on the top management (Sharouda et al., 2018). On the middle and junior levels it is more related to the annual appraisal and their 'excellent' score (Sharouda et al., 2018). Accordingly, this shift in the culture of training is very important and if managed well can contribute to higher effectiveness of trainings in general and those that are provided by development partners in specific. This also contributes to nominating the right employees for trainings which is examined further in the section concerning organizational level.

One of the consultants who recently worked with CAOA, stated that there are structural issues that needs to be tackled and plays an important role in the success and effectiveness of trainings:

*"CAOA needs to execute an overall needs assessment for the different job groups and define a competency framework based on that. This may have been done for the employees who are moving to the new administrative capital, but it was not rolled out to the rest of the employees." – **Rania Gamil, institutional and CD expert***

It is quite important that on the national framework this is intact, this is also to guide governmental organizations and development partners on the types of trainings needed. These frameworks will also help the government understand the skills and competences of those working within the public apparatus and how to capitalize on their existing capacities and capacitate them further through proper and comprehensive CD plans.

The interviews also highlighted several pitfalls concerning the tracking of training and other human resource issues within the government. In 2018, CAOA attempted to collect information about all government employees including all their data in an electronic database (Abdelmohsen, 2022). The initial aim was to give accessibility to the different organizations on the database, where organizations are able to update them in the future. Currently, this database has not yet been completed and no organization have access to it.

As mentioned earlier, this affects the trainings within and across organizations, there are employees who attend the same training with different development partners in a short span of

time. Some employees also move from one organization to the other and their employee files does not move from their entities and even if they have access to their profiles, trainings are not tracked as mentioned by one of the government employees:

"I wish we could have a comprehensive tracking system for the trainings of employees. Sometimes employees take the training several times with different development partners and sometimes even the same training providers. Employees also receive trainings that are relevant to their jobs and then leave and we have to start from the scratch. This is very wasteful to resources and also causes disturbance in the operations"- **Salma Sameh, holds a leadership position in one of the essential ministries**

In the same context one of the employees working in a newly established governmental authority stated:

"In the authority we have our own database, and we track the trainings of each employee based on a competence framework that was developed with one of the development partner organizations. I don't think if the employee moves to another entity that there will be any tracking to the trainings that they took" – **Mona Hany, holds a Managerial Position in a newly established governmental authority**

The existence of this tracking systems seems important, and these two quotations reinforce that a proper tracking system for trainings is very pivotal to the effectiveness of trainings in general and development partner funded in specific. It can also mean better accountability on individuals and organizations. It can contribute to the employees' performance through a comprehensive evaluation of the skills they learnt across the years, and how they utilized it and could also portray the experience of employees and how can their organizations benefit from their knowledge.

According to one of the respondents who works within a development organization supporting the government's public administration reform plan, the database done by CAOA does not include real time data as it was collected once for each employee. This also means that movements, promotions and employees' unpaid leaves, retirement and mortality are not included of the database. Many respondents were also not sure if the employees' trainings are included in the database or not. There are other databases that were done for specific purposes such as those concerned with the assessment of employees for the government's movement to the new administrative capital and another database for employees who were trained by NISGD.

This causes redundancy in the employee data and might affect the current reform process as there are more than one source of data. This complicates not only the CD of employees -as an integral part of the reform- but also the digital transformation efforts done by the government in the fields of HR management.

Another critical point is the alignment of trainings provided by development partner organizations with national plans and goals. Planning for projects should be well revised and negotiated with development partner organizations according to one of the governmental employees interviewed. It is crucial that the government performs organizational analysis for all government organizations, to align these needs with the project plans suggested by development partners or those projects which are also proposed by the government to the development partner organizations:

"It is crucial during the project design phase that organizations negotiate their needs with development partners. Each development partner comes with an agenda that they want to implement and a key set of indicators. Sometimes organizations are happy with the fund that they

receive due to the constant need for support. But they should be able to negotiate their demands"
*– **Yasser Mohsen, Responsible for training and CD in one of the governmental organizations.***

This shows that the demand driven approach to training, preached in the Paris declaration still needs to be further implemented. Providing developing countries with the means to be identify and be specific about their needs. Any intervention should not only be linked to the SDGs but also to the national development goals, whether it is Egypt's vision 2030 or with specific sector, ministerial strategies.

Even with a solid central system the role of organizations is critical in the effectiveness of training. They should be able to identify and define their needs in line with their internal strategies and procedures. Especially during the current phase where there is room for change and development. This takes us to the next set of findings on how trainings are managed in general inside the individual governmental organizations with focus on development partner funded trainings.

