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Using Training to Build Capacity for Development

An Evaluation of the World Bank's Project-Based and WBI Training

THE WORLD BANK GROUP
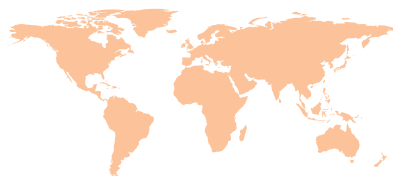
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THE INDEPENDENT EVALUATION GROUP

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Abbreviations

AIS	Activity Initiation Summary
ICR	Implementation Completion Report
IEG	Independent Evaluation Group
IMF	International Monetary Fund
InWEnt	Internationale Weiterbildung und Entwicklung (Germany)
ITCILO	International Training Centre of the International Labour Organization
JICA	Japan International Cooperation Agency
M&E	Monitoring and evaluation
MASHAV	Israeli Center for International Cooperation
NGO	Nongovernmental organization
PAD	Project appraisal document
TTL	Task Team Leader
WBI	World Bank Institute
WBIEG	World Bank Institute Evaluation Group

Acknowledgments

Foreword

To achieve the goals of sustainable growth and poverty reduction, developing countries need strong national institutions. To this end, the World Bank has devoted significant resources to building the capacity of institutions and organizations in client countries. The Bank helps countries build capacity through a variety of diverse but complementary means, including technical assistance, studies, equipment, and training.

IEG's 2005 evaluation of capacity building in Africa found that the World Bank's capacity support was too fragmented, that capacity-building tools could be more effectively utilized, and that quality assurance needed improvement. Among the evaluation's recommendations for improving the Bank's support for capacity building was reassessment of "what role training should play in its capacity-building support, how it should be provided, and what should be the respective roles of a central training unit and Regional programs."

This evaluation addresses these questions and examines how training is used alongside other Bank support to achieve clients' capacity-building objectives. The World Bank invests an estimated $720 million annually in support of client training. Over 90 percent is financed through investment projects, with the remainder provided through the World Bank Institute (WBI). This evaluation represents the first time that the World Bank's training investments have been examined to determine the impact of training on clients' capacity-building objectives and to obtain insights into the factors driving success or failure. It presents a rich set of ideas for improving the effectiveness of both WBI and project-financed training, with the aim of enhancing the impact of the Bank's capacity-building investments.

Ajay Chhibber
Director
Independent Evaluation Group, World Bank

Executive Summary

To achieve sustainable growth and poverty reduction, developing countries need strong institutional capacity. The World Bank devotes significant resources to building stronger institutions and organizations in client countries. It helps build capacity through a variety of means, including technical assistance, studies, equipment, and training. This evaluation focuses on the efficacy of one of the primary instruments for capacity building—training individuals so they are better able to contribute to their country's development goals.

It was found that most Bank-financed training resulted in individual participant learning, but improved the capacity of client institutions and organizations to achieve development objectives only about half the time.[1] Where training did not succeed, it was because its design was flawed or insufficient attention was paid to the organizational and institutional context in which training took place. The Bank could significantly improve the impact of its training investments through (i) the development of training design guidance to enhance quality assurance and (ii) by making available resource staff with expertise in training design to Bank project managers.

Training provided by the World Bank Institute (WBI) was found to be insufficiently targeted to client needs, and inadequately embedded in broader capacity-building strategies, to substantially impact development capacity. If the WBI is expected (as stated in its mandate) to play a capacity-building role, its training processes need to be substantially reengineered.

Over the past decade, the Bank has financed approximately $720 million in training annually, over 90 percent through projects and the remainder through the WBI. The importance of training to the achievement of development objectives goes well beyond these dollar terms, however.

Training is one of the primary means by which the Bank helps build the capacity of countries to reduce poverty. Moreover, it is often fundamental to the success of other investments. Without trained road maintenance crews, highways crumble. Without trained teachers, school buildings remain empty. Overall, in an estimated 60 percent of projects, training is either integral to the achievement of the goals of one or more components or supportive of all project components.

The Bank supports training in two ways. First, many investment projects include dedicated training components or training activities embedded within project components. Second, the Bank has a separate unit devoted to capacity building—the WBI, which aims to "build skills among groups of individuals involved in performing tasks, and also to strengthen the organizations in which they work, and the socio-political environment within which they operate."

This evaluation examined the extent to which Bank-financed training contributed to capacity building. *Most Bank-financed training was found to result in individual participant learning, but only about half resulted in substantial changes to workplace behavior or enhanced development capacity.*

Project-based training was more successful than WBI training in this regard. Where learning did not result in changed workplace performance—and thus did not have an impact on development capacity—this could be attributed to one of three reasons: insufficient participant understanding of how to apply learning in the workplace, inadequate incentives or resources for implementation of learning, or inadequate targeting of learning to organizational needs.

For example, inadequate incentives for implementation of learning were found in the Administrative Capacity Building project reviewed in Burkina Faso. Government human-resource managers were trained in performance-evaluation techniques long before the decision was made to implement performance-based evaluation in government. ***Making the leap from individual learning to workplace performance outcomes and, subsequently, to development capacity impact requires both good training design and an appropriate organizational and institutional context in which to apply the learning from training.***

Training success is predicated on adequate design. Good training design was found to involve three characteristics:

- Use of appropriate and professional pedagogic design, including opportunities to practice learned skills;
- Provision of follow-up support to trainees to help them implement knowledge and skills acquired; and
- Targeting of training content, anchored in diagnosis of institutional and/or organizational capacity gaps, formal assessment of participant training needs, and strategic participant selection.

Much of the Bank-financed training reviewed was found to have design flaws that affected results. While over 90 percent of survey respondents found their training to be interesting and lecturers to be of high quality, half stated that course length was too short for the topics covered, and that the course did not devote significant time to practical exercises and projects. Adequate follow-up support was provided to project trainees in half of the 29 training programs reviewed in field studies, and to WBI trainees in only two of the eight cases reviewed. Finally, of the nearly half of survey respondents who stated that training had less than a substantial impact on key functions of their work, over a third said it was because training lacked relevance to key work functions. This last issue is indicative of inadequate targeting of training content.

Targeting of training content was found to be the most important design factor driving training success. For training to be well targeted, organizational and institutional capacity gaps need to be correctly diagnosed, specific training needs must be assessed, and participants should be selected in a strategic manner. Project-based training reviewed in field missions performed better than WBI training in all of these targeting processes. Projects were better targeted mainly because they have more resources to conduct capacity assessments and because they involve clients more fully in the design of interventions. The WBI does not generally mandate or finance in-depth diagnosis of capacity gaps or assessment of training needs and does not consistently consult with clients on training objectives and design.

The organizational context for implementation of knowledge and skills learned was a second important determinant of successful capacity building through training. Training builds development capacity only when trainees have adequate resources and incentives to implement learning in the workplace. One-third of training participants surveyed stated that they lacked sufficient material resources to implement learning in the workplace. Some trainees also lacked incentives to implement learning. Insufficient incentives were found to be particularly problematic in two contexts. First, in decentralized training programs like in-service teacher training, the central government's commitment to training goals did not necessarily translate into strong commitment among regional government officials, training participants, or their managers. Second, in public sectors of countries with

weaker government capacity, low salary levels and lack of merit-based promotion systems reduced the incentives of staff to pursue their own professional development.

Even where resources or incentives were initially lacking, training succeeded as long as there was strong client commitment to training goals and adequate support was given to addressing related workplace capacity gaps. For example, the WBI's partnership with the Bangladesh central bank resulted in the creation of a highly effective policy analysis unit. Successful outcomes could be attributed to the strong support of the governor of the central bank for the program, as well as the integration of training with technical assistance and the financing of equipment and salaries through a related World Bank–financed project.

Field studies revealed examples of successful World Bank–financed training activities provided by local training institutions, client governments, international consultants and training providers, as well as the WBI. *In all cases, training succeeded when its design was good and the organizational and institutional capacity context was adequately addressed in conjunction with training.*

The WBI's training procedures and practices do not sufficiently anchor training within comprehensive capacity-building strategies, and are thus not generally conducive to building sustainable capacity. The WBI lacks systemic mechanisms for in-depth diagnosis of organizational capacity gaps or formal needs assessment of training participants. It also lacks standardized procedures for meaningful direct consultation with clients on training needs and priorities. In most cases, the WBI does not directly provide follow-up support to facilitate workplace implementation of learning. It also does not systematically link its training programs to complementary capacity-building support provided by operations or other partners.

The quality of project-financed training is uneven due to the lack of explicit design standards for all World Bank training activities, and lack of expert support for training activities embedded in projects. Bank-financed projects provide an opportunity for effective use of training as part of an integrated capacity-building strategy. The project model can ensure that training is integrated into a comprehensive, multiyear relationship with the target organization, financing a range of complementary capacity-building interventions. However, the lack of expert support for training design and defined design standards makes it difficult for project teams to adequately supervise the design and implementation of training. This also prevents quality assurance mechanisms from being applied to training activities.

The Bank does not adequately monitor or evaluate training results. Most project-based and WBI training reviewed in field studies did not include sufficient monitoring and evaluation of training. Project Implementation Completion Reports seldom report on more than the numbers of persons trained and include little or no information on training results in terms of the workplace behavior of participants and impact on development capacity, even where training is fundamental to the achievement of project goals. The WBI systematically monitors at the program level only the number of participant training days and participant satisfaction, neither of which provides information on the impact of training on capacity-building objectives. Hence, clients, project task teams, and WBI task managers generally lack sufficient information to detect training weaknesses and improve training performance where necessary.

Recommendations

The Bank can enhance the vital contribution of training to client capacity building by ensuring that the training it supports

- Is linked to the Bank's support for development objectives in client countries,
- Is embedded within broader capacity-building strategies that provide complementary support for the implementation of learning, and
- Conforms with best practice in training design.

The following three recommendations are intended to lead to this outcome:

1. The Bank needs to develop guidance and quality criteria for the design and implementation of training, to enable quality assurance and monitoring and evaluation of all its training support. This guidance should be applied to all training financed by the Bank, including training that is directly provided by units such as the WBI. Design guidance should include
   - Diagnosis and training-needs assessment requirements for training initiation;
   - Participant selection criteria;
   - Standards for the use of practical exercises and other active-learning techniques within training;
   - Use of follow-up support; and
   - Provisions for monitoring and evaluation, including specification of performance-change objectives and key monitorable indicators.

2. The Bank could improve the quality and impact of training by making available to its Regional staff and borrowers, resource persons with technical expertise in the design, implementation, and monitoring and evaluation of training.

3. Management must clarify the WBI's mandate on provision of training with capacity-building goals. If the WBI is to play a capacity-building role in client countries, its training processes should be substantially reengineered to ensure that training is likely to contribute to sustainable change. New WBI training processes should ensure that all training meets the following criteria:
   - Is based on a comprehensive capacity assessment of the target organization(s)/institution(s)—done in cooperation with clients—identifying (i) clear and specific capacity-building objectives; (ii) the human, institutional, and organizational capacity support that is necessary in order to achieve these objectives; and (iii) measurable indicators of success;
   - Is undertaken after work is done with operations and partners to identify and confirm, in advance, what resources for all capacity-building support are required to achieve the objectives, including, where needed, (i) multiyear training programs, (ii) follow-up technical assistance, and (iii) organizational and institutional support measures, such as policy support and financing of implementation of learning; and
   - Is subject to external quality review and evaluation of results.

Management Response

Management finds the Independent Evaluation Group (IEG) review[1] to be an informative presentation on design and implementation issues related to training for capacity development. Management concurs with a number of the conclusions and, for the most part, with the recommendations. However, Management does have issues concerning the analytic framework and the reach of some of the conclusions, relative to the evidence presented.

Management Views on IEG's Analysis and Conclusions

Management believes that the review contains much of value. It provides an informative summary of design and implementation issues related to training for capacity development. Management concurs that improvements are needed in its support for partner countries' training activities with respect to pedagogical design; linking training to follow-up and other support for change; and designing content and determining participation, when feasible, on the basis of diagnoses of organizational and other capacity constraints. These points are relevant for most learning activities. Management also agrees with IEG's assessment that monitoring and evaluation (M&E) around partner training needs to improve; indeed, M&E needs to be strengthened across the board in most developing countries. This implies a need for stronger support from the Bank and other donors to strengthen country M&E capacity—a major element of the Bank's results agenda.

Points of Disagreement. Despite these many points of agreement, Management has serious reservations concerning the evaluative framework and data limitations that affect a number of findings and conclusions in the review:

- The choice of evaluative framework. IEG's evaluation framework assumes that training should always achieve monitorable and measurable changes in workplace behaviors. Such an assumption is unrealistic and inappropriate for the many activities that provide partners with information about policy options or emerging global issues and that are likely to contribute to development objectives in the longer run.[2]
- A methodological foundation that judges outcomes and impact mostly on the basis of client surveys with a low response rate and a few field visits[3] (see box below).
- Analysis and conclusions that seem to go beyond what the data can show (see box below).

In Management's view, given these study limitations, some of the key findings and conclusions in the IEG review must be interpreted cautiously. (A more detailed discussion is provided in appendix J.)

Recommendations

Management is in agreement with the overall thrust of the first two recommendations (see the attached Management Action Record), with one caveat: the recommendation regarding guidelines is well-taken, but the general recommendation and the response to it require nuancing. The guidance to staff must be scaled to the objective of the training, its size and cost, and the utility of the recommended steps for the activity in question. Management takes note of IEG's recommenda-

Data Concerns

The evaluation bases its findings on two main sources of data: a survey of participants in six countries and field studies in only four countries. Data from these sources provide a very limited basis for the review's sweeping conclusions (see appendix J):

- A survey of participants with a response rate as low as 11 percent (in Mexico). In three of the other five countries, response rates ranged from 21 to 30 percent. In Tunisia, a higher response rate was achieved but with a small number of respondents. The 548 respondents combined in all six countries represent a raw response rate of 23 percent, with 37 of those 548 then dropped for reasons related to their job responsibilities. The danger of substantial bias with this response rate calls for caution in making broad generalizations to the population of interest (participants in training supported by the Bank), especially given the wide variation in the purposes and types of training reviewed.

- A sample size of only 29 projects and 8 WBI activities in four countries, among which, the review notes, only 18 projects and 3 WBI activities were assessed for drawing conclusions on the impact of Bank-supported training.[a]

In several instances the report presents information and interpretations that go beyond what the data can support or that need further contextualization. Examples:

- The study's authors interviewed task team leaders (TTLs; 28 in 15 focus countries) about their collaboration with WBI without first establishing that their responsibilities matched WBI's areas of support in the countries in which the TTLs worked.[b]

- The evaluation's executive summary concludes unequivocally that WBI training was found to be insufficiently targeted to client needs, but the evaluation (chapter 3) notes the absence of differences in several important respects between project-based and WBI training regarding targeting of client needs, and WBI's lead in some respects.

- The review reported country-level statistics without attention to the large margins of error attendant on very small sample sizes.

a. IEG notes that field studies were primarily used to examine the extent to which standard Bank training management practices and procedures conform to international best practice. Management notes that despite being few in number, field studies feature prominently in the discussion regarding training outcomes and are a primary source for information on level of impact in chapter 2.

b. IEG notes that the TTL interviews were used to determine the prevalence of WBI-TTL collaboration, including the extent to which TTLs rely on WBI as a resource for expertise on project training activities. Therefore, a random sample of TTLs was drawn for interviewing. Management notes that WBI-TTL potential for collaboration exists for countries and areas in which WBI works. Thus, the TTL random sample should have been drawn from countries and areas in which WBI works to assess the prevalence, nature, or quality of WBI-TTL collaboration. Simply assessing prevalence, without taking into account whether collaboration is a distinct possibility, provides little information.

tion concerning WBI and notes that WBI has work under way on several of the topics mentioned, including better aligning its country-focused and long-term programmatic work with Bank operations. The discussion about the precise nature of WBI's mandate is beyond the scope of this study. As the Bank reviews, adopts, and implements its long-term strategy, notably with regard to its knowledge role, it will also review the mandate of WBI.

Management Action Record

Major IEG recommendation	Management response
Develop guidance The Bank should develop guidance and quality criteria for the design and implementation of training, to enable the quality assurance, monitoring, and evaluation of all its training support. This guidance should be applied to all training financed by the Bank, including that directly provided by units such as WBI. Design guidance should include: • Diagnosis and training-needs assessment requirements for training initiation; • Participant selection criteria; • Standards for use of practical exercises and other action-learning techniques within training; • Use of follow-up support; and • Provisions for monitoring and evaluation, including specification of performance change objectives and key monitorable indicators.	**Agreed with clarifications** Management will ensure the development and dissemination of guidance for staff on training support. The guidance will cover the components noted by IEG, as appropriate to the scope, objectives, and costs of the training. The guidance will indicate, with examples, how these components should be tailored to the purpose and size of the training activity being supported, to be flexible and cost-effective and to avoid undue burden on partner countries. Management will also seek the views of partner agencies to ensure that it is not unnecessarily imposing constraints on joint support. The guidance will be drafted by the end of FY08 and put into use at the start of FY09. This action will be considered complete with the dissemination of the guidelines.
Provide expertise The Bank should make available to its Regional staff and borrowers resource persons with technical expertise in the design, implementation, and monitoring and evaluation of training.	**Agreed** Management will ensure the compilation and maintenance of a roster of resource persons with these skills and a system for assigning these resource persons to assist task teams and partner countries. These will be in place for use by staff and partner countries by the end of FY08. This action will be considered complete with the posting of the roster and the announcement of the assignment mechanism.
Clarify WBI's role and re-engineer training processes Management should clarify the WBI's mandate on provision of training with capacity-building goals. If the WBI is to play a capacity-building role in client countries, its training processes should be substantially re-engineered to ensure that training will be likely to contribute to sustainable change. New WBI training processes should ensure that all its training meets the following criteria: • Be based on a comprehensive capacity assessment of the target organization(s)/institution(s), done in cooperation with clients, and identifying (a) clear and specific capacity-building objectives, (b) the human, institutional, and organizational capacity support that is necessary in order to achieve these objectives, and (c) measurable indicators of success.	**Not agreed in the context of this review** The Bank has begun the process of developing, reviewing, and implementing an updated long-term strategy. WBI's business lines include training, knowledge exchange, and technical assistance, among others, but IEG considered just a specific type of training in its evaluation. Management will consider WBI's overall mandate, including its business lines, in the context of the knowledge component of the long-term strategy.

(Continues on the following page.)

Management Action Record (*continued*)

Major IEG recommendation	Management response
• Identify and secure in advance the resources for all capacity-building support needed to achieve objectives, including, where needed, (a) multiyear training programs, (b) follow-up technical assistance, and (c) organizational and institutional support measures, such as policy support and financing of implementation of learning. • Be subject to external quality review and evaluation of results.	

Chairperson's Summary: Committee on Development Effectiveness (CODE)

O n September 12, 2007, the Committee on Development Effectiveness considered the report *Using Training to Build Capacity for Development: An Evaluation of the World Bank's Project-Based and WBI Training,* prepared by the Independent Evaluation Group (IEG), together with the Draft Management Response.

Background. On October 10, 2005, CODE discussed the report *World Bank Institute: Review of Progress FY03–05,* prepared by WBI. The Committee reviewed in March 2005 the IEG evaluation on *World Bank Support for Capacity Building in Africa,* which included WBI's role in capacity building. CODE also considered the WBI report *World Bank Institute: Developing Capacities in Countries—FY06 in Review* on October 4, 2006.

Main findings and recommendations. The Bank provides, on average, $720 million per year for training to build client capacity. More than 90 percent is financed through projects and the remainder is provided through WBI. The IEG report finds that while most participants learned from training, only about half the time did learning lead to substantial changes in workplace behavior or enhanced development capacity. The most important factors driving training success are good design and targeting of training content, a supportive organizational context for implementation of knowledge and skills learned, and strong client commitment to training goals.

IEG recommends that the Bank enhance the contribution of training to client capacity building, by ensuring that the training is linked to the Bank's support for development objectives; is embedded within broader capacity-building strategies; and conforms with best practice in training design. The following three recommendations are intended to lead to this outcome:

- The Bank needs to develop guidance and quality criteria for the design and implementation of training, to enable the quality assurance of all its training.
- The Bank could improve the quality and impact of training by making available to its Regional staff and borrowers, resources and personnel with technical expertise in design, implementation, and monitoring and evaluation of training.
- Management must clarify WBI's mandate on provision of training with capacity-building goals. If the WBI is to play a capacity-building role, its training processes should be substantially re-engineered so that it may better contribute to sustainable client capacity.

Draft Management response. Management concurs with a number of IEG conclusions and for the most part, with the recommendations. However, Management expresses serious reservations concerning the evaluative framework, methodological foundation, and data limitations that affect a number of findings and conclusions of the study. In addition, Management takes note of

the recommendation concerning WBI and responds that work is under way to address several issues mentioned in the IEG report, including better aligning its country-focus and long-term programmatic work with Bank operations. Management states that it will consider WBI's overall mandate, including its business lines in a different and wider context, the knowledge component of the Bank's long-term strategy.

Overall conclusions. The Committee welcomed the opportunity to discuss the report which was very timely given the prominence of nonlending services and capacity building in the Long-Term Strategy Exercise (LTSE) currently undertaken. Members commended IEG for an informative and valuable evaluation that provided previously unavailable statistics. While members acknowledged the methodological issues flagged by Management, they viewed the IEG findings to be consistent with their own knowledge and experience. They also felt the findings should not be viewed as overly critical or negative. Some thought the findings quite positive and in this regard queried whether there were benchmarks against which these results could be assessed. Going forward, members noted that the key issue was how to improve matters and in this regard, they appreciated Management's concurrence with several of IEG's substantive recommendations. With respect to the third recommendation to clarify WBI's role and re-engineer training processes, the Committee accepted Management's approach of undertaking a comprehensive strategic review of WBI in the wider context of the LTSE. The Committee Chair also suggested IEG focus on research of methodologies for assessing results in nonlending service, which is also important for accountability.

Next steps. The Committee looked forward to discussing a comprehensive strategic review of WBI in due course. It suggested the review should look at the broader context of training activities in the World Bank Group (WBG), and the division of labor within different parts of the organization. Management committed to take a wider look at WBI and all its business lines, and come back with a timeline of the review process.

The following main issues were raised during the meeting:

Scope of the report. Some speakers noted the relevance of the report to the ongoing work related to the LTSE. They found that the IEG report provided valuable inputs in strengthening training activities. Members expressed different views on the comparison between Bank-financed training through investment projects and WBI training, their contribution to capacity building, and Management's concern on the methodology of IEG evaluation. A member felt that project-related training and WBI training were substantially different, and noted that most training (90 percent) was financed through projects. Another member agreed on the viability of comparing the two types of training within a uniform Bank's framework. Regarding the methodology, some members would have preferred further discussions and agreement between IEG and Management before conducting the evaluation. In this vein, one member said that methodological differences may have been linked to differences in training design. Relatedly, the Committee Chair invited IEG to think further about the general challenge of measuring noneconomic effectiveness of development interventions including training. Some members found the apparent differences between the IEG evaluation and the Management Response to be less substantive than they may first appear. One member thanked IEG for the new data on the Bank's financed training activities.

Training and capacity building. A few members concurred with IEG and Management that the impact of training can be assessed within the broader framework of capacity building, highlighting the WBG's leading role in this area. Some speakers also noted that not all training and learning activities are designed to lead to institutional capacity building. In addition, they noted that capacity building involves a long-term effort. Other speakers added that some of IEG's findings apply to training and capacity building

activities undertaken by the donor community in general.

Effectiveness of training. Although IEG found that training only resulted in substantial workplace performance outcomes about half of the time, some members found this finding very positive given the difficulty of trying to measure activities like training and the lack of benchmarks for judging success. They also noted that other factors may have influenced the outcomes such as weak public sector capacity, rigid adoption of organizational transformation, and lack of personal incentives. In addition, questions were raised about possible limitations in evaluating training due to the lack of clearly defined benchmarks, and about the relevance of training and transformational effects. One member encouraged further development of monitoring and evaluation. Another member questioned the sustainability of project-financed training, particularly after the full disbursement of Bank's loans. *IEG noted the subjectivity of indicating whether the glass was half-empty or half-full. In this regard, IEG suggested that the more relevant question was whether the Bank could do more to assure that those attending training could use the information to help achieve their organizational goals. IEG also noted that there are no international benchmarks which could be used. Management indicated that measuring impact outcomes should be considered beyond training per se. It added that there was a need to move away from the individual product to a more programmatic approach, in a country or program context, to achieve some form of transformation.*

Training design. Some Executive Directors agreed with IEG that design of training activities aimed at institutional capacity building requires an institutional setting, assessment of capacity gaps and training needs, and consideration of participants' roles and capacities which can be more costly for the Bank and the WBI. One member asked whether the quality of training design and understanding of the institutional context was better when Task Team Leaders are based closer to clients (e.g. field presence) rather than managed from Washington headquarters. *IEG explained that the evaluation methodology did not specifically look at proximity to clients, although it found that clients are not always sufficiently involved in the diagnosis and design of training and TTLs lack adequate specialized skills for designing training components of Bank projects.*

Organizational context for training. Some members felt that Management should consider consistency of training with the Bank's development objectives, increase accountability, and promote adaptation. One of them mentioned that a comprehensive project-based training approach undertaken by a donor agency has induced policy changes in recipient governments. Another member regretted that the Bank's training service might be associated with dissemination of overly processed knowledge. In this regard, a few members stressed the need to focus on demand-driven aspects, and client-oriented focus of training activities. One of them sought further analysis on costs, including cost-sharing opportunities. The fragmented efforts in providing training and capacity building at the WBG level were noted as an issue. Some members felt that other development partners, including universities and local institutions in developing countries, could provide training services as well. *WBI noted its more than 200 partnerships with local institutions and that efforts were being taken to integrate its work with IFC and MIGA, such as the recent case of investment climate work in India.*

Bank processes and systems. Some members agreed with IEG on the need to develop guidance and quality criteria for the design and implementation of training provided by the Bank, including those provided by units such as WBI. In this regard, one member asked Management to advance the timeline for drafting the guidelines to mid-2008. She also asked Management to prepare a proposal for streamlining the Bank's training activities as a whole. *Management, while agreeing on the urgency for appropriate guidelines, also noted practical difficulties and the need for appropriate time to prepare them.*

The role of WBI. While recognizing the importance of WBI's work, several speakers noted that WBI needs to be aligned with the core objective of building capacity in client countries. In this vein, they asked Management to review WBI's core mandate and vision; business model, including programmatic approach; WBI role vis-à-vis other knowledge units (e.g. DEC, PREM, Regions); and integration with Bank Group's activities, including country assistance and partnership strategies. There was also a suggestion for WBI to develop some flagship products. Some members remarked that WBI is frequently viewed as a capacity-building institution, but it also provides other services such as dissemination of knowledge through the Shanghai Conference, which was regarded as very successful. A few speakers asked whether WBI's limitations were linked to resource constraints, although one member commented on the use of trust funds by WBI. This member also observed the difficulty of measuring results of WBI training, and noted the need for long-term evaluation. *IEG indicated that the evaluation did not focus on division of labor among units delivering training. It only pointed out the current fragmentation of work, and the need for better integration of human, organizational, and institutional capacity-building measurers. It also added that training results were linked to resource availability, client involvement, and training expertise. Management indicated that WBI work with Regions is not covered in IEG's report.*

Jiayi Zou, Chairperson

Chapter 1

Evaluation Highlights

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

The Role of Training in Capacity Building

The Nature of World Bank Training Support

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

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

Over 90 percent of training is financed through projects and the remainder is provided through the WBI. Project-based training accounted for approximately 6 percent of the total cost of investment projects during fiscal years 2002–06. Training may be even more important to the achievement of project goals than these budgetary figures suggest because successful training is sometimes essential for other project investments to operate correctly and efficiently. For example, building schools will improve educational outcomes only if there are trained teachers to work in them. In an estimated 60 percent of projects, training is either integral to the achievement of the goals of one or more components or supportive of all project components.[3]

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

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

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

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

3

Figure 1.1: Projects in the Health, Nutrition, and Population Sector Involve the Most Training
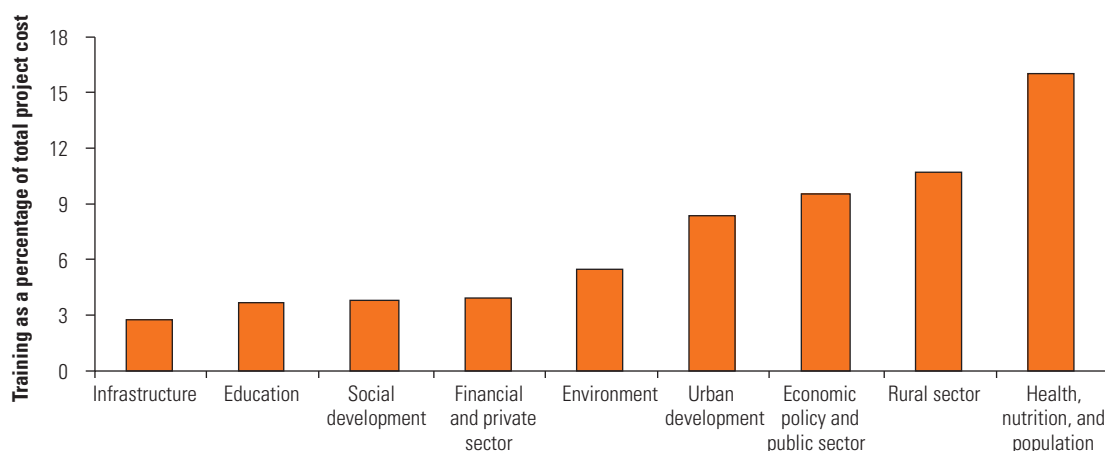
Source: Implementation Completion Report review used for estimating project-based client training (see appendix A).

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

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

The WBI, unlike projects, directly organizes and

Figure 1.2: Adaptable Program Loans Have the Highest Shares of Training
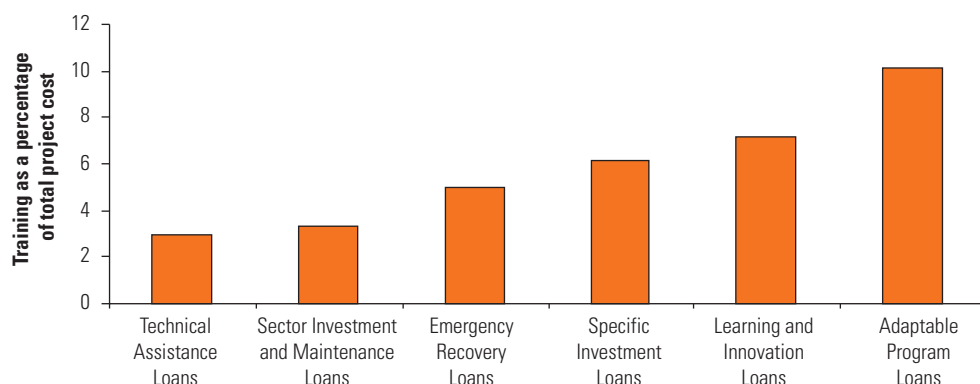
Source: Implementation Completion Report review used for estimating project-based client training (see appendix A).

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

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

Scope of the Evaluation

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

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

- Have specific learning objectives;

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

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

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

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

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

Evaluating the Training Results Chain

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

Figure 1.3: WBI Trained Mainly Government Staff and Academics
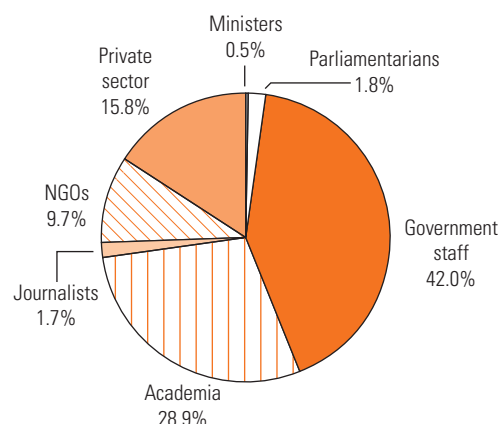
Source: Data based on all WBI training programs in focus countries conducted between fiscal 2002 and fiscal 2006 in 13 countries.

Figure 1.4: A Results Chain for Training

	Input	Output	Outcome	Impact
	Training	Learning	Workplace behavior change	Enhanced institutional capacity or organizational performance

Results chain

Bridging assumptions

- Learning program based on correct assessment of the present capacities of participants
- Competent trainers used
- Curriculum and didactic methods appropriate for learning goals

- Learning is relevant for trainees' work
- Trainees understand how to apply learned skills and knowledge at work
- Trainees have adequate resources and incentives to apply learning

- Training curriculum based on organizational needs
- Human capacity building correctly identified as necessary for achievement of development objectives

Training processes[a]

- ✔ Training-needs assessment
- ✔ Clear and specific learning goals
- ✔ Professional curriculum design and pedagogy.

- ✔ Capacity diagnosis
- ✔ Training-needs assessment
- ✔ Strategic participant selection
- ✔ Attention to oragnizational/ institutional capacity context
- ✔ Practical exercises and action learning techniques
- ✔ Follow-up suppport

- ✔ Capacity diagnosis
- ✔ Training-needs assessments
- ✔ Attention to organizational/ institutional capacity context

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

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

In order to overcome the shortcomings in existing data, this evaluation adopted a complex, multitiered approach, which involved the nine main evaluation tools listed in box 1.1, to construct an accurate picture of workplace performance outcomes and the impact on development capacity. Information was sought on learning outputs, performance outcomes, and impact on development capacity in desk reviews of program and WBI documentation. This evidence was supplemented by a six-country survey of training participants, and field reviews of 37 training programs in four countries. All of these evidentiary sources were triangulated and, taken together, provided a detailed and consistent picture of training results.

The six-country survey was designed primarily to

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

Box 1.1: Evaluation Tools

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

- **Review of project training expenditures:** estimation of the volume of project-financed client training is based on a desk review of 88 closed investment projects (appendix A).
- **Field studies of 37 training programs:** field missions assessed 29 training components in 16 investment projects in Bangladesh, Burkina Faso, Mexico, and Tunisia, as well as 8 WBI training programs in the three WBI focus countries: Bangladesh, Burkina Faso, and Mexico.[a] In all, the missions interviewed 105 training participants, 114 government officials, including policy makers and training administrators, 56 Bank staff, and 16 international agency representatives and other stakeholders.[b]
- **Literature review:** a review of relevant academic and practitioner literature was commissioned for this evaluation (appendix B).
- **Six-country training participant survey:** a total of 548 partic-

ipants in project-funded and WBI training were surveyed in Azerbaijan, Bangladesh, Burkina Faso, Mexico, Nigeria, and Tunisia (appendix C).

- **Review of project-based and WBI training in 13 desk-review countries:** analysis of documentation on project-based and WBI training programs to determine the volume of project-based client training, the objectives of training and training results (appendixes D and G).
- **Task Team Leader (TTL) Survey:** 43 randomly selected TTLs of ongoing Bank investment projects were surveyed (appendix E).
- **WBI-Partner Training Institute Survey:** 30 WBI training partner institutes in 21 countries were surveyed on various aspects of their relationship with the WBI (appendix F).
- **Benchmarking Survey:** an analysis of selected features of six benchmarked training organizations.[b]
- **Interviews with 47 WBI Staff:** extensive interviews were carried out to map WBI operational procedures and practices (appendix H).

a. The WBI directs 70 percent of its training budget to 36 designated "focus countries." These countries are intended to be the beneficiaries of multiyear, country-specific programs linking activities to operations.
b. Available on this evaluation's Web site at http://www.worldbank.org/ieg.

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

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

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

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

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

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

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

The evaluation of Bank training management was reinforced by a benchmarking survey of six international training institutions.[13] As IEG has no mandate to assess the performance of other training institutions, this survey was used to provide examples of good training-management practice—to illustrate how principles identified in the literature review could be operationalized, rather than to determine the quality of Bank-financed training relative to that of other training providers.

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

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

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

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

Chapter 2

Evaluation Highlights

- While client training programs generally result in learning, only about half result in substantially improved workplace performance or development capacity.
- Individual learning results are poor predictors of enhanced workplace performance.
- Well-designed training can succeed in both high- and low-capacity contexts.

Effectiveness of Training

I n this evaluation, training was considered effective when it contributed to the achievement of the development objectives of a project or, in the case of WBI training, to the country assistance strategy. The effectiveness of training was examined along three dimensions:

- *Learning outputs:* Did training result in acquisition of new knowledge and skills relevant to the achievement of development objectives?
- *Workplace behavior outcomes:* Are trainees applying acquired skills in the workplace in a manner likely to contribute to the achievement of broader development goals?
- *Impact on development capacity:* Is there evidence of improved institutions or enhanced organizational performance as a result of training?

The six-country survey of training participants and the field studies of 29 project-based and 8 WBI training programs were used to construct a rich picture of results in all three of the above dimensions.[1] Evidence on WBI training results was further supplemented by data from the World Bank Institute Evaluation Group (WBIEG), where relevant. Similar self-evaluation data on training results could not be presented for project-financed training because project Implementation Completion Reports rarely report on training outcomes or impact.

Each training program reviewed in the field missions was rated on the basis of the following criteria:

- *Good:* training largely achieved its objectives, with minor or no shortcomings;

- *Medium:* training partially achieved its objectives, but with significant shortcomings; and
- *Poor:* training did not achieve objectives, or there were major shortcomings in the achievement of objectives.

Ratings for project-based training were awarded separately for each training program, even where multiple training programs were reviewed within a project. WBI training programs chosen for review were multicourse programs in thematic areas that the WBI had designated as high priority for that country. Ratings represent assessments of the program as a whole or of principal training offerings within the program.

Learning Outputs

No formal review of learning in project-based training has ever been completed by the Bank and it was impossible to determine from supervision documentation the extent to which the learning goals of most training programs were achieved. In the past, the WBI, for its part, did compile information on learning in some of its training courses. The most recent WBIEG evaluation of learning results was completed in August 2005. Based on pre- and post-test data from 45 client skill-building courses in different subject areas completed in fiscal 2002–03, WBIEG determined that average learning gains were 10.4

e

percent, with average pretest scores of 42.6 percent correct answers and post-test scores of 53.0 percent. Twenty-two percent of WBI courses reviewed in this study did not result in any statistically significant learning gains.[2]

The field studies of training programs suggested a more positive picture of overall learning gains than did the WBIEG study, although it must be noted that in most cases no testing had been done of participants and, therefore, evaluators had to use less robust evidence of learning. Where test scores or other existing evaluative evidence of learning were not available, interviews with participants and supervisors, or evidence of changed workplace performance in ways related to training received, was used to infer learning.

Training generally results in learning gains.

Most training examined in the field studies resulted in demonstrable learning. The majority of training programs for which it was possible to evaluate learning had good results on this dimension (see figure 2.1). The six-country survey of training participants also suggested that participant learning was high. Of the 45 percent of survey respondents who said that training did not have a significant impact on key work functions, only 8 percent attributed this to failure to gain new knowledge.

The absence of even basic results measurement in much Bank-financed training is a major shortcoming.

In eight project-based and three WBI training programs reviewed in the field mission, it was not possible to rate learning. In some training offerings, the lack of specificity of learning objectives made even qualitative measurement of achievement of objectives impossible. In others, there was no available evidence of learning achievements. The absence of even a basic level of results measurement in Bank-financed training represents a major shortcoming in the Bank results framework.