6.1.2. Organizational level

One of the first points of discussion is the political will of leaders within organizations and their perception to the support provided by development partners, whether on a specific intervention or in general. One of the development practitioners interviewed who previously – who also had experience as a governmental employee- expressed the following:

"The Buy in of the decision maker is a go - no go for any training or intervention by development partners. I have seen an intentional dilution of trainings done by top managers in organizations. The resistance then ranges from lack of interest to taking destructive measures towards the content

*of the training." – **Mohamed Walid, development practitioner in one of the development partner organizations.***

Based on the above quotation, it can be seen that the political will is not only linked to success of interventions but can also hinder development. If the top management of the organization is not convinced with the intervention, whether it is because the intervention has started in another era or because they were not involved in the process. it also raises a question of how interventions are designed and if they are linked to the national strategies and organizational needs or not.

Respondents also confirmed the transferability of training content to the organizational structure depends on the organization or department managers and their flexibility and in some cases, politics or personal preferences can also affect the decisions taken concerning the development partner interventions:

*"Many times, the managers or the counterparts on higher levels criticize the spendings on trainings, they tell us that we have spent a huge amount of money on trainings and capacity building and that the only benefit from it is some papers. They'd rather have hardware or materialistic gains out of the fund such as computers, systems or revamping of buildings for instance. Things that they can report on or more tangible results."- **Karim Tawfik, institutional and CD expert in a development partner organization***

This underlines the importance of engaging leaders within organizations in the design and implementation as well. This means also that there is a need for interventions and trainings for management on the higher levels, as mentioned by one of the respondents this also requires efforts from the development partners' side to provide transformational trainings that changes the cultures and mind sets inside governmental organizations:

*"Transformational skills development approach for key decision makers to work on changing mindsets. Once they find what's in it for them personally, how do they engage themselves and their teams everything will follow through. Training on this level on vision and strategy including what's in it for them, as a person and as a position is very important. Whether the success for them is more funds or more income and even highlighting their efforts to be captured within the governmental history why not? If their jobs are made easier, strategy wise they will appreciate it. Sometimes doing impact is on the tip of his/her finger, but the direction is missing"- **Mohamed Walid, development practitioner in one of the development partner organizations.***

Providing trainings on this level can provide a paradigm shift in how trainings and development partner interventions are perceived. Currently, the NTA is working on the skills and competences of higher-level employees. In order to sustain this and institutionalize it, development partners need to cooperate with the NTA as well to provide these trainings.

Different respondents stated that even if there is an interest from employees to implement what they learned in the training it does not always work due to the lack of interest from managers. It also causes frustration if the enabling framework is not supportive enough, this has negative effects both on the individuals and organizations. As mentioned by different respondents this is a key issue when it comes to implementation of training and organizational development interventions:

"Because a lot of government employees are frustrated and losing hope even on the higher levels I have heard, there is no hope 'mafish fayda'. But if they find that there is hope and that this comes with a proper needs assessment and proper processes and proper impact assessment, and it has to be scientific. This is something that is not systematically done by development partners and if done is anecdotal" **- Mohamed Walid, development practitioner in one of the development partner organizations.**

Another respondent also mentioned that in some cases the trainings provided have a negative effect on organizations:

*"I can tell you that most probably on an individual level people benefit from the trainings. Yet, on an organizational level it is different. The enhancement of skills and competences with a poor enabling environment within the organizations can cause a lot of frustration to the employees and they sometimes decide to leave the organization or the department."- **Amany Hazem, Project Manager in one of the development implementing agencies**

Nonetheless, this is not the only reasons why trainings are not transferred to organizations. In some other cases it is the other way round. Many employees are not motivated to incorporate the training content into their work because the introduced processes or procedures overburden them with more work and there is no reflection on their income:

*"We have trained governmental employees on a new system that is concerned with a pressing issue in the government where they would need to work with citizens directly on a new process. Within their organization this was much needed, and they were overburdened with work. They were not remunerated or provided with extra income for doing this much work. Many of the employees trained decided to leave this department and go for a more administrative job. The problem was not solved, and this required us again to seek new people to train"- **Nahla Yehia, CD head in one of the development partner organizations.**

These three quotations stress on the importance of the enabling environment within organizations as one of the key factors to change. Even if the design and implementation of training is flawless, the employees are eager to transfer the content to the organization and there is political will. If the organization does not have the adaptability and flexibility within its system, change cannot be implemented.