Workplace Performance Outcomes

As noted in chapter 1, learning is a necessary but insufficient condition for training that contributes to country development capacity. Trainees must also be able to successfully apply acquired knowledge and skills in the workplace. On this more demanding criterion, results were substantially lower than for learning outputs. The six-country survey of training participants indicated that 50 percent of WBI respondents, compared with 60 percent of project respondents, reported that training resulted in substantial positive changes to key functions of their work.[3] A further 42 percent of WBI respondents and 30 percent of project respondents reported small changes to key work functions or changes to secondary work functions. When probed, however, less than one-sixth of these respondents were able to give any examples of how

Figure 2.1: Most Training Examined in Field Studies Resulted in Learning Gains
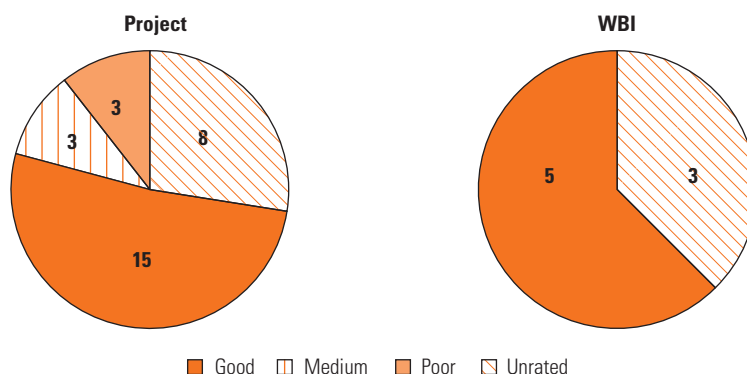
Source: Based on field study findings.
Note: The number shown within each pie-chart section indicates the number of training programs reviewed with that section's rating.

their work had changed.[4] Country statistics ranged from a low of 37 percent of WBI respondents in Mexico who stated that training had a substantial positive impact on key work functions to a high of 90 percent of project respondents in Nigeria. Approximately 75 percent of project respondents in all countries, when probed with regard to how their work had changed, were able to give at least general examples. Figure 2.2 and box 2.1 present survey data and comments from interviewed participants about the impact of training on their work.

These findings on workplace outcomes of training correspond with data gathered by WBIEG in surveys of training participants administered 8 to 24 months after course completion. WBIEG surveys of course participants completed in fiscal 2001–05 found that, on average, 55 percent of participants, when asked to rate on a scale of 1–7 (1 being the minimum) the extent to which they use WBI-acquired skills and knowledge, rated WBI courses at 5 or higher.[5]

Fourteen out of 22 project-based training programs and one out of three WBI programs in

the field reviews that IEG rated were rated "good" on workplace outcomes. Another four project-based programs were rated "medium," indicating that while the training did accomplish some positive changes, there was significant room for improvement. In the remaining five WBI programs reviewed and seven project-based training programs, training outcomes could not be measured, either due to lack of data or because it was too early in the program to reach definitive conclusions about training results.

Impact on Development Capacity

As discussed in chapter 1, building sustainable client capacity to achieve development goals generally requires a multipronged approach that addresses resource, incentive, and human capacity constraints in a strategic manner. As a result, it is difficult to disentangle the impact of training from the impact of other interventions that enable the achievement of capacity-building goals. The field studies made determinations of impact through in-depth interviews with participants, their supervisors, government policy makers, and

Bank-financed training results in substantial workplace performance outcomes about half of the time.

Figure 2.2: About Half of Trainees Reported Substantial Positive Changes to Work Performance

WBI

Project

- ■ Substantial positive changes to key work functions
- ▥ Small positive changes to key work functions
- ▨ Positive changes to secondary functions
- ▧ Little or no change to work
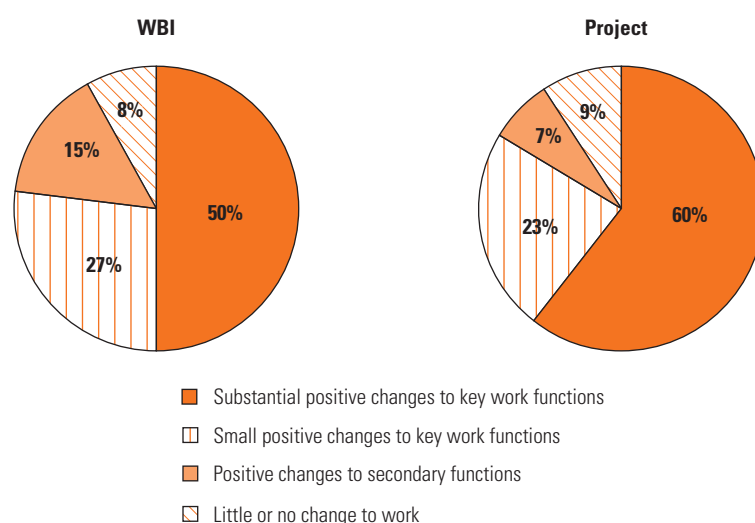
Source: IEG six-country survey of training participants.

Box 2.1: How Work Changed Following Training

The following particpant statements are from surveys of course participants:

"My approach to work changed after the course. I better understand the various procedures to be followed to set up a partnership." *(Public Private Partnership in Infrastructure, Burkina Faso)*

"I am able to better organize and mobilize human resources of my service around specific objectives; I can better manage the medical team." *(Health Workers Policies and Practices, Burkina Faso)*

"I developed a better general view of corruption and how the federal government fights to eradicate it. It gave me the tools necessary to solve issues of corruption and the culture of filing complaints on behalf of the citizens. I perform audits for the federal public services with the training." *(WBI Open and Participatory Government, Mexico)*

"We improved the assignment delivery time by up to 15 percent. We are better organized in the business and offer better service to the client. We are able to detect where we are failing." (*National Competitiveness in Mexico Industry and Government Dialogue)*

"I noted an improvement in my diagnosis methods following this training course and techniques which are based on the scientific method. [I acquired] new knowledge [allowing] easier identification of certain species." *(Comprehensive Fight Against Crop Diseases, Tunisia)*

"The knowledge from the training course helped me to write new business plan for our municipal government. We introduced a new system for the preparation and registration of documents and we use computers more than before" *(Community-to-Community Learning Visits, Azerbaijan)*

Source: IEG six-country survey of training participants.

Bank staff in order to better understand how training affected capacity to achieve development objectives. On this basis, it was possible to make evaluative assessments in 18 project-based and 3 WBI training programs. In the remaining training programs, the difficulty of attributing impact to training or the lack of evidence on impact made such assessments impossible.

In 10 project-based training programs, training could be linked to significant impact leading to a "good" rating. In another three cases, training offerings led to some positive impacts, resulting in a "medium" rating, and in five cases, impact was rated as "poor." Examples of project-based training with good impact ratings include the Procurement Reform Project in Bangladesh, which adequately prepared a large number of public sector officials to use new procurement procedures, and helped build support for the transition to a more transparent procurement regime. In Burkina Faso, training for community groups empowered them to plan, implement, and evaluate their own development plans as part of the Rural Development program. In Mexico, 125 savings and credit institutions have been, or are about to become, legally accredited, a result attributable in part to

the training of these institutions' staffs in banking functions. In Tunisia, training of exporters enhanced their knowledge of export markets and thereby contributed to an increase in Tunisian exports.

For five WBI programs there was not enough information available to rate their impacts. This is related to the lack of information gathered by the WBI on the capacity of participants' organizations or institutions, either prior to or following training programs (discussed in chapters 3 and 4). In only one of the WBI training programs reviewed was it possible to establish enhanced development capacity. In Bangladesh, the WBI's partnership with the central bank led to the creation of a Policy Analysis Unit, which is now producing high-quality analytical material. This program is linked to the Enterprise Growth and Bank Modernization project in Bangladesh and benefits from both project and other donor financing.

Two WBI offerings and five project-based training programs received poor ratings for impact. In one case, the Burkina Faso Basic Education project, a midterm review of the project determined that teaching quality had actually

dropped during the project, a fact that was attributed to the decision to replace the standard, two-year, preservice teacher-training course with a one-year preservice course and supplementary in-service teacher training. In-service training was not a good substitute for preservice training because courses were poorly targeted to teacher needs, and teacher attendance was low due to resource and incentive constraints.

Attributing Training Results

The above review of training efficacy demonstrates that, while most project-based and WBI training reviewed resulted in learning, training only resulted in substantial workplace performance outcomes about half of the time. In other words, individual learning is a poor predictor of impact. While most training participants may gain new skills or knowledge in Bank-financed training courses, many cannot or do not use this learning after returning to the workplace.

Transfer of learning outcomes to the workplace is affected by both the design of the training itself and by the context in which it takes place. The following chapters analyze the reasons for insufficient transfer of learning to the workplace and comment on the key drivers of successful training. Chapter 3 examines how training design affects the likelihood of learning transfer. Chapter 4 explores how the training context affects the contribution of training to the achievement of organizational and development goals.

Excluded from this analysis of factors contributing to training success are two variables that were not found to be strongly correlated with training success: the nature of the training provider and the capacity level of the client. As noted in chapter 1, Bank-financed training may be provided by governments, the WBI, local training institutions, or international training providers. No evidence was found in the field studies to suggest that one type of training provider consistently achieved better training results. Of the 15 training programs reviewed in field studies with satisfactory outcomes, 7 were implemented through the government (in one case with the support of a local training institute), 4 by NGOs, 3 by international consultants (in cooperation with local partners or the WBI), and 1 through an international organization.

The nature of the training provider was not found to be strongly correlated with training success.

Evidence on the impact of country capacity on training was inconclusive. While the six-country survey suggested that training was somewhat more successful in countries with lower Country Policy and Institutional Assessment ratings than in countries with higher ratings, the field studies found a somewhat higher proportion of successful training programs in the higher-capacity countries of Mexico and Tunisia than in the lower-capacity countries of Bangladesh and Burkina Faso. However, examples of good training results were found in field studies in Bangladesh and Burkina Faso when that training had been well designed, adequately addressing capacity constraints likely to affect workplace implementation of learning. In the case of Bangladesh's Export Diversification Project (table 2.1), examples of good and poor training designs leading to corresponding good and poor outcomes were found in the same project. In this case, varying training success, while partially attributable to the greater complexity of the training goals of one of the programs, was also largely owing to differences in training design and client commitment. Both of these factors will be discussed in subsequent chapters.

Good training outcomes were found in both higher-capacity and lower-capacity countries.

Table 2.1: Same Project, Different Training Outcomes

Two training programs in the Export Diversification Project were reviewed in the Bangladesh Field Study. The first program, involving training for the Bangladesh Tariff Commission, received a poor rating on performance outcomes, and the other, involving computer training for the National Board of Revenue, received a good rating. The differences in the ratings can be partially attributed to the relatively simple nature of the training in the latter project. However, there were also very significant differences in the quality of training design, which were found to have a significant impact on training results. These differences were related to targeting, client commitment, and follow-up support.

Design element	Bangladesh Tariff Commission	National Board of Revenue
Training objectives	To strengthen capacity in the Bangladesh Tariff Commission for trade data and policy analysis, and for international trade cooperation; to provide a technical basis to foster trade liberalization. No performance objectives or indicators of training success specified.	To train National Board of Revenue personnel in the use of customs software, as part of the larger project objective to computerize customs transactions. Simple but adequate performance objectives and key indicators were specified.
Training provider	International consulting firm.	United Nations Conference on Trade and Development.
Diagnosis	Poor—Significant institutional weaknesses were not diagnosed and inadequate assessment of capacity needs created a course program that insufficiently targeted job needs.	Good—Training was based on adequate diagnosis of the need for computerization and associated capacity gaps, such as the need for ongoing technical support for software use.
Training-needs assessment	Poor—The training provider did not sufficiently consult the Bangladesh Tariff Commission.	Good—The starting experience levels of participants were known in advance.
Participant selection	Medium—Training was open to persons outside the Bangladesh Tariff Commission, and thus the training was less focused on the commission's needs.	Good—Very wide cross-section of National Board of Revenue personnel were trained to build support for new systems.
Client commitment	Poor—Bangladesh Tariff Commission leadership changed frequently and was not committed to reform.	Good—National Board of Revenue staff coordinated the training.
Pedagogical design	Poor—Training was very theory based. Participants had difficulty relating theory to their work.	Good—Strong use of practical exercises and participatory techniques.
Attention to capacity context	Poor—Uncertainty of length of tenure of the staff. Necessary institutional reforms were not executed before implementation.	Good—United Nations consultants built up in-house capacity to continue training and support for the customs software after project's end.
Follow-up support for trainees	Poor—Insufficient technical assistance to aid implementation of learning.	Good—United Nations consultants provided in-house technical support for two years, and are contracted to give off-site support for software for as long as it is used.

Source: Interviews and Bank documentation on the Bangladesh Export Diversification Project.

Chapter 3

Evaluation Highlights

- Good pedagogy, support for implementation of learning in the workplace, and adequate targeting all drive successful training.
- Bank training is often too short to meet capacity-building goals, underutilizes practical exercises, and lacks follow-up.
- Targeting of training is the most important design factor for successful training.
- WBI and project-based training perform equally well on pedagogical design of training, but WBI training performs much more poorly on targeting of training and support for workplace implementation of learning.

What Training Works: Training Design

Effective training design for capacity building takes into account not only how best to achieve learning goals, but also how best to ensure that trainees can apply learning in the workplace and that training content responds to organizational or institutional needs. As such, good training design is important for success along the entire length of the training results chain.

Table 3.1 presents the three design factors and seven associated training procedures needed for successful training. Each design factor is associated with a link in the results chain. **Good pedagogy** is needed for successful learning outputs. **Adequate support** for transfer of learning to the workplace is needed for individual workplace performance outcomes. **Adequate targeting** of training to organizational and/or institutional needs is necessary if performance change is to have an impact on development capacity.

The field reviews and six-country survey of participants assessed these three factors, and seven associated training-management processes, according to the following parameters:

Table 3.1: Design Factors for Successful Training

Factors for training efficacy	Associated training processes
Good pedagogy	• Professional curriculum design matched to training needs • Didactic methods are varied and appropriate for participant-level and training goals
Adequate support for transfer of learning to workplace	• In-class preparation to facilitate implementation of learning in the workplace through action learning and practical exercises • On-the-job follow-up support
Adequate targeting of training to organizational needs	• Organizational capacity diagnosis (What capacity gaps exist? Is training an appropriate means of addressing these gaps?) • Training-needs assessment (What is the present capacity of those to be trained? What training is needed to address existing capacity gaps?) • Strategic participant selection (Who should be trained to meet organizational goals?)

Source: IEG evaluation literature review.

Quality: How well did Bank-financed training perform on the three factors for training efficacy and their associated training processes?

Importance: How important were these factors/processes in the achievement of training results?

To assess process quality, respondents to the six-country survey were asked the extent to which these training management processes were present in the courses they attended.[1] In addition, the field studies rated each WBI and project-based training program on the extent to which it successfully implemented these processes. Training management processes were rated using the following scale:

Good: training process was adequately implemented, with no more than minor shortcomings;

Medium: training process was partially implemented, with significant shortcomings;

Poor: training process was not implemented or was implemented with major shortcomings.

The relative importance of various processes to training success was assessed in the six-country survey through two methods.[2] First, a "drivers-of-training-success" analysis was completed using the six-country survey data (see box 3.1).[3] The drivers analysis found that the most important factor for training success was the organizational context in which training was done (discussed in chapter 4). Design factors associated with targeting of training were found to be of substantial secondary importance.

Second, participants who had stated that training had less than a substantial impact on key aspects of their work (45 percent of respondents) were asked the reasons for this lesser impact. Inadequate targeting of training was cited as the most important cause. Fifty-seven percent of WBI respondents to this question, and 44 percent of project-based training respondents,

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Box 3.1: Drivers of Training Success

To determine the importance of training processes and contextual factors to training success, respondents were asked to agree or disagree with specific statements. A principal-components analysis[a] was then used to group processes and contextual factors based on participants' responses and to identify key drivers of successful training. These drivers were then ranked in importance on the basis of a discriminate function analysis that linked the respondent's rating of training impact on his or her work to the respondent's ratings on each of the course attributes. The stronger the predictive power of course attributes, the higher the importance of the driver overall.

Driver	Correlated survey statements
Course targeting	The level of the course was appropriate for a person with my knowledge and experience.
	The course content specifically addressed my country's circumstances.
	The course content addressed issues that are important to my work.
Course quality	The lecturers were of good quality.
	The course content was interesting.
	The course was in a language I am fluent in.
Participant input	I was given the opportunity to provide feedback on my satisfaction with the course.
	The course organizers asked me to share with them my needs or objectives in the course, either before the course or at its start.
Participant mix/interaction	Course participants had about equal levels of knowledge/experience coming in to the course.
	I learned from the experience of other participants in the course.

Source: IEG six-country survey of training participants.

a. In principal-components analysis, individual survey questions are grouped together based on respondent answer patterns. Through correlation analysis, it groups the variables that respondents tend to rate similarly.

said that training was not relevant to key aspects of their work.[4] Inadequate resources or incentives for implementation of training (organizational context) was the second most important reason cited (table 4.1). In sum, these two methods both identified targeting of training content and the organizational context for implementation of learning as the two primary determinants of training success.

Pedagogy

Good pedagogy involves the matching of curriculum and learning methods to training goals and participant characteristics. There are many questions that need to be addressed by instructional designers: Should training content be delivered all at one time or spread out over weeks or months? To what extent are participatory methods or practical exercises necessary in order to achieve sustainable learning? Are small class sizes necessary to facilitate learning? Can course content be covered using electronic or distance learning, or is face-to-face, classroom-based training necessary? How should training content be sequenced to maximize understanding? How much time should be devoted to specific topics?

A comprehensive, in-depth assessment of pedagogical methods was beyond the scope of this evaluation, because it would have required detailed investigation of course attributes by subject-area experts. Instead, interviews with participants and training providers in the field studies and the six-country survey responses about course interest and lecturer quality were used to indicate pedagogical design quality. Box 3.2 illustrates a range of good pedagogical techniques identified in the field studies.

As noted in chapter 2, Bank-financed training has been successful, overall, in meeting learning objectives, which suggests that pedagogy was adequate. Indeed, participants interviewed both in the six-country survey and the field reviews expressed satisfaction with pedagogical design and teaching standards. However, two major shortcomings were found repeatedly in the field studies and also cited by participants in the six-country survey—inadequate course length and insufficient use of practical

The most important drivers of training success were targeting of training and trainees' workplace context.

Participants interviewed in both the six-country survey and the field reviews expressed satisfaction with teaching standards.

Box 3.2: Diverse Pedagogical Methods Support Learning

The WBI's partner in Mexico is the Instituto Tecnológico y de Estudios Superiores de Monterrey, which works primarily through a Web-based, interactive distance-learning platform, with participants signing onto the World Wide Web to pursue the course. In designing a course, the Mexican institute assembles a teaching team that consists of professors/lecturers and tutors, and a design team that includes an instructional designer, graphic designer, media producer, and Web editor, with systems developers, technical support staff, and multimedia staff available as needed. All content and exercises are practical and action oriented. The content is structured around problems that have to be solved in the workplace and feasible solutions based on good practice examples from around the world.

The Agricultural Services Support project in Tunisia used a blend of pedagogical techniques to help agricultural producers increase the quality of their products and to increase exports. Pedagogy bal-

anced theory, application, and practice. A three-day workshop on producing for export was followed by a one-and-a-half-day study tour to a farm to assess producers' processes and conditions. The instruction ended with another three-day workshop on other export issues such as marketing and contracting.

The Savings and Credit Sector Strengthening project in Mexico used highly practice-oriented pedagogical techniques to train over 5,000 representatives of savings and credit institutions. Presentations by mentors were combined with group activities and practical exercises about real-life cases. Training was structured in an initial series of courses that were 10 days long, followed by a series of shorter courses for updates and more specialized topics. This multifaceted approach, with emphasis on real-life examples, helped participants bridge the gap between the course and the jobs where they had to apply what they learned.

Source: Data based on field study findings.

exercises in courses (table 3.2). Half of all survey respondents agreed that their course covered too many topics for the amount of time allotted. Similarly, about half of respondents reported that their courses had not devoted significant time to practical exercises and projects, an issue that is further discussed in the following section on support for transfer of learning to the workplace.

About half of respondents indicated that training did not devote significant time to practical exercises.

Almost all the training courses examined in the field reviews were less than five days long, regardless of the course objectives. A review of all WBI fiscal 2006 courses confirms that the median length of all WBI courses was three days, with 80 percent of courses five days or less. The average length of project-based training examined in the field reviews and of WBI training is significantly shorter than in many of the benchmarked institutions. For example, the average course length is two months at the Japan International Cooperation Agency (JICA), 25 days at the Israeli Center for International Cooperation (MASHAV), and two weeks at the International Training Centre of the International Labour Organization (ITCILO). The two- to five-day training model, while appropriate for certain limited training goals, is inadequate for achieving the more ambitious capacity-building goals that Bank-financed training often targets. The results of this evaluation

Two to five days of training appears inadequate to achieve many of the Bank's capacity-building goals.

suggest that insufficient consideration is given to matching course length to content and to capacity-building goals.

Support for Transferring Learning to the Workplace

Good training design seeks to achieve learning and to support the trainee in applying new knowledge and skills in the workplace. The two training-design practices most commonly associated in the literature with supporting transfer of learning to the workplace are

- The use of practical learning techniques such as exercises, action plans, and projects where the trainee has the opportunity to explore how learned knowledge and skills relate to or could be implemented in his or her workplace environment;[5] and
- Follow-up support through on-the-job technical assistance or access to off-site expert coaching or advice.[6]

The use of practical learning techniques is recognized in the literature as fundamental to the sustainable acquisition of skills through training.[7] Research on adult learning indicates that tasks learned through practice are more likely to be remembered, particularly where more complex skills are involved.[8] Despite this well-known finding, only 43 percent of project respondents and 53 percent of WBI respondents in the six-country survey indicated that significant time during the training was devoted to practical exercises or projects (table 3.2). Similarly, in several of the training courses reviewed in field studies, participants stated that there were insufficient opportunities to practice skills.

The use of action learning methods by the WBI may even be decreasing. A 2007 WBIEG evaluation found that use of a key form of practical learning—the preparation of participant action plans for implementation upon return to the workplace—had dropped from 47 percent in fiscal 2004 to 39 percent in fiscal 2005,[9] even though previous WBIEG evaluations had concluded that such action plans improved learning rates.

Table 3.2: Courses Are Interesting but Too Short and Lack Hands-On Work

Diagnosis	Respondents agreeing	
	Project training (%)	WBI training (%)
The course was interesting.	97	93
The lecturers were of good quality.	91	91
The course covered the right amount of topics for the amount of time allotted.	48	53
The course devoted significant time to practical exercises or projects.	43	53

Source: IEG six-country survey of training participants.
Note: The differences between WBI and project ratings are significant at the 95 percent confidence interval for "the course was interesting" and "the course devoted significant time to practical exercises."

The Bank's inconsistent use of action plans and other practical learning techniques contrasts with the practices of some benchmarked institutions. For example, MASHAV and Germany's Internationale Weiterbildung und Entwicklung (InWEnt) use the design of action plans for implementation upon return to the workplace as the cornerstone of almost all their courses. InWEnt often conducts follow-up training sessions with training participants who developed action plans in-course, to provide expert support and guidance on the implementation of the action plans. JICA has recently adopted policies to increase the use of action plans and practical learning in its courses. JICA requires target organizations with which it has multiyear partnership agreements to commit to implementing action plans developed in-course by training participants.

Follow-up support for trainees is recognized in the literature as a second important method for assisting trainees in applying learning. Research has indicated that learning, particularly of skills, is far less likely to be retained and implemented if it is not reinforced by follow-up support once trainees return to the workplace.[10] Where follow-up support is not given, short-term learning gains often do not translate into sustainable behavioral change, due to participant uncertainty about how to apply the learning or lack of positive reinforcement in the workplace for learning application.[11] As one training expert (Taylor 2001) notes, "Training should not be seen as an end, but as a means to achieving the organizational objective. The changing of behavioral patterns is a long-term undertaking which, to be successful, needs to be continually monitored and reinforced . . . It is necessary to look beyond training by establishing a coaching and mentoring period to follow the training."[12]

Among the benchmarked institutions, Motorola has the most comprehensive follow-up program. It provides coaches to help employees adapt and implement the training to the job, and sets up a Web page to facilitate dialogue among course alumni. InWEnt provides participants with access to an Internet group, through which they can request online expert sessions in the subject area. In contrast, follow-up is only sometimes provided in Bank-financed training programs.

The six-country survey of training participants found that most participants had not had any form of follow-up contact with instructors or on-the-job technical assistance. Figure 3.1 presents data on follow-up support from the field reviews. Fourteen of the 26 project-based training programs and two of the six WBI training offerings in the field reviews that IEG rated included adequate follow-up support. Where follow-up support for WBI training was found in field reviews, it was not financed by the WBI, but was made possible through partnerships with other donors, partner training institutes, or related Bank operations.

Some of the benchmarked institutions use action plans to support workplace implementation of training in almost all their courses.

Targeting of Training

Well-targeted training addresses capacity needs that affect the achievement of development objectives. As noted in table 3.1, three processes are used to target training:

- **Diagnosis** of capacity gaps involves assessment of existing organizational, institutional, and human capacity gaps and of the appropriateness of training as a means to address these gaps.
- **Training-needs assessment** roots training design in an understanding of the present capacities of the individuals to be trained and the specific knowledge and skills that participants must acquire in order to meet development objectives.
- **Strategic participant selection** is necessary to ensure that the participants trained are those whose capacities must be built up in order to meet development objectives.

As noted earlier, good targeting of training was determined to be one of the most important drivers of training success. Project-based training reviewed in field missions performed better than WBI offerings on all

Diagnosis of capacity gaps, training-needs assessment and strategic participant selection are all needed for accurate targeting of training.

Figure 3.1: Project-Based Training Provided Adequate Follow-up Support More Frequently Than WBI
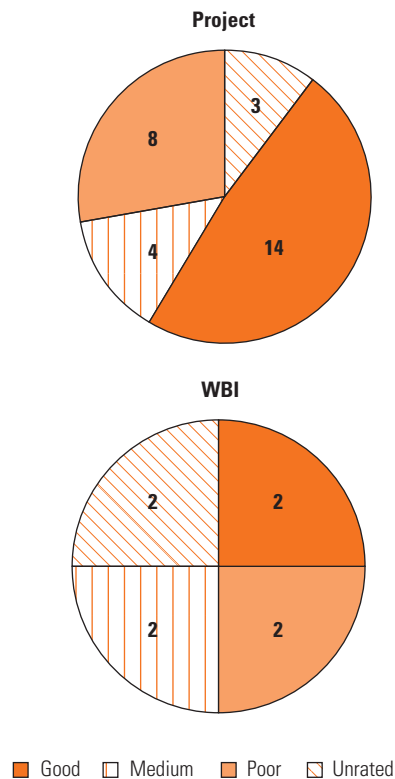
Source: IEG field study findings.
Note: The number shown within each pie-chart section indicates the number of training programs reviewed with that section's rating.

In the **Tunisia Export Development Project I,** the government created a market for follow-up technical assistance. The project financed training of export consultants, which private sector firms could hire to complement their own training. The government gave these consultants a one-time tax exemption and, upon the submission of an acceptable business plan, the public-private sector steering committee gave export firms a one-time, 50-percent subsidy for using these consultants. In the **Mexico Savings and Credit Sector Strengthening Project,** training that was focused on general topics was combined with on-the-job technical assistance. Consultants worked directly with the staff of savings and credit institutions to customize and apply the knowledge obtained in training courses to institutions' particular circumstances.

Where training did not have a significant impact, poor targeting of training was at fault approximately half of the time.

targeting criteria, while the six-country survey did not find any significant difference between WBI and project-based training, with regard to targeting.

The six-country survey of training participants indicates that where training did not have a substantial impact on workplace performance, poor targeting was at fault in approximately half of the instances. Fifty-seven percent of WBI respondents and 44 percent of project respondents who reported that training had less than a significant impact on key functions of their work attributed this to lack of relevance of the training content to key work functions. In a separate set of questions, almost a quarter of all survey respondents reported that training did not address their country's circumstances, and an equal number

reported that the course did not address issues important to their work (see table 3.3).

Diagnosis

Good diagnosis of capacity needs is the first step in targeting training.[13] Diagnosis involves identification of human, institutional, and organizational capacity gaps that must be addressed in order to achieve development objectives. Diagnostic exercises should also consider what means are most appropriate for addressing these gaps: some human capacity gaps are better addressed through on-the-job technical assistance or the provision of independent learning materials, as shown in box 3.3. Moreover, diagnosis must also determine whether there are critical contextual conditions, such as resource or incentive constraints, that are likely to block successful implementation of

learning. For example, at Motorola University, new course topics are initiated by the company's production managers, on the basis of production problems in their units. Instructional designers are then commissioned to determine whether weak performance is attributable to knowledge or skills gaps—which are best addressed through training—or to other constraints, such as incentives, resources, or production processes.

Diagnosis was found to be good in all project-based training reviewed in Mexico and Tunisia, but in only half of the project-based training programs reviewed in Bangladesh and Burkina Faso. This wide variation in performance was found to be associated with varying client capacities and commitment levels in the field-review countries. Mexico and Tunisia had higher overall client ownership of project goals, and higher levels of client involvement in diagnosis and design of training.[14] Examples of good diagnosis were also found in Bangladesh and Burkina Faso, where there was strong client commitment to training goals and involvement in training management, and where clients received support from external training experts.

Only two out of eight WBI programs reviewed in the field studies had adequate diagnosis. In WBI programs reviewed that did not adequately diagnose capacity problems, this was associated with limited or no dialogue with target organizations about training goals. Some WBI training programs were based on consultations with

Table 3.3: Targeting of Training		
	Respondents agreeing	
Diagnosis	Project training (%)	WBI training (%)
Course content did not specifically address my country's circumstances.	22	21
Course content did not address issues important to my work.	25	24

Source: Data based on IEG six-country survey of training participants.

relevant country team members, but dialogue with Bank staff alone proved insufficient to identify capacity needs and ensure client buy-in to training goals.

When adequate diagnosis was done in reviewed WBI training, it involved extensive client consultations and was financed by related Bank projects rather than by the WBI. While no WBI data were available on the amount of funding allocated to diagnostic exercises and for specific WBI training programs, interviews with WBI task managers and senior management indicated that the WBI does not generally provide funding for diagnosis of organizational/institutional capacity-needs or training-needs assessment, even in the case of multiyear training programs. As a result, in-depth preparatory work to better target training programs generally necessitates outside funding. Indeed, in all the cases found in field studies where

Good diagnosis is associated with strong client involvement.

Box 3.3: When Not to Train

Training is not always the best way to address human capacity gaps. Other types of capacity-building interventions may be more appropriate when:
- Solving a problem requires applying a technique rather than building knowledge or skills,
- The number of persons requiring knowledge and skills is limited,

- Tasks are easy to learn,
- Learners have a strong background in the topic and new knowledge and skills can be self-acquired, and
- Learners are not used to or comfortable in classroom environments.

Source: IEG evaluation literature review.

WBI training was based on adequate diagnosis, training-needs assessment, and strategic participant selection, WBI training was linked to Bank projects.

Training-Needs Assessment

Training-needs assessment is used to determine what specific knowledge or skills must be learned to achieve capacity goals.[15] A training-needs assessment can be done as part of a diagnostic exercise or separately from it. For example, for InWEnt's multiyear training projects in the field of education, one education expert is contracted to diagnose what capacity gaps the program should address (for example, improving math instruction) and a second expert in the specific target field, is subsequently contracted to do a training-needs assessment and to design a learning program.

Capacity diagnosis without training-needs assessment can lead to incorrect assumptions about training needs.

Whether diagnosis and training-needs assessment are done as part of the same exercise or separately, it is important that both be done for training to be properly targeted. For example, the HIV/AIDS Prevention project in Bangladesh correctly diagnosed the need to build the capacity of NGOs working with at-risk populations through training, but did not do training-

needs assessments of these NGOs. As a result, an incorrect assumption was made that more experienced NGOs had sufficient capacity to train less experienced NGOs. Only later, after the bigger NGOs proved incapable of playing this role, was a training-needs assessment done, and a more suitable training program designed. Similarly, the Second Basic Education Development project in Mexico correctly diagnosed a need for parental training to support preschooler learning. However, lack of a training-needs assessment resulted in training being at an inappropriate level for the 20 percent of parents who were functionally illiterate and had difficulty understanding the texts.

Adequate training-needs assessment was done in 22 out of 29 project-based training programs (85 percent of Mexico and Tunisia project-based training, and 55 percent of project-based training in Bangladesh and Burkina Faso), and in five of the eight WBI training courses reviewed (figure 3.2). All five highly rated WBI offerings used external financing for their training-needs assessments: three from WBI's partner training institute in Mexico, and two from projects. For example, project financing enabled WBI's Rural Development program in Burkina Faso to do a series of participatory needs-assessment work-

Figure 3.2: Adequate Training-Needs Assessments Were Done in a Majority of Training Programs Reviewed in Field Missions
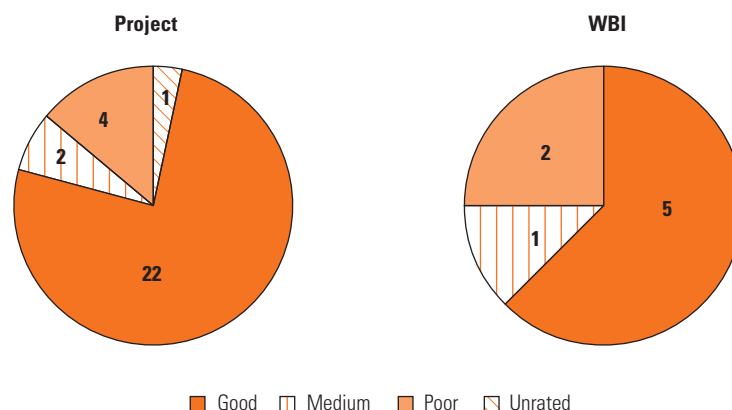
Source: Data based on field mission study findings.
Note: The number shown within each pie-chart section indicates the number of training programs reviewed with that section's rating.

shops with agricultural producers, so they could help shape a training program that would best suit their needs.

The three WBI programs without external financing did not have adequate training-needs assessments. As in the case of in-depth diagnosis, the WBI does not generally finance formal training-needs assessments or ensure that they be done. Indeed, a 2004 WBIEG evaluation that surveyed WBI task managers reported that formal training-needs assessments were done in 31 percent of the courses evaluated. While economic and sector work can be used to assess training needs, the WBI does not apply planning and review processes to ensure that training be undertaken only where it or others have first done a training-needs assessment.[16]

Participant Selection

For training to contribute to development objectives, it has to involve the right people, and the right combination of people, in any given classroom.[17] Optimal participant selection strategies vary depending on the development objectives. For certain types of training, it is essential for all trainees to have similar levels of experience and expertise in order to facilitate learning, whereas for others, it may be useful to train an entire unit together, placing high-level managers and low-level assistants in the same classroom. Table 3.4 provides some examples of participant selection strategies.

Both the field studies and the six-country survey highlighted significant shortcomings in participant selection (see figure 3.3). The field studies determined that participant selection strategies were better for projects than for the WBI. Poor participant selection strategies were associated with a lack of Bank supervision of participant selection. Detailed information on participant selection strategies is rarely included in project or WBI planning documents, and the WBI typically sends letters of invitation to government ministries with only loosely specified participant profiles. While it is generally neither feasible nor desirable for Bank TTLs or WBI task managers to micromanage participant

selection, these shortcomings in participant selection suggest the need for greater Bank supervision in the design of participant selection processes, resulting in better targeted training.

The six-country survey could provide only limited information on participant selection because participants were not necessarily aware of how they were selected. The survey found that approximately half of the time, course participants did not have equal levels of knowledge or experience coming into the course (table 3.5). There are circumstances where assembling training participants with a broad range of experience is desirable. However, the driver analysis in the six-country survey found that having equal levels of experience and knowledge was an important contributor to perceptions of successful training. This finding suggests that where participants of similar backgrounds were preferable, this condition was insufficiently ensured.

WBI does not generally finance formal training-needs assessments or ensure that they be done.

Among strategies that should be more frequently employed in Bank-financed training is competitive selection. Although not appropriate for all training goals, competitive selection of participants is seen as an essential contributor to course quality in benchmarked institutions such as MASHAV and the International Monetary Fund (IMF) Institute. MASHAV selects, on average, one out of every four course applicants for its international courses. Lack of a sufficient pool of qualified applicants is seen as evidence of lack of demand for a course. Acceptance into IMF Institute courses is based on a rigorous competitive application process. Qualified applicants are reviewed and ranked by the IMF's resident representatives, the relevant area departments, and the Institute's admissions committee. Final selection is done by a committee, chaired by the Institute, with representatives from the IMF departments that are relevant to the region and to the topic of the training.

Poor participant selection strategies were associated with a lack of Bank supervision of participant selection.

Table 3.4: Four Strategies for Selecting Participants

Type of strategy	Strategy description	Appropriate use of strategy	Example
Competitive	Selection based on a competitive application process.	Recruitment of new personnel to be trained for specific roles in the target organization. Selection may be phased, with performance in the first stage of the course determining continued participation. Strategy may be used in multicountry or multiorganization courses to ensure uniform high quality of training participants.	In the Bangladesh Procurement Reform Project, participants in the training of trainers program were selected through a multistage competitive application process. Initial training was done of trainers who had passed the screening process. The best performers in the first training course were selected to proceed to subsequent courses.
Targeted	Invitation of participants based on highly specified job profiles.	Training needed only for persons fulfilling specific key functions within an organization. These may be key decision makers or persons with specialized technical skills.	Trainees for plant protection and seed/plant certification as part of the Tunisia Agricultural Support Services project were selected on the basis of job profiles. Only technicians or high-level members of laboratories were accepted.
Widespread	Training large numbers of people in an organization or across a sector, often with different job functions and levels of expertise.	Training objectives are organizationwide, necessitate building support for change, or call for the coordinated action of persons serving a range of organizational functions.	The Initial Education Project in Mexico trained 1.3 million parents of children aged 0–4 in rural communities of 500–2,500 inhabitants, in order to help them play a positive role in their children's education.
Demand-driven	Training is open to (qualified) participants on a willingness-to-pay basis. Includes fee-based training and training with cofinancing credits.	Training for private sector organizations or in the context of community-driven development programs, where the participants are in the best position to evaluate their own needs.	The Competitiveness and Enterprise Development project in Burkina Faso offered 50 percent cofinancing credits to businesses requesting training support. Businesses were responsible for procuring their own training once the credits had been awarded.

Source: IEG.

Table 3.5: Different Participant Expertise Levels Impair Training Results

	Respondents agreeing	
Diagnosis	Project training (%)	WBI training (%)
I learned from the experience of other participants in the course.	75	85
Course participants had about equal levels of knowledge/ experience coming into the course.	51	52

Source: Data based on IEG six-country survey of training participants.
Note: The differences in the results between WBI and project respondents were significant at a 95 percent confidence interval for the statement: "I learned from the experience of other participants in the course."

Figure 3.3: Participant Selection Strategies Reveal a Wide Range of Weaknesses

Project

WBI

Good Medium Poor Unrated
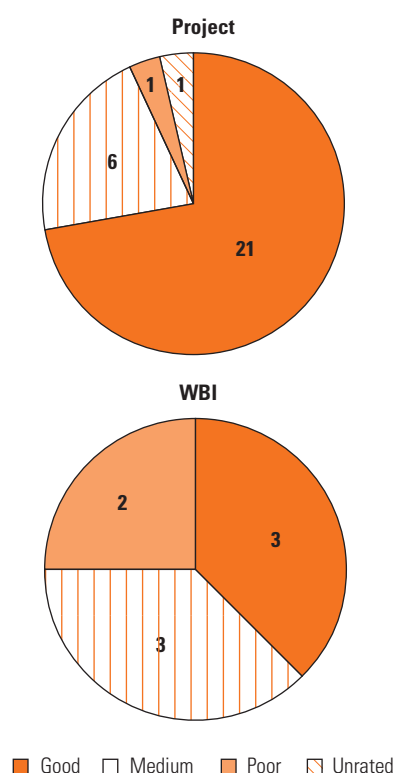
The field studies revealed a number of weaknesses in participant selection processes. While none of these phenomena affected more than a few training offerings, in aggregate they indicate the many potential pitfalls in participant selection:

- Participants were sometimes selected based on distortionary incentives. Where per diems were offered to cover expenses or study tours were provided, the selection of course participants sometimes reflected the desire to "reward" certain employees rather than substantive criteria. This was particularly a factor in low-income countries.