There were other successful examples when it comes to training and transferability of training to the organizations. In a governmental entity one of the development partners were working with them on introducing a new system. To ensure that the employees trained remain in this department,

they signed a 5-year contract with them and are providing them with an incentive that increases annually.

The interlinkages between the different issues shows that solving one of them is not enough. A comprehensive analysis needs to be done within organizations as a whole, even if not done on the central level it should be done by organizations individually. This would support the organizations in demanding the trainings and interventions that they need better.

*"Not all organizations have an overview on their training needs. This needs to happen, if not by the organization, it can be supported by development partners. Sometimes different development partners provide the same training and with the same trainers! If the organizations have a training list that they need and provide it to whoever development partner is supporting them this will increase the effectiveness and the results of the training"- **Selim Mounir, head of department in a governmental organization***

It is of both stakeholders' mutual interest to have guidance that can support smoother implementation of the interventions and training. A deeper gap/needs analysis need to be embedded as one of the standard procedures done by development partners, or at least they have to make sure it is available prior to the implementation.

In some cases, development partner organizations are hesitant to support this, as they are trying to manage expectations of their partner organizations. they also have a limited scope that they are working under and might not be able to fulfill all the needs of the organization. This might cause frustration and affect the cooperation between the development partner and the partner organization:

*"Detailed training needs analysis sometimes raise expectations of the partner organization. We have a scope that we operate under, even though we try to support as much as we can we need to manage those expectations. What if the analysis shows that they need 100 skills to be developed and we can only support in 2-3?"- **Amany Hazem - Project Manager in one of the implementation developmental agencies***

This also shows the high expectations from government organizations to development partners. It can be solved if the organizations recognize that this is not the only source of support that can be provided to them and seek other development partners or other funding sources for the training with the detailed needs analysis provided. Yet, a proper needs analysis also contributes to a better linkage between individual and organizational capacities. One of the respondents who worked with several development partners stated the following:

"There is a common perception that if you provide anyone with trainings most challenges will be solved. But during the needs analysis phase we find out sometimes that the problems are more concerned with the system, or the tools provided for employees to do their jobs. Sometimes it is even more into leadership and management styles more than the skills of the individuals and employees" **- Karim Tawfik, institutional and CD expert in a development partner organization**

Because the organizational needs analysis goes beyond the individual skills, it shows deeper and different challenges. Addressing these challenges also supports the effectiveness and success of interventions and trainings. It also supports the development partners as well as the organization as a well performed needs analysis can support in the process of selecting and nominating those who attend trainings. Based on the findings, there is no structural mechanism that guides who attends which training on a central level and also on the organizational level.

This was mentioned again on the organizational level, the same people attend the same training with different development partners, sometimes even with the same training company. This was highlighted by different respondents from the development partner organizations and also from government organizations:

"There is no guarantee that employees do not attend the same training more than once within a specific timeframe" - **Selim Mounir, head of department in a governmental organization**

"I really wish that trainings would be more cumulative, we usually find this not only in government organizations but also NGOs. People attend the same training several times. We still cannot track this" – **Salma Sameh, holds a leadership position in one of the essential ministries**

This is mentioned again and probably linked to the tracking system on the central level, but it should also have a structure within the organization. Why are people attending the same trainings and how are they sent to these trainings? In general, the respondents gave different overviews on how people are selected for the trainings. In some cases, they are sent because of their competences and their performance as a reward for their efforts. In some other cases they are sent by their managers as a punishment or because they don't want to be around them for a while and thus, they nominate them for trainings. The process is accordingly dependent on the managers and their preferences. One of the HR employees in a governmental organization stated the following:

"Nomination for trainings depends on the department managers, we send a circulation to all departments when we get training opportunities and then we receive nominations from departments. We sometimes discuss it with managers if we see that they are sending the same people to different trainings and try to encourage them to send others in future opportunities" – **Habiba Hassan, HR specialist in one of the governmental organizations**

In this organization they also have a form where they apply for trainings, especially those that are specialized, and they insert information such as what are they going to benefit from this training

and how are they going to incorporate this in their tasks. This is also particularly important in trainings that include traveling abroad. One of the respondents indicated that these opportunities tend to be more controversial than other. Another respondent spoke who this opens doors for corruption to take place.