- Participants were sometimes chosen on the basis of their availability or "expendability" from work, when there was low client commitment to training. In one such WBI program in Bangladesh, one trainee reported that 30 percent of participants in the course were "serious" ones whose work required the training, 30 percent were sent solely to represent their ministries or organizations, and 40 percent were there to "fill seats."

- Course participation was sometimes expanded to include participants with limited subject-matter experience and expertise who did not need the training to fulfill their work functions. This negatively affected participants whose work related more directly to training topics, by lowering the course level and raising the class size so that the use of effective participatory learning techniques and practical exercises was impossible. This was primarily found in WBI courses, reflecting, perhaps, WBI management's use of number of participant training days as an indicator of success.

Source: Data based on field study findings.
Note: The number shown within each pie-chart section indicates the number of training programs reviewed with that section's rating.

From Process to Context: Making Learning Work for the Organization

Targeting of training, use of practical exercises in learning, and follow-up support were all determined to be important factors in facilitating transfer of learning to the workplace. However, success in implementing learning does not only depend on the quality of the training design. Rather, the organizational and institutional context in which training occurs is also a significant determinant of whether learning outputs result in workplace outcomes and in impact on development capacity. The next chapter explores these contextual factors.

Chapter 4

Evaluation Highlights

- Availability of resources and incentives for the implementation of learning are essential for training success.
- Over one-third of training participants who tried to apply what they learned in their jobs lacked material resources to do so.
- Lack of incentives posed a particular problem in civil service training in low-capacity countries and in decentralized training programs.
- Projects are better positioned than the WBI to address organizational and institutional capacity constraints affecting the implementation of learning.
- Client commitment influences both the organizational context and the design factors that drive successful training.

When Training Works: The Organizational Context for Training

One of the strongest determinants of training success is the organizational context in which training is done. For training to be successful, participants must have the resources and incentives to implement acquired skills and knowledge (box 4.1). Where these resources and incentives are not in place prior to training, training must be accompanied by properly sequenced interventions in order to address organizational and institutional constraints. This chapter evaluates the extent to which Bank-financed training is done in contexts where the necessary resources and incentives exist for implementation of the knowledge and skills acquired.

Box 4.1: Why Learning Cannot Be Implemented

The following statements are from surveyed course participants:

"After the course, we were asked to write a proposal for possible assistance (small grant) but to date nothing has come...If they didn't promise, I wouldn't be bothered. I had big plans but no funds to back it up." (*WBI Debate to Action: Building Capacity in Nigerian Youth Organizations, Nigeria*)

"I could not apply new knowledge in my current work mostly because material and technical capacities of our organization are rather limited." (*Social Provision for Families Below the Poverty Line, Azerbaijan*)

"The decisions are not up to me. As much as I would like to apply social responsibility, it's the higher ranks who make the decisions. I can place my little grain of rice but I need more support than I

have in order to bring about bigger changes." (*WBI Corporate Social Responsibility, Mexico*)

"The positive aspect is that people do speak about what they feel about the Millennium Development Goals. The negative aspect is there are no resources to carry out the job." (*WBI Support for NEEDS Implementation Module: NYSC Dev Knowledge Seminar, Nigeria*)

"We lack equipment in the laboratories to apply what we learned." (*Organization and Management of a Detection Service, Tunisia*)

"Unfortunately I could not apply my new knowledge in my practical work. It is not easy to persuade other people to behave and work differently." (*WBI Lessons Learned for Community Driven Development, Azerbaijan*)

Source: IEG six-country survey of training participants.

Importance of Organizational Context for Training Success

The context in which training is done was found to be one of the two most important determinants of training success, along with targeting of training to organizational needs. The "drivers analysis" in the six-country survey data, cited in chapter 3, identified the support of managers and colleagues in the implementation of learning as the single most important determinant of training success, with availability of material resources and targeting of training emerging as other important variables.[1] The 45 percent of survey respondents who reported that training had less than a significant impact on their work cited lack of resources

or support in the workplace in implementing results of training as the second most important reason for low training impact, after targeting of training (table 4.1).

These findings correspond with those of the field studies and the benchmarking survey (box 4.2), as well as with the literature on workplace implementation of training, which cites the importance of addressing institutional incentives and organizational resources in order to ensure the sustainability of human-capacity-building efforts. As the United Nations Development Programme argued in a 2006 capacity-development practice note: "Attempts to address capacity issues at any one

Table 4.1: Lack of Relevance Is the Main Reason Why Training Lacks Impact

Diagnosis	Respondents agreeing	
	Project training (%)	WBI training (%)
I did gain significant new knowledge and skills, but they were not very relevant to important aspects of my work.	44	57
I knew how to apply what I learned but did not have the resources or support to do so.	13	17
The course content was relevant to my job but I did not know how to apply what I learned.	11	5
I didn't gain significant new knowledge or skills in the course.	7	9
Other.	18	4
Don't know/ Not applicable.	6	8

Source: IEG six-country survey of training participants.
Note: The differences between ratings of WBI respondents and project respondents are not significant at the 95 percent confidence level, using a t-test for significance, except for the statement: "I did gain significant new knowledge and skills, but they were not very relevant to important aspects of my work."

Box 4.2: Importance of Workplace Environment to Training Success

In order to gather information on the likely impact of workplace environment on training outcomes, Motorola University asks all training participants to rate the following statements. The responses to these questions are stronger predictors of course success than evaluation questions on course content, quality, and self-assessment of learning.
- My managers know what I was taught in training.
- The training was built to match the way I need to do my job.

- Job aids are available to support what I learned in this training.
- The procedures taught in this training are ones I can use on the job.
- I feel my coworkers will help me if I have problems using this training on the job.
- In general, applying training on the job helps employees in their careers with Motorola.

Source: IEG benchmarking analysis.

level, without taking into account the others, are likely to result in developments that are skewed, inefficient, and, in the end, unsustainable."[2]

Organizational Incentives and Resources for Applying Learning

Findings from interviews with WBI managers, the six-country survey, and the field reviews indicate that insufficient attention is being paid to the workplace context of both project-based and WBI training. The WBI does not generally assess or address resource and incentive constraints in the trainee's workplace environment, unless it receives project or external donor financing to do so. This was illustrated in the case studies. As seen in figure 4.1, only one of eight WBI training offerings adequately addressed the workplace capacity context. In many of the cases that received medium or poor ratings, inadequate resources and incentives impaired implementation of learning. In others, there was no assessment of the organization's capacity to facilitate implementation of the skills and knowledge gained and no monitoring of whether trainees were able to implement learning upon returning to their workplaces.

For example, in the case of the three WBI programs in Mexico, poor ratings were awarded because, as distance-learning courses with open enrollment, they neither targeted specific organizations nor inquired into the capacity of the participants' workplaces. In the single case where WBI training adequately addressed the capacity context—the Bangladesh Bank Partnership program—training was embedded within an International Development Association project and received project and donor financing for related interventions such as long-term, on-the-job, technical assistance, and salary supplements for participants. The field studies indicated that projects performed considerably better than the WBI in this regard, with over half of projects adequately addressing the capacity context.

The six-country survey indicated that trainees often lacked material resources to apply learning. Over one-third of respondents who tried to apply what they learned in their jobs said that they had insufficient material resources to implement knowledge and skills acquired in training (table 4.2).[3]

Lack of incentives was found in the field studies to be a more frequent problem for training civil servants than training community groups, farming collectives, or private sector firms. These latter

WBI does not generally assess or address resource and incentive constraints in the trainee's workplace environment.

Lack of incentives was a more frequent problem for training civil servants than for training community groups, farming collectives, or private sector firms.

Figure 4.1: Projects Rate Higher Than WBI on Attention to Capacity Context
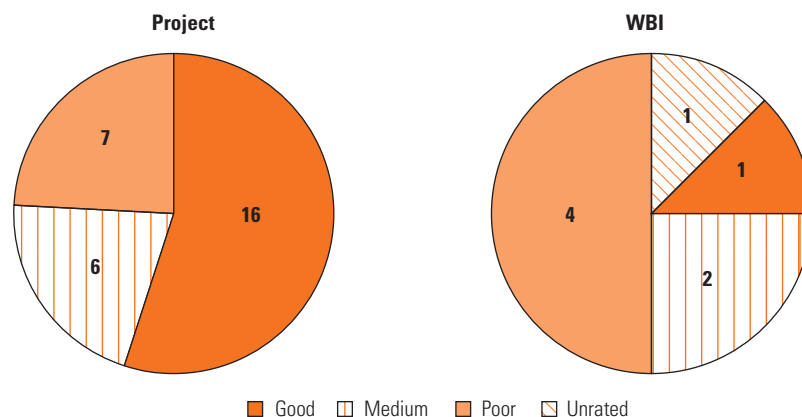
Project — Good: 16, Poor: 7, Unrated: 6

WBI — Poor: 4, Good: 1, Unrated: 1, Unrated: 2

Legend: ■ Good □ Medium ■ Poor ▨ Unrated

Source: Data based on field study findings.
Note: The number shown within each pie-chart section indicates the number of training programs reviewed with that section's rating.

Table 4.2: Organizational Incentives for Implementing Learning Are Satisfactory but Material Resources Are Insufficiently Available

Diagnosis	Respondents agreeing	
	Project training (%)	WBI training (%)
My managers encourage my efforts to use what I learned in the course	92	81
My colleagues provide me with the support I need to apply what		
I learned in the course	80	80
Policies at my organization allow me to apply what I learned	91	85
I have the resources to apply what I learned	65	61

Source: Data based on six-country survey of training participants.

Note: The differences between ratings of WBI respondents and project respondents are significant at the 95 percent confidence level for the statement: "Policies at my organization allow me to apply what I learned" and "My managers encourage my efforts to use what I learned in the course."

groups were more likely to have "built-in" incentives for applying learning, arising from the possibility of direct personal benefits, such as higher profits or more financing of community projects. Incentives to apply learning fall into two categories: general and specific. General institutional incentives, such as merit-based promotion systems or competitive salary levels, affect the participant's motivation to improve workplace performance. Specific incentives for application of new knowledge and skills include the support and encouragement of managers and colleagues and the existence of legal/regulatory frameworks for implementation of learning.

Incentives to improve workplace performance were lacking in countries with weak public sector capacity.

General institutional incentives were a problem primarily in Bangladesh and Burkina Faso, the two field mission countries with low public sector capacity. Where general institutional incentives are weak, staff have less incentive to pursue their own professional development, and bureaucracies have difficulty retaining trained personnel. In the most extreme cases, the building capacity of individuals working in the public sector can weaken organizational capacity through a "brain drain," if trained personnel are in demand elsewhere. This does not mean, however, that human capacity building should not be undertaken in contexts without adequate general institutional incentives. Such training can help build capacity as long as it is

Incentives to apply the specific knowledge and skills acquired were particularly lacking in diffuse or decentralized training programs.

accompanied by strategies to deal with problems of staff turnover and weak incentives, such as supplementing training with salary bonuses, or building local capacity to continue training new personnel, in environments with high staff turnover.[4]

Adequate specific incentives for implementing training, unlike general institutional incentives, were found to be as likely to occur in higher-capacity countries as in lower-capacity countries. Specific incentives for implementation were found to be particularly problematic in cases of diffuse or decentralized training programs, such as in-service teacher training. In such cases, even where commitment to training goals was high in the central government, it did not necessarily translate into strong commitment levels among the trainees, their managers, or their colleagues in the field.

Importance of Client Commitment

Timely availability of resources and incentives was also found to be highly correlated with client commitment to the objectives of learning. Where high-level decision makers see the training objectives as a priority, they are more likely to ensure that adequate organizational and institutional conditions exist to enable implementation of learning. Where this is not the case, significant delays in the disbursement of training resources may ensue, even when clients have committed to such disbursements up front. For example, bureaucratic problems delayed the launch of

training in the National Nutrition Project in Bangladesh by approximately two years. Moreover, once the program began, training organizers reported difficulties in obtaining the promised financing, and former "nutrition promoter" trainees did not consistently receive government payments for their activities.

Client commitment to training, where the clients are government policy makers, was better in Mexico and Tunisia where projects are loan-financed than in Bangladesh and Burkina Faso where projects are grant-financed. Sixteen out of 20 project-based training programs that could be rated in Mexico and Tunisia scored highly on client commitment, whereas only three out of nine project-based training offerings in Bangladesh and Burkina Faso received high scores in this category. Judgments on client commitment were based on interviews with government policy makers about the importance of training goals, as well as assessments by Bank staff and other inform-ants involved in training organization.

Overall, client commitment was better in projects than in the WBI, reflecting lack of meaningful direct dialogue between the WBI and clients on

training goals and priorities (figure 4.2). This finding corresponds with a recent WBIEG evaluation of the WBI's primary, country-level, program strategy document—the country program brief—which found that, "Although WBI has suggested that its learning programs are country led and fully owned at the country level, and that all focus countries 'meet the essential criterion of ownership of the capacity development process,' few CPBs [(country program briefs)] provide evidence to support these statements."[5]

As mentioned in chapter 3, client commitment to training also influences training design and implementation processes such as the targeting of training and the monitoring and evaluation of training. For example, the Bangladesh Public Procurement Reform project was one in which strong client commitment to training goals, and strong involvement in implementing learning, resulted in the establish-ment of feedback loops between training and the workplace, thus enabling workplace realities to better inform training content (see box 4.3).

Where high-level decision makers see training objectives as a priority, they are more likely to ensure that the conditions for success exist.

Client commitment influences the availability of resources and the support for transferring learning to the workplace.

Figure 4.2: Client Commitment Is Stronger in Projects
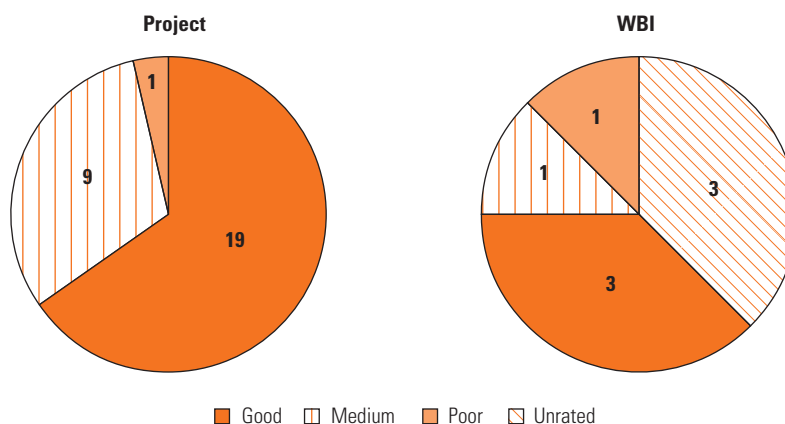
Source: Data based on field study findings.
Note: The number shown within each pie-chart section indicates the number of training programs reviewed with that section's rating.

Box 4.3: Setting Up Training-Feedback Loops in the Bangladesh Public Procurement Reform Project

In medium- or long-term training programs, monitoring and evaluation systems can help improve outcomes by establishing feedback loops between the workplace and training programs. Information on the implementation of knowledge and skills by former trainees can be used to shape training content.

Monitoring and evaluation was successfully used in the **Bangladesh Public Procurement Reform Project** to improve training. The project included widespread training of both public sector officials and private sector agents, to facilitate the transition to new procurement regulations. A Central Procurement Technical Unit was established in the Ministry of Planning to implement and monitor the transition to new procurement regulations. Although an outside training provider was contracted to train trainers and manage the training, the Central Procurement Technical Unit remained actively involved in the design, implementation, and monitoring of training. The unit used data from its ongoing monitoring of implementation of procurement regulations to refine and enhance the training program and to provide strategic follow-up support to trainees in instances where there were evident implementation problems. Presently, with the training program stabilized after a lengthy pilot period, the unit is working to phase out its involvement in training by building the capacity of a local training institute. The unit's involvement in the initial phases was crucial to the success of the training, in support of the transition to the new regulations.

Source: Data based on field study findings.

Chapter 5

Evaluation Highlights

- The Bank's client-training programs are neither systematically monitored nor adequately evaluated.
- There are no specific or clearly defined Bank standards for training, against which the quality of design implementation can be measured.
- Task Team Leaders lack adequate expert advice and the WBI is not their preferred source of expertise.
- The WBI's focus-country approach has improved coordination with the country team but does not appear to have significantly enhanced the WBI's contribution to the Bank's development objectives.

Bank Processes and Systems

The preceding chapters established that successful training results are strongly correlated with good training-management processes. Training succeeds in building development capacity when there is adequate support for the transfer of learning to the workplace, sufficient targeting of training to organizational needs, and an organizational context that facilitates implementation of learning.

Training-management processes that were found to be associated with these conditions include: (i) using practical learning techniques and follow-up support to facilitate transfer of learning to the workplace; (ii) using diagnostic exercises, training-needs assessment, and strategic participant selection to ensure proper targeting of training; and (iii) embedding training in a broader capacity-building strategy that addresses resource constraints and incentive gaps likely to affect the implementation of training.

How well do Bank systems, procedures, and allocation of resources facilitate the implementation of these training processes? This chapter examines the extent to which the Bank ensures the quality of training management by mandating design standards that can form the basis for quality control and supervision of training. It also looks at whether Bank evaluation procedures provide an accurate picture of performance on training. Finally, it examines whether Bank resources and expertise are configured to facilitate effective training.

WBI and project-based training have separate structures for the management of training, with Bank staff playing very different roles in each. The WBI is generally directly responsible for the design, implementation, and evaluation of training, either independently or in partnership with local training institutes. Project task teams, on the other hand, support clients in their fulfillment of the above functions. This difference was taken into account in the following analysis.

Identifying and Measuring the Results of Training

The monitoring of Bank-financed training is poor, owing to two shortcomings: (i) projects and WBI programs do not consistently establish clear and monitorable training objectives at the design stage, and (ii) there are no clear Bank standards against which to benchmark progress in training design and implementation.

Bank documentation inadequately specifies training objectives.

Lack of clear and monitorable training objectives

For adequate monitoring and supervision of

training, it is necessary to define, at the outset, training objectives that specify the knowledge, skills, and attitudes to be learned through training, performance changes that the learning should generate, and key indicators of performance. A review of appraisal documents for 38 randomly selected closed projects with high training content in 13 countries, during fiscal 1997–2006, found that while 27 projects detailed numerical training targets, only 5 specified desired learning outcomes, and 10 detailed workplace performance outcomes (see appendix D). Similarly, a review of the Activity Initiation Summaries (AISs) for 60 randomly selected WBI programs in fiscal 2006 found that while three-quarters (47) of the programs specified desired learning outputs, only 17 percent (9) specified desired workplace performance outcomes, and half a percent (3) specified performance indicators for outcomes.[1]

Monitoring of Bank-financed training is consistently poor.

Given the insufficient clarity and specificity of training objectives in required Bank documents, such as project appraisal documents (PADs) and AISs, the country cases attempted to obtain supplementary documentation or descriptions of learning and performance change objectives from stakeholders interviewed on field missions. The field studies found that:

Results of training activities are inadequately evaluated.

- *Learning output objectives* were adequately specified in program documentation in 23 of the 29 training programs reviewed, and in 6 of the 8 WBI offerings.
- *Workplace performance outcome objectives* were adequately specified in 17 out of 29 training programs and in 3 out of 8 WBI offerings.
- *Performance indicators* were adequately specified in 15 of 29 training programs. One of the eight WBI offerings had a good rating on specification of performance indicators, one had a medium rating, and the rest were rated as poor.

Evaluation of training results

Field studies and reviews of Bank documentation established that the results of Bank-financed training are rarely adequately evaluated. This evaluation used Kirkpatrick's four-level model (see table 5.1) as the basis for analyzing training evaluation adequacy. The prevalence of each of the evaluation levels was checked through documentary reviews of Bank Implementation Completion Reports (ICRs), WBIEG evaluations, WBI monthly management reports, and field reviews.