"In general, it is very wasteful to resources if we send employees who are not relevant to the training as a recreational activity or to take the per diem provided by development partners"- **Salma Sameh, holds a leadership position in one of the essential ministries**

Whether abroad or in in the country, the benefits provided by development partners also plays a role in the training process. I have personally seen comparisons made on training content, venue and per diems provided by the different development partners by training participants. Nevertheless, development partners are not included in the decision of who attends the trainings they can just try to influence the process in a very informal way. They fear that they would be overstepping the organization:

"Sometimes we ask for nominees with a specific caliber, and we find other job groups joining the training, which is kind of frustrating, where is the caliber that we have asked for. We feel that our efforts are worthless"- **Karim Tawfik, institutional and CD expert in a development partner organization**

There is a lot of time and money put in the design and implementation of development partner interventions and training. If they do not receive the right caliber because of the criteria or the lack of it, it contributes directly to the effectiveness of these trainings and interventions. It can also cause frustration to the employees who are working in development partner organizations. Frustration of government employees was discussed previously in this section. This also shows

that it is not uncommon that also employees on the other side of the coin are comfortable with the status quo.

After the implementation of trainings, there is no structured follow-up model inside most of the organizations that were interviewed. It depends again on the organization or department. In many cases, they only ask for a report to be written after the training. This is also linked to the knowledge sharing process inside organizations. According to the findings, the process of sharing knowledge after the trainings is not well structured in most organizations. One of the respondents shared the following:

*"In addition to the reports that are required from colleagues who attend trainings we also ask them to share the training content on the shared server so we could all have access to it." - **Mona Hany, holds a Managerial Position in a newly established governmental authority***

Knowledge sharing is still a very distant topic within the government organizations. Especially keeping an institutional memory of what is in the organization during the current reform. Many people are moving, leaving and many processes are being restructured. In addition to this the digital transformation is also a key milestone in the current phase. All of this requires more focus on the current knowledge within the government, tacit and intact.

One of the practices currently used by development partners is training of trainers within their partner organizations, this is examined in the next section. There is a lot of learning, trial and error involved in the development cooperation and there is always a room for improvement. The next section also discusses the current practices done by development partner organizations and how they work on ensuring the effectiveness of trainings within their projects.

6.2. Development partners

This section discussed the development partners' side of the story, the design and implementation of training interventions from one side and how development partners coordinate with each other from another side. Each development partner has their own set of methods and the implementation of trainings to the same governmental organization can be very diverse. Nonetheless, there are some commonalities that is also discussed. In addition to that it was found that development partner coordination is a bottleneck in the effectiveness of interventions and not only trainings.

6.2.1. Designing and implementing trainings

The design of trainings is usually linked to the projects' appraisal missions. During the appraisal of projects, a gap analysis or needs assessment is conducted, and accordingly the focus areas and indicators are identified. According to one of the employees in a development implementation agency, this gap analysis is also used in the project to define trainings and they do not usually do a more in depth individual or organizational needs assessment:

*"For many trainings we only use the gap analysis done during the appraisal mission, but it also depends on the training topic. We sometimes need further analysis to identify the skills needed. Our implementation model is remarkably close to the partners, we implement the projects together, so they are involved in every step of the way and accordingly we are able to communicate with them and understand their needs throughout the project." - **Amany Hazem, Project Manager in one of the development implementing agencies***

This also shows a diversity in the implementation of projects and more specifically trainings amongst development partners. But one common finding was that the project duration and key performance indicators also affect the training process. According to the findings, development

partner organizations and development cooperation organizations are sometimes more concerned with fulfilling the indicators and expenditures rather than making sure that the quality of trainings or even interventions are well designed. This was mentioned by both sides – development partner and government- during the interviews:

"Development partner organization come with their own agendas, and this is fine; but we need to have a better negotiation process to fit our needs. I know that we always require support, but we shouldn't be relaxed in the process" **Yasser Mohsen, Responsible for training and CD in one of the governmental organizations**

"Not all provided trainings are effective, sometimes there is a CD component within the project, and they just need to implement it"- **Selim Mounir, head of department in a governmental organization**

"There is something that I don't understand we all know that most projects usually get an extension, projects are usually rebranded, and they continue with different names within the same organizations. Why are we doing this to ourselves?"- **Mohamed Walid, development practitioner in one of the development partner organizations.**

From a project management perspective this practice may contribute to the shortfall in the effectiveness of trainings. As mentioned by one of the development partner organizations' employees, project is either extended or new phases are planned and sometimes regardless to the success of the project. Reform takes time and development partner organizations need to adjust their planning and implementation structures to attend to this issue. This doesn't mean that trainings are entirely not effective, there were successful models mentioned in the interviews by respondents. One of them stated the following:

"We were receiving an accreditation from one of the international organizations and as part of the accreditation process a condition was set that we need to develop a competency framework for all the employees working in the authority and for future trainings provided by this organization we need to use this framework in our nomination"- **Mona Hany, holds a Managerial Position in a newly established governmental authority**

This for instance solves the challenge of training nomination that was mentioned above by many respondents. Two of the other development partner organizations interviewed stated that they use selection criteria as an attempt to solve this challenge. One of the respondents stated that they also start with basic trainings and move to more advanced trainings using assessments to make sure that the employees who continue to the next levels are those who are interested, relevant and skilled. Although this solves the issue, but it also wastes resources if trainings are used as an assessment and filtering method. Training as an intervention is not sustainable, currently many respondents referred to the training of trainers as one of the attempts to institutionalize trainings within government organizations. This is either as part of the project design or embedded in the project for the most important trainings provided by development partners.

Development partners are also trying to implement trainings in a more interactive way in order to enhance the effectiveness of trainings. One of the respondents explained that currently, they are integrating soft skills within the technical skills. They also ask training participants to join the trainings with a current real-life case or challenge that they need to address, they are required to work on this case until the end of the project and feedback is provided to them by trainers. She also stated that:

"Working on real-life challenges and cases integrates the theories and concepts that are provided in trainings with application. When they go back to their work, they are able to address the issues or work on them further. Other than this they might not implement what they have learnt in the trainings in their work and content is put in a drawer."- **Amany Hazem, Project Manager in one of the development implementing agencies**

This does not only ensure that trainings are effective but also it contributes to the transferability of training to the organization. In many cases, the skills and knowledge gained are not integrated in the tasks and daily work. Due to several challenges mentioned before such as the political will, tracking, enabling environment. But it can also be linked and related to the design of the trainings. One of the respondents stated the following:

*"Faulty training designs might affect the transferability and the ability to implement the training content within the organization. It is important to make sure that both are linked"- **Selim Mounir, head of department in a governmental organization***

To address this, development partner organizations work parallelly on individual and organizational capacities. They integrate organizational development indicators in their projects to make sure that the training interventions are coupled with organizational or institutional interventions. If this link is tight the effectiveness of the training and the project will increase. Especially if the interventions happen in a participatory approach.

After the implementation of trainings, development partners conduct their monitoring and evaluation activities. The short-term monitoring happens through post assessments after the trainings and counting the training numbers. This process is rather straight forward and simple most of the time. The longer-term evaluation is yet more complex and not always performed. One of the main reasons is because of budgets, after the end of projects development partners do not have the budget for evaluation, projects evaluations happen once they end but not after a few years. Neither do they have access to the organizations, nor do they have the budget for it. The only case this is possible if there is a new phase right after the project or a few years later, where they explore the results of the previous phase and build a new project based on these results. In other cases, development partners agree with their partner organizations that they will perform an annual

evaluation on the trainings provided early in the project document. There is also usually a mid-term training for each project to ensure that it is working in the right direction.

Those are the findings concerning design and implementation of trainings from the development partners' side. Yet one of the respondents who recently attended two trainings by development partner organizations stated that she could also feel the difference between the two types of training based on the interest of the responsible employees within the development partner organization. Their motivation and involvement also play a role in the effectiveness of the training. A particularly important finding that was mentioned by most respondents was development partner coordination and how this affects the trainings that they provide. Due to the significance of this point, it is reviewed in a separate section.

6.2.2. Development partner coordination

Each development partner works based on their areas of focus and their agenda. The main guidance for their agendas is the SGDs, they all work within its scope and sometimes there is an overlap between their projects in the same country. Usually when development partners work in the same sector there should be a level of coordination amongst them. In theory development partner coordination groups or development partner subgroups are set for each sector or area of focus. In practice and according to the findings this is not always the case. One of the respondents stated that the effectiveness of the development partner group meetings depend on which development partner has the turn in organizing the group and depends also on the individual research that development partner organization employees conduct and their relationship with employees from other development partner groups. Another important aspect is the competitiveness between

different development partners on the implementation of interventions, which was mentioned by two development partner organization employees:

"I have seen development partners become competitive during the project design phase with other development partners. This happens of course mostly because of the employees; I do not think this is a structured thing, but it also affects the interventions" **- Mohamed Walid, development practitioner in one of the development partner organizations.**

"Competitiveness happens as well between organizations operating also under the same development partner funding not only between different development partner organization"- **Amany Hazem, Project Manager in one of the development implementing agencies**

The level of competitiveness between development partners could also affect how they coordination and communicate. The competitiveness can be a nonsystematic issue. It can be coming from the employees of the development partner organizations, where development partner employees move from one organization to the other. It could also be a systematic approach embedded within organizations due to the agendas and politics of the different development partner countries. By all means this needs to be further researched.