The field reviews revealed that few training programs assessed the results of training on workplace performance (level 3). Only 7 of the 29 training programs and one of the eight WBI courses examined in the field reviews evaluated workplace behavior outcomes.[2] Similarly, a review of 38 randomly selected ICRs of projects with high training content found that while over 90 percent (35) reported on numbers of people trained in at least some of the training financed by the project, only 16 percent (6) reported on learning outputs and 26 percent (10) on performance changes (see appendix D).

Evaluation of client training by WBI is done by the WBIEG. WBI program managers are not expected or provided budgets to conduct self-evaluation of workplace performance outcomes of training. The WBIEG is responsible for compiling and analyzing results from level-1 evaluations, as well as for preparing more in-depth evaluation reports. The WBIEG is not independent.

The only form of evaluation to which WBI training courses are uniformly subject is level-1 participant satisfaction questionnaires, which are distributed at course end (box 5.1). Although the WBI provides its task managers with optional questions that can be used to customize and expand the knowledge obtained from level-1 evaluations, no examples were found in the field reviews of their use.[3]

The information generated by standard, WBI level-1 questionnaires is insufficient for two reasons. First, most research has indicated that there is little or no correlation between responses on level-1 evaluations and learning outcomes (discussed in box 5.2). Second, the

Table 5.1: Four Levels of Training Evaluation

Most training evaluation models today are based on the Kirkpatrick four-level model, described in the table below. Level 1 gauges participant satisfaction and the other three evaluation levels correspond with stages in the results chain.

Level	Measures	Common Means of Verification
Level 1	Participant satisfaction	End-of-course participant questionnaires.
Level 2	Learning outputs	Posttests, sometimes as compared with pretests.
Level 3	Performance change outcomes	Multiple, including observation, interviews and surveys of participants, colleagues, and supervisors.
Level 4	Organizational impact/results	Multiple, including comparisons with baseline organizational performance measures, surveys, and interviews with key informants.

Source: Kirkpatrick 1998.

standard WBI questionnaire does not ask for information on specific topics, course sessions, or lecturers, and, as such, does not elicit information that can be used to identify aspects of the course that should be altered to improve quality. Of the WBI task managers interviewed for this evaluation, none reported that level-1 questionnaires provided useful information for designing future training. A 2007 review of new approaches to the evaluation of learning programs commissioned by the WBIEG noted that "it may be difficult to draw inferences about the quality of training" from level-1 evaluations and thus suggested that "primary reliance on participants' reactions to evaluate training should be reconsidered."[4]

In addition to collating and analyzing level-1 results, in the past the WBIEG used level-2 pretests and posttests in WBI courses to compile data on learning. The last review of level-2 results completed by the WBIEG was done in August 2005. The use of testing in WBI courses has since been largely discontinued.

The WBIEG has also mostly discontinued level-3 evaluations of specific sector and thematic programs. Three level-3 evaluations of thematic programs were published in fiscal 2005, only one in fiscal 2006, and none are planned for fiscal 2007. The WBIEG continues to send level-3 evaluation questionnaires to training participants eight months to two years after completion of training. The responses provide information on a country basis but not on a program basis, and thus include little information that program managers can use to improve the quality of their courses.

Participant satisfaction questionnaires are of limited use in improving training quality.

Box 5.1: Limited Focus of WBI Level-1 Evaluation

The WBI's standard, level-1 questionnaire asks six questions, each rated on a 5-point scale. Participants can also check "no opinion" for any question.

- Relevance of this activity to your current work or functions.
- Extent to which you have acquired information that is new to you.

- Usefulness for you of the information that you have obtained.
- Focus of this activity on what you specifically needed to learn.
- Extent to which the content of this activity matched the announced objectives.
- Overall usefulness of this activity.

Source: WBI evaluation toolkit, client level-1 templates.

Box 5.2: Participant Satisfaction Questionnaires: What Can They Tell Us?

Level-1 evaluations provide information on participants' level of satisfaction with the training. Level-1 evaluations are "designed to measure participants' attitudes and feelings toward the interest and usefulness of the content, effectiveness of the instructor, and quality of the materials" (Keller 1996).

Level-1 evaluations do not provide information about learning outputs, behavior outcomes, or organizational impact. Rodin & Rodin (1972) found a negative correlation between participants' reactions as recorded in level-1 evaluations and learning. Dixon (1990), as well as Warr and Bunce (1995), found no correlation between learning outcomes and participant assessments of course enjoyment, usefulness, and difficulty. Furthermore, the literature cautions against using level-1 evaluations as an indicator of the value of training to the achievement of organizational goals (Lee and Pershing 2002; Bramley and Newby 1984).

While participant reaction questionnaires may have limited value for assessing results, they can help improve future programs if used correctly. Level-1 evaluations can provide useful information on didactic methods and instructor quality, as long as questions are formulated to provide specific information on the lecturers, course modules, and topics needing improvement. General questions on course satisfaction do not enable course organizers to identify what aspects of the course can be altered to improve quality.

Source: IEG literature review.

For example, in fiscal 2006, level-3 reviews were completed in Senegal, Tanzania, and the Philippines. In each country, surveys were distributed to participants in a wide range of training programs, providing general statistics on learning implementation, and its correlation with general training features, such as course length, but no information on specific program themes or content. This issue was raised in many interviews with WBI task and program managers conducted within the context of this evaluation. Several stated that neither these general level-3 evaluations, nor the standard level-1 evaluations, provide useful information to help them improve program content. In two cases, WBI program managers suggested that having program managers do self-evaluations of workplace performance outcomes would substantially improve their ability to gauge the success of their programs and to improve training content.

WBI has largely discontinued outcome evaluations of specific sector and thematic programs.

Bank Support for Training

The following section explores the extent to which Bank structures and procedures facilitate effective training. Specifically, it explores the extent to which (i) the Bank defines standards for training design, (ii) project TTLs have adequate expert support for the supervision of training design and implementation, and (iii) the WBI is configured to do effective training.

Bank standards for training design

While Bank-financed projects have ample quality control mechanisms to ensure acceptable standards of project design, including on aspects such as financial management, engineering, environment, and procurement, they lack clearly defined standards in the particular area of training design. This makes it difficult for existing quality review mechanisms in the Regional Vice-Presidential Units and in the Quality Assurance Group to assess the quality of training design and implementation, even when such components are critical to the achievement of the project's development objectives.

The WBI, for its part, has no formal quality assurance mechanisms. The Quality Assurance Group does not assess the quality of WBI training programs. The WBIEG did introduce, in 2004, the option for WBI task managers to undertake quality enhancement reviews by expert panels that could advise the task managers on preidentified issues and questions. Owing to lack of interest from WBI task managers, quality enhancement reviews were discontinued beginning in fiscal 2006.

Support to project task team leaders

Project-based client training programs do not benefit from sufficient expert advice on design and implementation issues. In a survey of 43 randomly selected TTLs, all of whom had managed training in the context of their projects, most reported the need for more technical help in designing and supervising training components of projects. Half of TTLs surveyed who had previously received advice on training design expressed a desire for even more expert support for training. The preferred options were the establishment of in-house training expertise, and having a training expert on the project team (figure 5.1).

TTLs reported that they did not generally use the WBI or view it as an important in-house resource for training support. When TTLs did need advice on training, they were far more likely to go to other sources of expertise than to WBI staff (figure 5.2).

Project task teams do not get sufficient expert advice on training design and implementation.

Figure 5.1: Most TTLs Would Prefer Having an Internal Unit of Experts

Preferred options for additional training advice
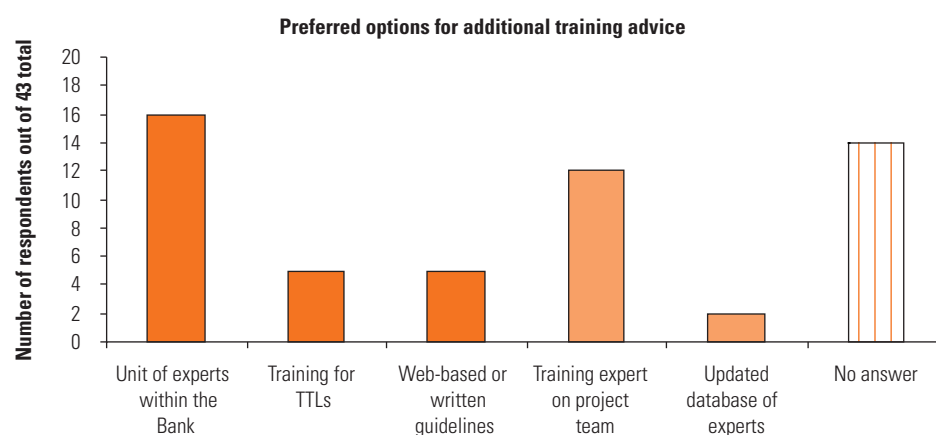
Source: IEG survey of 43 TTLs.

Figure 5.2: Most TTLs Seek Advice from Bank Operational Colleagues and External Consultants

Sources and quality of advice

■ Highly satisfactory ☐ Satisfactory ☐ Partially satisfactory ☐ No help
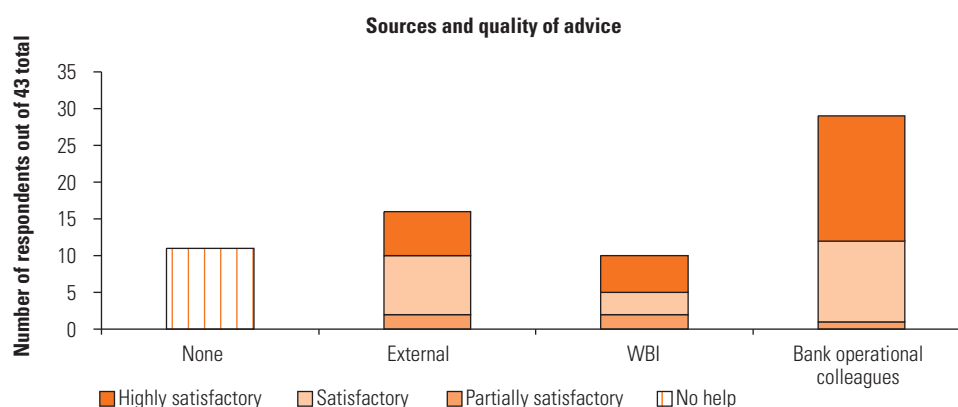
Source: IEG survey of 43 TTLs.

WBI contribution to country assistance strategy goals

In fiscal 2002, the WBI introduced a focus-country approach. In cooperation with the Regions, it designated countries that were to receive the majority of WBI training resources. At present, 70 percent of WBI programming budgets are allocated for focus countries. In these countries, WBI Regional Coordinators are appointed to set training programs, based on dialogue with the country teams, so as to better align WBI training with country assistance strategy priorities.

A recent WBIEG survey of country directors, managers, and other team members "most likely to be knowledgeable about WBI's activities" in WBI focus countries found that WBI consultation with the country team on the former's work program was satisfactory. Ninety-eight percent of respondents said that the WBI satisfactorily consulted with the country team to select its activities, and 87 percent found that the WBI was aligned either to a large extent or completely with country capacity needs.[5] Field study interviews with key country team informants confirmed that country directors or managers are generally consulted on WBI training programs in their countries.

Bank country teams are satisfactorily consulted on WBI training programs.

Increased consultations with the country team on the WBI's overall work program has not led to systematically better collaboration on the level of WBI task managers and operational task teams. There are no official WBI guidelines or incentives to encourage collaboration between WBI task managers and project task teams. A survey of 43 TTLs completed for this evaluation, which included respondents from 15 WBI focus countries and 14 nonfocus countries, indicated that

The focus-country structure has not led to better collaboration between WBI task managers and Bank TTLs.

- Two-thirds of TTLs surveyed from focus countries had never used the WBI to provide training in the context of their projects.
- Seventeen of the 28 TTLs surveyed in focus countries replied that they were aware of only some WBI activities or none in their sector.

- Two-thirds of survey respondents in WBI focus countries stated that they had never worked with the WBI on the design or delivery of WBI-financed training, and had never been consulted by the WBI in shaping WBI training priorities.
- Ten of the 20 TTLs surveyed from focus countries who expressed an opinion on changes in their relationship with the WBI in the past two years reported that the relationship had stayed the same, with no improvements. Only one TTL reported significant improvement in their cooperation. Eight others reported that cooperation had improved somewhat.

Evidence gathered in the field reviews presents an uneven picture of collaboration and cooperation. Burkina Faso had very little collaboration between the WBI and the country team on the provision of training, Mexico had some collaboration, and Bangladesh had extensive and fruitful cooperation and collaboration. Differences in the extent of collaboration and cooperation could be traced to different management practices of WBI Regional Coordinators (box 5.3).

The greater coordination of WBI activities with country assistance strategy priorities has also not led to WBI country programs with sufficient coherence and concentration to make a substantial contribution to the achievement of country assistance strategy goals. The WBI's work program in its focus countries continues to be diffuse. Over 80 percent of fiscal 2006 country program briefs designated six or more priority areas for WBI activities in the following year.[6] On average, in fiscal 2006, the WBI provided 2.7 training activities in each priority area, with each activity training a median of 31 participants over three days.[7] Such a small amount of training is likely to have a significant impact on country capacity only where it is strategically focused and highly leveraged, such as the IMF Institute's training of senior officials in highly specialized economic management skills. The WBI's weak targeting of training content and participant selection, as discussed in chapters 3 and 4, is not consistent with a highly strategic use of training resources.

One of the ways in which the WBI tries to leverage its impact and to contribute to country capacity is through building local training capacity. According to the WBI

Partnerships help to fulfill WBI's overall mandate by building the capacity of partners, especially in WBI's focus countries; helping share the cost of delivering WBI activities and improving local relevance, and/or strengthening WBI's ability to reach its target audiences and to achieve its program objectives.[8]

To these ends, half of the WBI's training courses are conducted in cooperation with partner training institutes. However, while such partnerships are undoubtedly useful as a cost-sharing arrangement, this evaluation found no evidence that the WBI's partnerships with local training institutes have had a significant impact on country training capacity. A survey of 30 randomly selected WBI-partner training institutes completed as part of this evaluation (appendix F) suggested that the WBI's contribution to building the capacity of training institutions is slight.

Most WBI-partner training institutes reported that they strongly value their relationships with the WBI, but the scope of cooperation is limited. Forty-three percent of institutes surveyed reported that they had been partnered with the WBI for no more than three years. Two-thirds (67 percent) of the training institutes had organized between one and five training courses with the WBI over the past year. In addition, many respondents stated a desire for greater capacity-building support. Only 27 percent strongly agreed that the WBI supports building the capacity of its lecturers, suggesting that there is room for improvement. When asked if there were aspects of their relationship with the WBI that they would like to highlight, the most frequent issue raised by respondents was the need to build the capacity of their institutes. Box 5.4 provides some of the comments made by local training partners surveyed.

Bank Resources for Effective Training

This evaluation indicates that project-based training and WBI training that is linked to Bank projects has been more successful in translating learning into

WBI country programs lack sufficient coherence and concentration to make a substantial contribution to country assistance strategy goals.

WBI-partner training institutes strongly value their relationships with WBI but would like more capacity-building support.

Box 5.3: Collaboration between WBI and Operations: Contrasting Cases

The appointment of a WBI Regional Coordinator for South Asia has helped to foster collaboration and cooperation between the WBI and the country team in Bangladesh.

WBI task managers work closely with country team members to design course offerings. Operational staff that are active in Bangladesh are aware of WBI activities in their sector and report viewing the WBI as a resource for collaborating on achieving capacity-building goals, including, in some cases, using WBI expertise in the context of active or planned projects.

The use of WBI activity inception notes, drafted jointly with country team members, was found to be instrumental in facilitating collaboration. These notes provide detailed information on the reasons for and importance of the training activities given particular country assistance strategy goals. While similar inception notes are used in other Regions, country team input appears to be much less substantive than in Bangladesh in many cases.

Burkina Faso presents a different picture. Most of the TTLs interviewed in Burkina Faso reported that they were only rarely made aware of WBI activities in their sectors, and had never being consulted by WBI personnel on training content or participant selection. Lack of coordination with the country team was highlighted in a 2004 WBIEG evaluation of WBI activities in Burkina Faso, which found insufficient collaboration between operations and the WBI, with operations staff being consulted only occasionally and inconsistently. The WBI implemented a WBIEG recommendation to appoint an in-country WBI representative, but this person is responsible for course logistics rather than the substantive aspects of the WBI program.

Source: Field study findings.

Box 5.4: Insufficient Building of Partner Training Institute Capacity by WBI

Several of the WBI-partner training institutes surveyed spoke of their desire for greater WBI focus on building partner capacity and for greater devolution of responsibilities from the WBI to the partner institutes. The following sample comments are from a survey of WBI partners:

"It seems that WBI wants to execute the project, achieve the goal, and that's it, when what is needed from WBI is to establish a way to strengthen nationally and regionally the programs."

"WBI doesn't share its knowledge, training modules, or case

studies . . . WBI most of the time takes primary responsibility in all activities."

"I wish WBI [would] localize and let us participate more."

"Participants benefit from the courses, but not our institution. We would like to have a partnership that offers us help in development as an institution and in building our own capacity."

"It was a very good initiative; the World Bank was instrumental but it is about time to move it to the region... and have the partners hosting [the conference]."

Source: Partner institute survey.

enhanced workplace behaviors than "free-standing" WBI training. Project-based training is better positioned to adequately manage the contextual and process requirements for effective training. Projects are more conducive to diagnosing country contexts and assessing training needs relative to capacity-building goals, to addressing the capacity constraints that might affect training outcomes, and to follow up support after training. However, while projects may be better positioned to use training for capacity building, they do not always succeed because of a lack of adequate design, quality control based on elaborated design standards, and expert support. Projects can do training right, but for this to happen, project managers have to know how to do it right.

WBI training works best where capacity constraints have been or are being addressed in associated capacity-building projects.

The WBI, for its part, can do effective capacity building, independent of external financing, only in limited instances where learned skills and

knowledge can be implemented effectively in the workplace, without addressing any other capacity constraints or providing substantial follow-up support. Therefore, it is not surprising that the one WBI training offering (WBI-Bangladesh Bank cooperation)—in the field study reviews that received a good rating on training outcomes and impact—was embedded in an investment project that provided other forms of capacity support, as well as received financing from other donors for continuing technical assistance.

The lack of training expertise in projects and the lack of a full range of capacity-building support available under the WBI business model suggest that greater synergy is needed between Bank resources for capacity building and Bank training expertise. Evidence presented above indicates that the present relationship between the WBI and Bank staff and systems has not addressed this need.

Chapter 6

Findings and Recommendations

Findings

Over the past decade, the Bank has financed approximately $720 million annually in training, more than 90 percent of it through projects and the remainder through the WBI. Bank-financed training supports a wide variety of capacity-building goals, with target populations ranging from small farmers and community groups to high-ranking government officials.

While training occurs in all sectors of Bank activity, it plays a particularly important role in the health, nutrition, and population sector, where it accounts for an estimated 16 percent of investment project costs. However, the importance of training to the achievement of development objectives goes well beyond its dollar value.

Training is one of the primary means by which the Bank helps to build the capacity of countries to reduce poverty. Moreover, it is often fundamental to the success of other investments. Overall, in an estimated 60 percent of projects, training is either integral to the achievement of the goals of one or more project components or supportive of all project components.

Most Bank-financed training results in individual participant learning. Of all the training participants surveyed for this evaluation, only a small percentage claimed that they had not gained significant new knowledge through training. However, **while most participants learned from training, only about half the time did learning lead to substantial changes to workplace performance or enhanced development capacity of target institutions.** Project-based training was more successful than WBI training in this regard. Sixty percent of project respondents and 50 percent of WBI respondents to the six-country survey reported substantial changes to key work functions as a result of training. Evidence of workplace performance improvements, as a result of training, was found in 15 of the 29 project-based training programs reviewed in field studies, but the same was found in only one of the eight WBI programs. Where learning did not result in changed workplace performance and, therefore, did not have an impact on development capacity, this could be attributed to one of three reasons: (i) insufficient participant understanding of how to apply learning in the workplace, (ii) inadequate incentives or resources for implementation of learning, or (iii) inadequate targeting of learning to organizational needs. **Making the**

leap from individual learning to workplace performance outcomes and, subsequently, to development capacity impact requires both good training design and an appropriate organizational and institutional context in which to apply the learning from training.