Development partners operating with the same organization needs an enhanced level of coordination. This could also be structured by the government organization itself, one of the respondents said that if they are "lucky" enough this role is played by the partner organization, but this is also not structured and should not be dependent on luck. The organizations need to orchestrate the development partners working with them. this requires an institutional memory and a proper documentation to what is happening with development partner organizations. An increased sense of ownership from the government organizations and accountability from both sides is highly required to enhance the process.

6.3. The effect of Covid-19 on trainings

The responses varied on the effect of Covid-19 on training. Most of the respondents stated that trainings resumed but online rather than in person. Only one respondent from a development partner organization stated that they have stopped trainings due to Covid-19. The opinion of the respondents on whether the online trainings were effective also varied. One of the employees of an implementing development agency was pro the online trainings and how they increased their outreach for more trainees:

*"The online trainings increased our ability to outreach to more trainees in the governorates. We were able to implement our trainings in a more inclusive manner. It was sometimes hard to plan for in person trainings in some governorates. But now it is easy, and we are learning how to provide online trainings in a more interactive ways using the digital tools."- **Amany Hazem, Project Manager in one of the development implementing agencies***

Covid-19 has accelerated the digital transformation for sure, and even though this is a possible gain from Covid-19, some other respondents stated that online trainings are not as effective as those who involve human interaction. There was also one common challenge mentioned which was the participants accessibility to stable internet connection, and in some cases internet connection in general:

*"Everyone is now leaning towards online and blended learning methodologies, the infrastructure in some governorates do not allow this. There are many training platforms currently done by government organizations and development partners. If you ask employees about them, the majority does not know that they exist and even if they do know that they exist they might not have access to the internet to check them out."- **Rania Gamil, institutional and CD expert***

Despite the potential of online trainings, this means that investments need to be done on the infrastructure level so employees – and citizens- would have an equal access to stable internet and are able to join these trainings and benefit from them. Another added value to the online trainings is decreasing the commute that employees do in order to attend trainings. One of the respondents stated that it has also decreased the rate of accidents for their employees who had to move from one governorate to the other to attend trainings:

"We have three training centers across Egypt, where employees have to come and take mandatory trainings. It is easier now to plan these trainings online, we used to get the news that some of our colleagues would make an accident on their way from one governorate to the other and this was very unfortunate and caused a lot of issues."- Yasser Mohsen, Responsible for training and CD in one of the governmental organizations.

This was an unexpected response; it does not only allow employees to stay in their work premises to attend trainings, but it also might save their lives in some cases. One of the other gains of the online trainings is the ability to contract international trainers without worrying about the logistics that follow, including visa, travel logistics which consumes effort and money. It also saves funds that were usually paid on venues, per diem and other logistics related to planning of trainings. Nevertheless, there is still needed to enhance how these trainings are managed and whether they are effective or not. Many respondents were leaning more towards a blended training modes where lectures and presentations are done on a digital platform and then trainings are resumed in person.

7. Chapter VII: Conclusion and recommendations

In the next section, concluding remarks discussing and summarizing the study and answering the research questions. In addition to this policy recommendations for both government organizations and development partners will be suggesting who to enhance the effectiveness of training in general and development partner funded training in specific.

7.1. Conclusion

Training is the corner stone of the CD process; the importance of CD is highlighted by the current global circumstances as well as the emergence of global challenges and skills. Capacity development is the main implementation method used by many development organizations. Regardless to the time spent on studying training and CD, there is still a need to enhance the effectiveness of the trainings and CD interventions more. Even though many respondents agreed that trainings are effective at least on the individual level, there is still a long road in ensuring that trainings done by development partner are integrated and transferred to the organizations and institutionally support the recipient countries' strategies. This will not happen without the involvement of the different groups of stakeholders.

In Egypt, government organizations and development partner organizations ought to capitalize on the current momentum and political will on the public sector reform. Enhancement of the HR governance by the government, in specific trainings can support the current public sector reform. It is also crucialto involve the political leadership within the organizations early in the process to

make sure that they are involved and willing to support the interventions provided. There needs to be a push more towards demand driven training and CD interventions.

Development partner Interventions should apply a demand driven approach and in light with the country's development plans. The implementation methodologies need to be always developed and adjusted to meet the organizational and sectoral needs. Development partners need to focus more on the quality of the interventions provided more than the indicators and project results. It is crucial to involve the partner organization in the planning and implementation of trainings. This participatory approach increases their ownership and their interest in the intervention. It is also very important to systematically develop a proper development partner coordination mechanism to make sure that there is no redundancy or repetitiveness in the trainings and interventions delivered to the different organizations.

Finally, Covid-19 has also affected the training process. Shifting to online trainings presents a potential with many gains including the decrease of training logistics expenditures, increasing the outreach and time and safety challenges. This digital transformation requires investment in network infrastructure and exploring innovative, interactive ways to conduct trainings. These finding show that although we have been researching training effectiveness and capacity development, we still need a lot of efforts directed to these two disciplines to ensure better impact on countries and enhance the aid effectiveness.

The main study design included a quantitative part, due to the unavailability of public data it was not possible to continue with the mixed method, it was also hard to reach certain governmental organizations within the ecosystem. In order to understand the context, the researcher needed to explore other secondary data. This research needs to be complemented with a quantitative study in order to verify and triangulate the findings. A quantitative statistical analysis can also support the human resources management of government employees to understand further how much training they are taking from development partner organizations. The research could also be replicated quantitatively on a sectoral level or with other organizations on the governmental or development partner levels.

7.2. Recommendations

In this section, the researcher discusses several recommendations on the policy level for the government to enhance the effectiveness of development partner funded trainings. In addition to these suggestions will also be directed to the development partners' side in order. The ensure the effectiveness of trainings, both parties need to take action in their operations.

- The government need to work on a **reliable database**, for employees working in the public apparatus. The dataset should include all trainings provided to them retroactively. This will not only act as a tracking system but also support the new performance management system within the civil law, that put qualification and skills as the initial guidance for promotion. This database should also be digital and part of the enterprise resource planning (ERP) system that the country is currently working on as part of the digital transformation. The

ERP will make sure that the information and data on this database is accessible to all organizations according to their needs and all information falls into one unified database.

- **Detailed gap analysis** needs to be done on an organizational level either directed by the government or as part of the requirements by development partners before working with governmental organizations. Even though there is a gap analysis done during project appraisals this does not give proper diagnostics for projects to operate. Part of this detailed analysis should focus on skills and competences. The government also needs to understand the type of skills available currently in the public apparatus and how this can support the reform.

- Development partners should collectively be looking in more effective **program design mechanisms**. Currently, the program design methodologies depending on results- based management need to restructure to fit the needs of recipient countries. Although the results and indicators can be met, the effectiveness of the interventions on the long run are not guaranteed. A shift needs to be made in this regard to ensure that the funds spent are provide higher return on investment.

- Development partners should also invest more into more **innovative training methodologies**, especially with the swift change in set of skills. As the need for **digital skills** is on the rise. Development partners need to support developing countries catch up draw level with the advancements. There is no doubt that skills will be changing a lot due to technological advancements in the next few years. Trainings should also follow

accordingly. Focus on **blended and credible distance learning platforms** in an interactive way is gravely needed.

CD and training remain an integral part of development cooperation. according to the current status quo they will remain so for some time. With a world rapidly changing development partner organizations need to follow up to speed and support developing countries more with the current resources. Covid-19 has shown that no country could be left behind and that we are more interconnected than we imagine.

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Annex I

Interviewee Title المسمى الوظيفي :
Interviewee Gender النوع الاجتماعي:
Interviewee Duration مدة المقابلة:
Sector القطاع:

The below questions will be asked based on the interviewees consent

سيتم طرح الأسئلة التالية بناءً على موافقة الأشخاص الذين تمت مقابلتهم

Interview questions (semi structured interview)   أسئلة المقابلة (مقابلة شبه منظمة)

1. Please introduce yourself and your position   برجاء تقديم نفسك والمسمى الوظيفى
2. What Kind of Trainings did you attend? ما هي نوع التدريبات التي حضرتها؟
3. Who funded the trainings? من قام بتمويل البرنامج؟
4. What topics were covered? ما ما هي الموضوعات التي تم تناولها؟
5. What was the Duration of the training? ما مدة التدريب؟
6. What was the Premises of the training? اين تم التدريب؟
7. Needs assessment ؟ هل قمتم بتقييم الاحتياجات
8. Was it Repetitive? هل كان التدريب مكرر؟
9. What are the processes for sending employees to trainings in general within the organization? ما هي إجراءات إرسال الموظفين إلى التدريبات بشكل عام داخل المنظمة؟
10. How are employees nominated for the trainings provided by development partner agencies in your organization?