Training success is predicated on adequate design. Good training design was found to involve three characteristics:

- Use of appropriate and professional pedagogic design, including opportunities to practice learned skills;
- Provision of follow-up support to trainees to facilitate implementation of knowledge and skills acquired; and
- Targeting of training content, anchored in diagnosis of institutional and organizational capacity gaps, formal assessment of participant training needs, and strategic participant selection.

Much of the Bank-financed training reviewed was found to have design flaws that affected results. While over 90 percent of survey respondents found their training to be interesting and the lecturers to be of high quality, half stated that course length was too short for the topics covered and that their course did not devote significant time to practical exercises and projects. Adequate follow-up support was provided to project trainees in half of the 29 programs reviewed in field studies and to WBI trainees in only two of the eight cases reviewed. Finally, of the nearly one-half of all survey respondents who stated that training did not have a significant impact on key functions of their work, over a third attributed this to lack of relevance of training content to key work functions. This last issue is indicative of inadequate targeting of training content.

Targeting of training content was found to be the most important training design factor driving training success. For training to be well targeted, organizational and institutional capacity gaps need to be correctly diagnosed, specific training needs must

be assessed, and participants should be selected in a strategic manner. Project-based training reviewed in field missions performed better than WBI training in all of these targeting processes. Projects were better targeted mainly because they have more resources to conduct capacity assessments and they involve clients more fully in the design of interventions. The WBI does not generally mandate or finance in-depth diagnoses of capacity gaps or assessments of training needs, and it does not consistently consult with clients on training objectives and design.

The organizational context for implementing knowledge and skills learned was a second important determinant of successful capacity building through training. Training builds development capacity only when trainees have adequate resources and incentives to implement learning in the workplace. One-third of training participants surveyed stated that they lacked such sufficient material resources. Some trainees also lacked incentives to implement learning. Insufficient incentives were particularly problematic in two contexts. First, in decentralized training programs, like in-service teacher training, the central government's commitment to training goals did not necessarily translate into strong commitment among regional government officials, training participants, or their managers. Second, in the public sectors of countries with weaker government capacity, low salary levels and lack of merit-based promotion systems reduced the incentive of staff to pursue their own professional development. **But even where resources or incentives for implementing learning were initially lacking, training reviewed in the field studies succeeded as long as there was strong client commitment to training goals and adequate support was given to addressing related workplace capacity gaps.**

Field studies revealed examples of successful Bank-financed training activities provided by local training institutions, client governments, international consultants, and training providers, as well as the WBI. **In all cases, training succeeded when its design was good and the organiza-**

tional and institutional capacity context was adequately addressed in conjunction with training.

The WBI's training procedures and practices do not sufficiently anchor training within comprehensive capacity-building strategies and are, therefore, not generally conducive to building sustainable capacity. The WBI lacks systemic mechanisms for in-depth diagnoses of organizational capacity gaps or formal training-needs assessments of participants. It also lacks standardized procedures for meaningful, direct consultation with clients on training needs and priorities. In most cases, the WBI does not directly provide follow-up support to facilitate workplace implementation of learning. It also does not systematically link its training programs to complementary capacity-building support provided by operations or other partners.

The quality of project-financed training is uneven due to a lack of explicit design standards for all Bank training activities, and lack of expert support for training activities embedded in projects. Bank-financed projects provide an opportunity for effective use of training as part of an integrated capacity-building strategy. The project model can ensure that training is integrated into a comprehensive, multiyear relationship with the target organization, financing a range of complementary capacity-building interventions. However, the lack of defined design standards and expert support make it difficult for project teams to adequately supervise the design and implementation of training. This also prevents quality assurance mechanisms from being applied to training activities.

The Bank does not adequately monitor or evaluate training results. Most project-based and WBI training reviewed in field studies did not include sufficient monitoring and evaluation of training. Project Implementation Completion Reports seldom report on more than the number of persons trained and include little or no information on training results in terms of workplace behavior of participants and impact on development capacity, even where training is fundamental to the achievement of project goals. The WBI

systematically monitors at the program level only the number of participant training days and participant satisfaction, neither of which provides information about the impact of training on capacity-building objectives. Hence, clients, project task teams, and WBI task managers, alike, generally do not have sufficient information to detect training weaknesses and improve training performance, where necessary.

Recommendations

The Bank can enhance the vital contribution of training to client capacity building, by ensuring that the training it supports

- Is linked to the Bank's support for development objectives in client countries,
- Is embedded within broader capacity-building strategies that provide complementary support for the implementation of learning, and
- Conforms with best practice in training design.

The following three recommendations are intended to lead to this outcome:

Recommendation 1: The Bank needs to develop guidance and quality criteria for the design and implementation of training, so as to enable quality assurance, and monitoring and evaluation of all its training support. This guidance should be applied to all training financed by the Bank, including training that is directly provided by units such as the WBI. Design guidance should include

- Diagnosis and training-needs assessment requirements for training initiation;
- Participant selection criteria;
- Standards for the use of practical exercises and other action-learning techniques within training;
- Use of follow-up support; and
- Provisions for monitoring and evaluation, including specification of performance-change objectives and key monitorable indicators.

Recommendation 2: The Bank could improve the quality and impact of training by making available to its Regional staff and borrowers, resource persons with technical expertise in the design,

implementation, and monitoring and evaluation of training.

Recommendation 3: Management must clarify the WBI's mandate on provision of training with capacity-building goals. If the WBI is to play a capacity-building role in client countries, its training processes should be substantially reengineered to ensure that training is likely to contribute to sustainable change. New WBI training processes should ensure that all training meets the following criteria:

- Is based on a comprehensive capacity assessment of the target organization(s)/institution(s)—done in cooperation with clients— identifying (i) clear and specific capacity-building objectives, (ii) the human, institutional, and organizational capacity support that is necessary in order to achieve these objectives, and (iii) measurable indicators of success;

- Is undertaken after work is done with operations and partners to identify and confirm the resources required to achieve the capacity-building objectives, including, where needed, (i) multiyear training programs, (ii) follow-up technical assistance, and (iii) organizational and institutional support measures, such as policy support and financing of implementation of learning; and

- Is subject to external quality review and evaluation of results.

Appendixes

This section describes the methodology used for the major evaluation components.

Definition and Scope

The evaluation covers project-financed and WBI client-training programs undertaken during fiscal 1995–2006. It defines "client training" as including all World Bank support for training national stakeholders of developing countries when the activity has the following characteristics:

- Has specific learning objectives,
- Is a scheduled activity that occurs in a setting other than where the knowledge will be applied, and
- Is conducted by trainers or facilitators.

This evaluation focuses on client training undertaken at the country level. It excludes training of World Bank staff and of borrower officials to enable implementation of Bank operations, for example, procurement training for staff in project management units. WBI or other Bank global programs were not considered unless they were included in specific country-level training programs.

Evaluation Tools

The evaluation used a wide range of methods to assess the efficacy of Bank-financed client training.

A. Field reviews

The review conducted in-depth field reviews of the Bank's support for training, examining 29 project-based and 8 WBI training programs in four countries. The review chose two countries with relatively high public sector capacity (Mexico and Tunisia), and two with relatively less capacity

(Bangladesh and Burkina Faso). In each country, evaluators interviewed key informants using common guidelines. In all, field mission personnel interviewed 136 training participants, 103 government officials, including policy makers and training administrators, 60 Bank staff, and 11 international agency representatives. Details of the field missions are provided in table A.1.

WBI programs were evaluated only in the three case-study countries that were also WBI-focus countries: Bangladesh, Burkina Faso, and Mexico.[1] Projects and WBI training offerings for review were chosen to

- Represent a broad range of sectors and thematic areas; and
- Include high training content. For projects, this meant that training was integral to the achievement of the objectives of at least one project component, or training was supportive of all project components. For the WBI, preference was given, where available, to multiyear programs involving multiple training offerings.

All four field reviews drew on core program documentation as well as program progress reports, existing self-evaluations and independent evaluations, related Bank country assistance strategies and sector strategies, and interviews with clients and Bank staff. Data on training results was sought in program documentation. Where such evidence did not exist, assessments on training results were made through interviews with a wide range of stakeholders, including Bank staff, clients, training participants and their supervisors. In addition, interviews with these stakeholders were used to gather evidence on the effectiveness of the training

Table A.1: Field Mission Details

			Stakeholders interviewed				
Country	Mission dates	Mission team	Training participants	Training providers/ administrators	Policy makers	International agency representatives	Bank staff
Bangladesh	July 26-August 13, 2006	Aliza Inbal					
		Kattie Lussier	29	4	28	4	15
Burkina Faso	April 30–May 13, 2006	Aliza Inbal					
		Yacouba Yaro	83	8	14	4	22
Mexico	September 16–28, 2006	Kattie Lussier					
		Sue Berryman	16	28		—	13
Tunisia	April 29–May 14, 2006	Mirafe Marcos					
		Sue Berryman	8	21		3	10

Source: World Bank.

process and features of the workplace capacity context that helped or hindered the success of the training. Details on the dates of the country missions and individuals interviewed in government, donor agencies, program staff, and civil society are given in table A.1.[2]

Programs were rated according to the following criteria:

Training results
The criteria used to assess success of training programs were

- *Learning outputs*—achievement of stated learning objectives,
- *Behavior outcomes*—effect of training on workplace performance, and
- *Impact on development capacity*—impact of such behavior change on organizational or institutional capacity.

Training targeting

- *Diagnosis*—the extent to which the decision to pursue training and the selection of training objectives were based on an adequate assessment of capacity gaps and the appropriateness of training as a means to address those gaps,
- *Client involvement in diagnosis*—the extent to which clients were meaningfully involved in diagnostic exercises,

- *Training-needs assessment*—the extent to which course design included identification of present capacities of potential trainees and the specific course content that would be necessary to bring trainees from their present capacity levels to those defined in course objectives, and
- *Strategic participant selection*—the extent to which participant selection was linked to the development capacity objectives to be achieved through training.[3]

Training follow-up
The extent to which training participants received any technical assistance or other forms of follow-up support necessary to facilitate transfer of learning to the workplace environment.

Training context

- *Client commitment to training objectives*—the extent to which clients believed training objectives to be important for the achievement of their capacity-building goals, and
- *Attention to capacity context*— the extent to which institutional and organizational constraints that are likely to impact application and sustainability of learning were addressed. Specifically, the following aspects of capacity context were examined:
- (i) The sequencing of training vis-à-vis related organizational and institutional interventions;

(ii) Incentives for individuals to learn and to apply their learning in the workplace; and

(iii) Attention to the sustainability of training through the building up of local training capacity, where appropriate.

Clarity of objectives

Training workshops or courses were assessed for the extent to which their objectives specified

- The knowledge, skills, and attitudes trainees were expected to learn through the training;
- The performance change the learning was or is expected to generate; and
- The existence of related key performance indicators.

Monitoring and evaluation

The extent to which training design included use of well-designed participant satisfaction (level 1)[4] evaluations to inform future training, evaluations of learning (level 2), and evaluations of the effect of training on workplace behavior (level 3).[5]

The field study reports on this evaluation's Web site give ratings for all training components by criterion.

B. Portfolio review

The portfolio of Bank investment operations was analyzed to identify patterns and trends in the Bank's support of training, including (i) estimating the amount of project-based client training, and (ii) evaluating the extent to which training design, objectives, and results are detailed in core program documentation. Each of these is discussed below. In addition, the evaluation reviewed the Quality Assurance Group's quality-at-entry and supervision-assessment guidelines for assessing capacity building and its applicability to training, and did a quantitative analysis of WBI client training programs on variables, including the number of training participants, course duration, and training in priority areas.

Estimation of the amount of project-based client training

Most projects do not explicitly identify the costs of training, especially where training is one part of a project component. To estimate the volume of project-based client training, the review generated a random sample of 179 projects from the total of 1,129 completed investment projects that were exited between 2002 and 2006.[6] The Implementation Completion Report (ICR) for each randomly selected project was reviewed to assess the actual amount of Bank support for client training. In cases where it was not possible to isolate training costs because they were a small aspect of a much larger project component, the projects were tagged as having no clear information and, instead, another project with clearer information on training was used. Thus, the 179 projects included in this analysis represent only those projects that provide sufficient information to estimate training costs.

The review estimated the total amount spent on training activities for the 179 projects between 2002 and 2006 to be $773 million ($155 million a year). The total cost of the 179 projects was $12.9 billion ($2.58 billion a year). There was large variation in training, as a share of project cost ranging from 0 percent to as high as 80 percent. The review used the median of 5.7 percent and the share of 6 percent as the best average estimate to obtain the range of lending amounts to training. Extrapolating the sample to annual Bank lending for investment projects between 2002 and 2006, the review estimated that Bank projects invest between $642 million (the median) and $676 million (the share) a year, on average, on client training.

A sectoral analysis of the 179 projects reviewed suggested that health, nutrition, and population had the highest share of training costs relative to the total cost of the project.[7] Adaptable Program Loans devote the highest identifiable percentage of project costs to training investments. It was not possible to determine the significance of these results because they may simply reflect the clearer delineation of training expenditures and training components in Bank documents in some sectors andor instruments. The number of projects within each sector and instrument type was also too small to draw any general conclusions.

Estimation of the amount of WBI client training

The 2006 WBI annual report notes that the WBI spent about 85 percent of its budget of $71.2 million in fiscal 2005 on client training and related capacity-building activities. The evaluation reviewed WBI data on client training courses conducted during fiscal 2002–06.[8] As noted in table A.2, the WBI conducted nearly 3,500 courses and trained about 287,000 stakeholders from various sections of society during fiscal 2002–06. Government officials and academics, together, accounted for over 70 percent of training participants.

Desk review of projects with high training content in WBI courses

The methodology for selecting projects with high training content for review was as follows: a sample of 13 countries with significant project-financed training was compiled to represent a range of borrower sizes, institutional conditions, and regions. These 13 countries are Azerbaijan, Bangladesh, Bosnia and Herzegovina, Burkina Faso, Guatemala, Lao People's Democratic Republic, Mexico, Nigeria, the Philippines, Sri Lanka, Tunisia, Turkey, and Uganda. Projects approved in these countries between fiscal 1995 and fiscal 2005 were then reviewed for training content.

Training content was rated on a scale: high, moderate, and negligible. Projects were rated as having **high** training content when the training was integral to the achievement of the goals of more than one component, or when training was supportive of all components; **moderate** training content when a project included training that was supportive of some of the components; and **negligible** training content when training was not financed by the project or was supportive of no more than one training component. Project assessment documentation was reviewed for all projects with high training content in order to determine the range and specificity of training goals.

A random sample of 38 closed projects was then generated from all the projects with high training content in countries selected for desk review. Project appraisal documents (PADs) and ICRs of these 38 projects were reviewed to assess the extent to which the Bank captured expected training output, outcome, and impact objectives at design, and reported subsequently on training results. Only 5 projects out of 38 reported on training outcomes. The review also assessed the extent to which PADs reported on the planned use of a training-needs assessment, or on participant selection strategies or follow-up technical assistance accompanying the training. The findings of this review are presented in appendix D. A similar review was completed of a random sample of 61 WBI Activity Initiation Summaries (AISs) for selected WBI client training programs conducted in fiscal 2006, in order to determine if there was adequate information in the AIS on the design of training and training objectives. The findings of this review are presented in appendix G.

C. Literature review

The evaluation commissioned a review of the extensive literature on the attributes of successful training, to guide the evaluation's measures for success and metrics, for the Bank's support for client training. A summary of the findings of the literature review is provided in appendix B.

D. Benchmarking review

The training policies and practices of six organizations were reviewed to provide a basis for benchmarking Bank-funded training and to enable the Bank to learn from best-practice models in use outside of the World Bank Group.

Table A.2: Professionals Trained through WBI Courses, FY02–06

Professionals	Number of trainees
Government ministers	1,368
Parliamentarians	5,124
Government staff	121,020
Academics	81,703
Journalists	4,788
NGO staff	27,735
Private sector employees	45,094

Source: IEG calculations based on data provided by WBI.

The six organizations studied were the International Monetary Fund (IMF) Institute, the International Training Centre of the International Labour Organization (ITCILO), Motorola University of the Motorola Corporation,[9] Germany's Internationale Weiterbildung und Entwicklung (InWEnt), Japan International Cooperation Agency (JICA), and the Mount Carmel Training Center of the Israeli Center for International Cooperation (MASHAV). These six organizations were selected to represent a broad range of structures and missions. Two represent the training arms of multinational donor organizations (the IMF Institute and ITCILO); Motorola University is the training arm of a private sector multinational corporation; and the last three are training arms of the foreign aid agencies of individual countries (Germany, Japan, and Israel).

The mission of Motorola University is to improve the productivity of the corporation by training its staff. The primary mission of the other five training organizations is to build capacity within developing countries.

The data for four of the six were collected through face-to-face interviews. Telephone interviews were used to obtain information from JICA and MASHAV.

E. Six-country survey of training participants
The evaluation commissioned an independent international survey research company to survey former participants in World Bank–funded training and WBI training programs in six countries (Azerbaijan, Bangladesh, Burkina Faso, Mexico, Nigeria, and Tunisia). The survey aimed to assess the impact of selected World Bank–funded training activities on individual job performance and, by extension, on clients' development capacity. The survey targeted people who had participated in either WBI training courses or World Bank project-funded training courses between July 2004 and July 2006. The results of the survey are summarized in appendix C. In Tunisia alone, only 40 percent of the interviews were completed, due to administrative difficulties.

F. Survey of Bank task team leaders
The evaluation interviewed 43 Bank Task Team Leaders (TTLs) about their views on the resources and support they receive to help them design, supervise, and evaluate training activities in the projects they manage. In addition, TTLs whose projects are located in WBI focus countries were asked about their experience with the WBI. The results of the survey are presented in appendix E.

G. Survey of WBI-partner training institutes
The evaluation contracted an international research firm to survey 30 training institutes worldwide in order to assess the collaboration between the World Bank and its training partners, and to assess the Bank's impact on the capacities of these partners. The firm randomly conducted telephone interviews with 30 institutes in 21 countries, from a list of 200 contacts (provided by the Bank) at training institutes with which the WBI either currently partners or has recently partnered to organize or cofinance courses. The results of the survey are detailed in appendix F.

This summary presents the main findings of a literature review exploring the different stages of the training process. Works included in the literature review are indicated by an asterisk in the bibliography. The full literature review is available on this evaluation's Web site at http://www.worldbank.org/ieg.

Design

Designing training begins with a thorough diagnosis and training-needs assessment. Based on information obtained from the assessment, appropriate training objectives can be set, criteria for participant selection established, and training content decided.

Correct diagnosis of training needs should both identify organizational and/or institutional capacity gaps to be targeted and the best means of addressing these gaps. The human, resource, and incentive dimensions of capacity should be considered in order to determine whether training is needed, and what other forms of capacity support are needed, in order to facilitate the implementation of training. The target organization should play an active role in diagnostic exercises, both to better identify capacity problems and to ensure client commitment to training goals.[1]

Once diagnosis has determined the capacity needs to be addressed by training, a training-needs assessment provides specific information on what participants need to learn, the issues they face, and what is expected from the training. When done well, such an assessment ensures that training addresses the most relevant issues efficiently.[2] Steps and procedures to conduct training-needs assessments vary. A preferred starting point is a stakeholder analysis, which helps identify the best sources of information regarding training needs.[3] Informants can report on whom they would like to see trained, what type of training is needed, or even who could potentially be a trainer. Involving many stakeholders allows the information to be triangulated and avoids bias caused by too much focus on any one type of respondent.