    كيف يتم ترشيح الموظفين للدورات التدريبية التي تقدمها الوكالات المانحة في مؤسستك؟

11. Who keeps track of the trainings provided to employees?

    كيف يتم متابعة التدريبات للموظفين على مر السنين؟

12. Do they count towards promotion? هل تؤثر التدريبات على الترقيات؟
13. How do you ensure sending the right employees to the trainings?

    كيف يتم ضمان إرسال الموظفين المناسبين إلى التدريبات؟

14. What are the procedures for monitoring the effectiveness of the trainings?

    ما هي إجراءات متابعة فعالية التدريبات؟

15. Does it affect the organization's performance? هل تؤثر التدريبات على أداء المنظمة؟
16. Is there any knowledge sharing procedures in the organization?

    هل هناك أي إجراءات لتبادل المعرفة في المنظمة؟

17. Do the employees trained use the content that they were trained on in performing their work tasks later?

    هل يستخدم الموظفون المدربون المحتوى الذي تم تدريبهم عليه في أداء مهام عملهم لاحقًا؟

18. Is the organization flexible to changing according to the new skills acquired by employees?

    هل المنظمة مرنة للتغيير وفقًا للمهارات الجديدة التي يكتسبها الموظفون؟

19. Do you think that public sector employees receive the trainings needed to perform their jobs? (Technical aspects to perform jobs)

هل تعتقد أن موظفي القطاع العام يتلقون التدريبات اللازمة لأداء وظائفهم؟

20. Are trainings provided by the development partner agencies the needed trainings for employees?

هل التدريبات التي تقدمها الجهات المانحة هي التدريبات اللازمة للموظفين؟

21. Did Development partners ask about feedback?

22. Training Evaluation provided by the training?

23. Pre assessment and post assessment for training?

24. Is there an appraisal process done between employees and managers?

هل هناك عملية تقييم تتم بين الموظفين والمديرين؟

25. Do the managers and employees discuss training and development needs?

هل يناقش المديرون والموظفون احتياجات التدريب والتطوير؟

26. What was Covid-19's effect on the trainings provided? ما هو تأثير كوفيد على التدريبات المقدمة؟

27. Did you undergo the assessment for the employees moving to the new administrative capital? هل قمت بالامتحان الخاص بالانتقال للعاصمة الإدارية الجديدة؟

28. Were any of the trainings provided for this purpose? هل حضرت أي تدريبات من هذا المنطلق ؟

Development partners:

1. What is the process of planning for trainings with the partner organization? ما هي عملية التخطيط للتدريبات مع المنظمة الشريكة ؟

2. How do you plan for the trainings? كيف يتم التخطيط للتدريبات؟

3. Who initiates the request for training (Development partner organization, Government organization)? من يبدأ الطلب التدريب (الجهه المانحة ام المؤسسة الحكومية)؟

4. How do you ensure that the right people attend the training? كيف تتأكد من حضور الأشخاص المناسبين للتدريب؟

5. What are the most methods used for training and learning (classroom training, job shadowing, …)? ما هي أكثر الأساليب المستخدمة للتدريب والتعلم (التدريب في الفصول الدراسية ، والتظليل الوظيفي ؟(… ، ...)؟

6. Are there any pre or post assessment? هل هناك أي تقييم مسبق أو لاحق؟

7. Do you find any resistance to the trainings? هل تجد أي مقاومة للتدريبات؟

8. Who are the training providers (national, international)? من هم مقدمو التدريب (محليين ، دوليين)؟

9. What are the most trainings that you provide (soft skills, technical)? ما هي أكثر التدريبات التي تقدمها (المهارات الشخصية ، التقنية)؟

10. How do you monitor the impact of trainings on the partner organization (processes)? كيف يتم متابعة تأثير التدريبات على المنظمة الشريكة (العمليات)؟

11. Is there any long term training evaluation? How do they accept it? هل هناك أي تقييم للتدريب على المدى الطويل؟ كيف يقبلونه؟

12. Do you ask trainees about feedback after each training? هل يتم سؤال المتدربين عن التغذية الراجعة بعد كل تدريب؟

13. How do you coordinate trainings with other development partners who work in the same sector? كيف تنسق التدريبات مع جهات مانحة أخرى تعمل في نفس القطاع؟

14. Competitiveness?

15. How did covid affect the trainings? كيف أثر مرض كوفيد على التدريبات؟

16. How effective was the trainings that took place during Covid-19 restrictions? ما مدى فعالية التدريبات التي تم إجراؤها خلال قيود Covid-19 ؟