Training has two sets of objectives. First, the general objectives or aims, encompassing the changes expected to take place, or competencies that will improve. The second are learning objectives, describing what participants should be able to do at the end of the course. Good learning objectives derive from the results of the training-needs assessment, and cover all the different areas of learning the training activities have to offer.[4] Learning objectives should be timely and context-specific, measurable, achievable, and realistic.[5]

The training-needs assessment usually provides the necessary information for selecting participants or identifying the target group. Participant selection, including the number of people to be trained, as well as how diverse they are, must be linked with course objectives and the context in which change is taking place.[6] The levels and backgrounds of the participants help determine the appropriate depth and level of detail of the training. Furthermore, task and job analyses help prioritize learning needs, in order to assign proper time allocation during training delivery. This aggregated information should, in turn, influence the method in which knowledge and skills will be imparted: face-to-face communication, interactive exercises, lectures, etc.

It is also important that content areas be properly sequenced, so as to ensure linkages among different topics, and to enhance learning.

Implementation of Training Activities

There is no single method for teaching or learning—the trainer must choose the strategy that best fits the needs and backgrounds of the participants, the facilities and equipment available, and the learning objectives. The following six principles provide useful guidelines for successful adult learning.[7]

- *Participation:* People learn better and remember more when they are actively engaged in the learning process. Practical exercises, discussions, simulations, and games also prompt participants to share their knowledge and experiences, thus fostering a collaborative environment.
- *Understanding:* Checking participants' understanding by asking questions, listening to their discussions, or using a vocabulary appropriate to their level (as determined by the training-needs assessment) can all improve the learning process.
- *Feedback:* Providing opportunities to practice and giving trainees specific feedback information on the quality of their work gives participants a sense of their progress toward the learning objectives.
- *Interest:* The relevance of the training objectives to the needs of the participants is crucial in developing the participants' interest and ownership of the training. Providing various case studies and activities will help stimulate and maintain interest.
- *Emphasis:* Focusing the attention of participants on the most important points of the training, by spending more time on important topics and allowing sufficient time to practice new skills, will help them remember the key lessons from the training.
- *Results:* Keeping participants informed of their progress, and recognizing them for work well done will increase their confidence in newly acquired skills and knowledge, and encourage them to use what they have learned.

Capacity development occurs once participants transfer what they have learned to their everyday jobs, and improve their performance. The impact and sustainability of training is the successful application of new skills and knowledge.

Major obstacles to the transfer of new skills and knowledge tend to be the types of power structures within an organization, entrenched attitudes, and lack of resources.

To increase the likelihood of transfer, factors such as the timing of the training (that is, sequencing it or conducting it when it is most needed), feedback to the participants, practical application of the training (with numerous real-life and relevant examples), and support from supervisors are essential.

Follow-up

Follow-up activities assist in the transfer of training to the workplace, by helping to address any barriers to the working environment, and by maintaining participants' motivation to apply new learning. Follow-up, through technical assistance or supervision, can help trainees adapt the learning to real-life situations.[8]

Furthermore, follow-up can contribute to self-efficacy (confidence in one's ability to perform successfully) and motivation, two factors shown to impact skill maintenance.[9] Trainees experiencing difficulties in applying new learning to their work should have the opportunity to seek advice immediately after the training.

Evaluation

Accountability and decision making are the most cited reasons for evaluating training. Feedback evaluations (or formative evaluations) help monitor the quality of design and delivery of training. They provide information on the effectiveness of the methods used, the achievement of the training objectives, or the appropriateness of management and training design. Decision making evaluations focus instead on the value and contribution of the training for an organization or a project. These evaluations assist managers, team

leaders, and donors in making informed decisions regarding training activities. Other types of evaluations are input evaluations and process evaluations. An input evaluation shows how resources were employed and whether they were adequate for achieving the goals of the program. A process evaluation examines why certain objectives were achieved and others were not, and where improvements are needed.[10]

There are several evaluation "levels," ranging from simply providing information on participants' reactions to the training—the effectiveness of the instructor, the relevance of the content, the quality of the materials—to measuring the outcomes or results of the training program.[11]

Several tools can be used to evaluate training. These include evaluation sheets, questionnaires, and interviews, as well as direct observation of training results in the workplace.

Conclusion

The process of training preparation for capacity development begins with a diagnosis, followed by a training-needs assessment. Based on the information collected on participants' needs and background, learning objectives and content can be set and developed during the training design phase. The training process can be enhanced through participation, checking the understanding of the participants, giving feedback to participants, stimulating their interest, emphasizing the important lessons, and focusing on results. Also, following up on the training through supervision and on-the-job support helps adapt the training lessons to real-life situations, thereby helping to ensure long-term impact. Finally, evaluations are a necessary step that can provide valuable information on how to improve future training.

APPENDIX C: SUMMARY OF CLIENT SURVEYS IN SIX COUNTRIES

The evaluation commissioned an independent research company to survey former participants in World Bank–funded training and WBI training programs in six countries (Azerbaijan, Bangladesh, Burkina Faso, Mexico, Nigeria, and Tunisia). The survey aimed to assess the impact of selected World Bank–funded training activities on individual job performance and, by extension, on clients' development capacity.

The survey targeted people who had participated in either WBI training courses or Bank project-funded training courses between July 2004 and July 2006. Participants in WBI programs were selected randomly from participant lists provided by the WBI. For project-based training, the Bank provided the firm with course details and relevant contact people (for example, training organizers, Bank task managers, government representatives involved in planning the training), and the firm was responsible for obtaining lists of past participants and targeting some of them at random.

In each country, the firm surveyed approximately 100 respondents through face-to-face or telephone interviews, conducted with roughly equal proportions of WBI and project participants, as shown in table C.1.   In all, the survey firm successfully interviewed 548 respondents. The response rates were as follows: Azerbaijan, 30 percent; Bangladesh, 21 percent; Burkina Faso, 64 percent; Mexico, 11 percent; Nigeria, 27 percent; and Tunisia, 47 percent. The average of these response rates is 33 percent.   (The overall response rate for Mexico was unusually low because the survey firm found that a large share of the WBI participants did not remember the course, could not be reached when called, or declined to be interviewed.) The survey instrument is included at the end of this appendix. Because the number of respondents surveyed in each individual course varied significantly, results were weighted by number of respondents per course to give equal weight to each course.

Table C.1: Respondents by Type of Training and Interview Technique

Country	WBI participants (# of interviews)	Project participants (# of interviews)	Language	Face-to-face/telephone
Azerbaijan	54	50	Azeri/Russian	Face-to-face/telephone
Bangladesh	58	42	English	Telephone
Burkina Faso	60	40	French	Face-to-face
Mexico	62	41	Spanish/English	Telephone
Nigeria	60	40	English	Face-to-face/telephone
Tunisia	13	26	French	Face-to-face/telephone
Total	307	241		

Source: IEG six-country survey of training participants.

Results

Results were analyzed according to the type of training received—either WBI or project training. The results do not include 37 respondents (7 percent) in the sample who left their jobs within six months after the training or who reported that the training was not relevant to their current job.

Training success: For the purposes of this survey, successful training was defined as that which led to substantial positive changes in the way participants perform key functions of their work. Training success was defined as positive changes in workplace behavior on the basis of the assumption that participants would not be able to speak of the impact of their training on their organizations as a whole with any degree of reliability. In addition, participant self-reports are unlikely to be entirely accurate on performance change, and there is a danger of positive bias in participant self-reporting on their own behavior. Nonetheless, a participant survey was found to be a useful as: (i) a means of analysis of both the prevalence of certain practices in Bank-financed training, such as the use of follow-up instruction or practical exercises in training, and (ii) a source of information on the impact of these process factors on behavior change.

Fifty-five percent of all respondents surveyed noted that the training resulted in substantial positive changes to primary work functions. In addition, a quarter of the respondents noted small positive changes in their primary work functions. Those who participated in project training were somewhat more likely than those who participated in WBI training (60 percent and 50 percent, respectively) to agree that the training resulted in substantial positive change. When probed on how their work had changed, 75 percent were able to cite, in at least general terms, how training had contributed to their work. Table C.2 details participants' responses to the question of how their work had changed.

Drivers of success: Respondents were asked to rate a number of statements on the delivery and administration of training, ranging from the quality of lectures to the appropriateness of time allocated to cover course topics. Overall, respondents were positive on most aspects of their training, finding courses to be interesting and the lectures to be of high quality. Participants noted room for improvement, especially the time allocated to cover course topics, the number of practical exercises and projects during the training, the mix of expertise levels among the participants, and the availability of resources to implement the training.

A principal-components analysis was then conducted on this data to better understand the specific factors that most contribute to participants' perceptions of successful training.[1] Ten drivers of program success were derived statistically using data from all six countries. The drivers and the corresponding attributes that comprise them are detailed in table C.3.

Because a driver is comprised of several different attributes, the survey computed a performance score for each driver by aggregating the respondent ratings on each of the driver's individual attributes.[2] Four drivers were consistently among the lowest performing, across countries and type of training—course time allocation, practical learning, participant mix, and material resources at workplace.

The importance of each of the drivers was derived through discriminant function analysis.[3] The discriminant function analysis indicated that for most training participants, the more they feel they are supported and encouraged by their managers and colleagues to apply their training, and have the resources available to apply their learning, the more likely they are to state that training led to substantial change in their work.

The importance and performance of the drivers enable comparisons across drivers (see table C.4). The quadrant analysis suggests that the Bank needs to pay greater attention to strategic participant selection and to ensuring the resources for implementation of the skills and knowledge from training (high importance, low performance).

Table C.2: How Participants' Work Changed after Training

		Six-country average	WBI	Project
Knowledge acquisition	Acquired/enhanced knowledge	25	28	24
	Learned from other country's experience/other participants	3	5	2
Skills acquisition	Acquired new skill/technique	17	14	21
Consquences of knowledge/skill: action	Implemented new project/program/policy	17	14	20
	Shared info/trained others at work	13	16	11
	Improved productivity/efficiency/quality	13	9	18
	Improved job efficacy	11	12	11
	Applied new tools/skills to work functions	9	6	13
	Applied new knowledge to work functions	8	6	10
	Improved communication with colleagues/clients	7	9	6
	Adapted internal processes	7	5	10
	Improved time management/organization	5	3	6
	Improved problem solving	4	5	3
	Promotion/new responsibilities	3	3	3
Consequences of knowledge/skill: raised awareness	Broadened understanding of country/issue/self	12	19	3
	Improved understanding of work context	7	11	3
	Improved understanding of client needs	5	6	4
	Broadened professional network	4	7	1

Source: IEG six-country survey of training participants.

Table C.3: Drivers of Program Success

Driver name	Driver attributes
Course targeting	The level of course was appropriate for a person with my experience and knowledge.
	The course content specifically addressed my country's circumstances.
	The course content addresses issues that are important to my work.
Course quality	The lectures were good quality.
	The course content was interesting.
	The course was in a language I am fluent in.
Participant input/feedback	I was given the opportunity to provide feedback on my satisfaction with the course.
	The course organizers asked me to share with them my needs or objectives in the course, either before the course or at its start.
Practical learning	I was given course materials (schedule and/or learning materials) before the course start date.
	The course devotes significant time to practical exercises or projects.
Participant mix/interaction	Course participants had about equal levels of knowledge/experience coming into the course.
	I learned from the experience of other participants in the course.
Course time allocation	The course covered the right amount of topics for the amount of time allotted.
Organizational support	My colleagues provided me with the support I need to apply what I learned in the course.
	My managers encourage my efforts to use what I learned in the course.
Material resources at workplace	I have the resources (for example, equipment, software) to apply what I learned.
Instructor follow-up	Communication with course instructor (either online or 'other').
Participant follow-up	Communication with course participants (either online or 'other').

Source: IEG six-country survey of training participants.

Table C.4: Importance and Performance of Drivers

	WBI	Project	Low capacity	High capacity
Course quality				
Course targeting				
Organizational support				
Instructor follow				
Participant follow				
Participant needs assessment/feedback				
Course time allocation				
Practical learning				
Participant mix/interaction				
Material resources at workplace				

Key:
High performance/high importance
High performance/low importance
Low performance/low importance
Low performance/high importance

Source: IEG six-country survey of training participants.

World Bank Training Evaluation Questionnaire

FIELD REGISTRATION INFORMATION – TO BE COMPLETED OR CODED BY OR UNDER SUPERVISION OF FIELD MANAGER OR SUPERVISOR

RECORD FOR ALL
RF1   Unique respondent ID
RF2   Unique interviewer ID
RF3   Unique supervisor ID
RF9   Was this interview controlled   1. Yes   2. No

FIELD REGISTRATION INFORMATION – TO BE COMPLETED BY INTERVIEWER *WITHOUT ASKING THE RESPONDENT*

RECORD FOR ALL:
RI1   Interview date (day/month/year)
RI2   Interview start (enter hour and minutes using 24-hr clock; e.g. 21:09)
RI3   Interview end (enter hour and minutes using 24-hr clock; e.g. 21:09)
RI4   Respondent name
RI5   Name of course attended (included in contact information)
RI6   Length of course attended (number of days, included in contact information)
RI7   End date of course (day/month/year, included in contact information)
RI8   Number of course participants in course attended (included in contact information)
RI9   WBI or non-WBI respondent   1. WBI   2. non-WBI
RI10   WBI product line [insert options here]

Introduction

Suggested introduction only, may be adapted by field manager as appropriate.

Good morning/afternoon/evening. My name is _____ and I am here/calling from <X Research>, an independent research firm. We have been engaged by the Independent Evaluation Group at the World Bank to ask you about your experience as a participant in training sponsored by the World Bank. We're interested in hearing your thoughts about the training, whether you learned from it and, if so, whether that learning helped you to do your job better.

Our conversation will take about 15 to 20 minutes. Please be assured that anything you say will be kept totally confidential and anonymous.

Your name was selected randomly from course participant lists. The Independent Evaluation Group of the World Bank has not been given a copy of our sample list and your name will not be released to them. Our report to them will be in aggregate form only. We want to be sure that you feel comfortable speaking freely and candidly about your opinions and experiences.

Your candid feedback—that is, both your positive comments and your thoughtful criticism—will help the World Bank understand how to make its training more useful to participants.

Would you be willing to participate in this interview?

IF NO, THANK AND TERMINATE.

(Continues on the following page.)

Before we begin, I would like to ask you a few preliminary questions.

Screening

1. I understand that you attended a course called **<name course from contact information>** - IS THIS CORRECT? **REMIND RESPONDENT OF COURSE DATE IF NECESSARY (RI7).**

    01   Yes
    02   No **- THANK AND TERMINATE**

2. Was the course part of a series of related courses that you took, or did it stand alone as a single course?

    01   Part of series – **READ THE FOLLOWING TO THE RESPONDENT:**
          "For this interview, please answer our questions for the series of courses that you took and rate them together if you can."
    02   Single course

3. How was the course conducted?
    INTERVIEWER TO READ OUT OPTIONS AND CHECK ALL THAT APPLY.

    01   In person, in a classroom
    02   Internet/online
    03   Video conferencing
    04   Study tour
VOLUNTEERED (**DO NOT READ**)
    97   Other (specify): _____

Thanks. Let's talk now about your experiences in the course and how it relates to your work:

Course details

4. Can you tell me a little about what was covered in the course?

VERBATIM NOT NEEDED; INTERVIEWER SHOULD NOTE AND UNDERSTAND WHAT THE COURSE COVERED.

5a. After you were trained, did you remain in the same job for at least 6 months?

    01   Yes – **READ THE FOLLOWING TO THE RESPONDENT:**
          "Please answer all remaining questions thinking of the job you had 6 months after completing your training."
          [**GO TO 6A**]
    02   No [**GO TO Q5B**]

[ASK ONLY THOSE WHO ANSWER 02 in Q5A]:

5b. Is the training you received relevant for your present job?

    01   Yes – **READ THE FOLLOWING TO THE RESPONDENT:**
          "Please answer all remaining questions thinking of your present job." [**GO TO Q6A**]
    02   No [**GO TO Q8 AND THEN TO Q15 - PROFILING]**

Overall impression of the course

ASK ALL

6a.   The following is a list of possible statements on the impact of the course on your work. Which one most accurately describes your experience?

    01   The course resulted in substantial positive changes to the way I perform <u>key or primary</u> functions of my work. **[GO TO 6B]**

    02   The course resulted in small positive changes to the way I perform <u>key or primary</u> functions of my work. **[GO TO 6B]**

    03   The course resulted in positive changes to the way I perform <u>non-key or secondary</u> functions of my work. **[GO TO 6B]**

    04   The course resulted in little or no change to my work. **[GO TO 6C]**

    05   The course resulted in negative changes to the way I do my work. **[GO TO 6B]**

    VOLUNTEERED (**DO NOT READ**)

    99   Don't know / no answer **[GO TO Q6C]**

[ASK ONLY THOSE WHO ANSWER 01, 02, 03, or 05 in Q6A]

6b.   Can you give me some examples of how your work has changed?

RECORD VERBATIM RESPONSE.
Probe for several examples of what respondent thinks is different as a result of taking the course. You may find it useful to use probes which ask for further details on the respondent's job responsibilities, on the content of the course, or on his workplace environment.

[ASK ONLY THOSE WHO ANSWER 04 OR 99 in Q6A]:

6c.   Can you please explain why you say [either "little / no change to my work" or "don't know"]?

INTERVIEWER TO BRIEFLY SUMMARIZE RESPONDENT'S ANSWER ON Q6B OR Q6C, THEN ASKS:

ASK ALL

6d.   On the basis of what you told me, I'd like to confirm the impact of the course on our work. So, using the same statements from the previous question, which one most accurately describes your experience? Please feel free to give the same answer.

    01   The course resulted in substantial positive changes to the way I perform <u>key or primary</u> functions of my work. **[GO TO Q8]**

    02   The course resulted in small positive changes to the way I perform <u>key or primary</u> functions of my work. **[GO TO Q7]**

    03   The course resulted in positive changes to the way I perform <u>non-key or secondary</u> functions of my work. **[GO TO Q7]**

    04   The course resulted in little or no change to my work. **[GO TO Q7]**

    05   The course resulted in negative changes to the way I do my work. **[GO TO Q7]**

    VOLUNTEERED (**DO NOT READ**)

    99   Don't know / no answer **[GO TO Q8]**

(Continues on the following page.)

ASK ONLY THOSE WHO ANSWERED 02, 03, 04, OR 05 IN Q6D

7.   Which one of the following reasons best describes why you feel the course did not have greater impact on your day-to-day work?

READ STATEMENTS. CODE ONE ONLY.

      01   I didn't gain significant new knowledge or skills in the course.
      02   I did gain significant new knowledge and skills, but they were not very relevant to important aspects of my work
      03   The course content was relevant to my work, but I did not know how to apply what I had learned to my job.
      04   I knew how to apply what I had learned, but I did not have the necessary resources or support to do so.
      VOLUNTEERED (**DO NOT READ**)
      97   Other (specify) _____

Rating specific aspects of course and organizational environment

ASK ALL
ENSURE THAT THOSE WHO SAY 02 IN Q5B ARE ONLY ASKED THIS QUESTION AND THEN SKIP TO Q15.

8.   For the next set of questions, I'd like you to think about the course that you took and rate your level of agreement. For each statement, please tell me whether you strongly agree, agree, disagree, or strongly disagree. I would like to note before I begin reading these statements that some will be positive and other statements will be negative.

READ AND ROTATE STATEMENTS
ENSURE FIRST STATEMENT READ IS POSITIVE

      a.   I learned from the experience of other participants in the course.
           01   Strongly disagree
           02   Disagree
           03   Agree
           04   Strongly agree
           VOLUNTEERED (**DO NOT READ**)
           05   Not applicable
           99   Don't know / no answer
      b.   Course participants had about equal levels of knowledge/experience coming into the course.
      c.   The course **did not** devote significant time to practical exercises or projects.
      d.   The course content specifically addressed my country's circumstances.
      e.   I was **not** given course materials (schedule and/or learning materials) before the course start date.
      f.   The course organizers asked me to share with them my needs or objectives in the course, either before the course or at its start.
      g.   The course was in a language I am **not** fluent in.
      h.   The level of the course was appropriate for a person with my experience and knowledge.
      i.   The course content was **not** interesting.
      j.   The course content **did not** address issues that are important to my work.
      k.   The course covered too many topics for the amount of time allotted.
      l.   I was given the opportunity to provide feedback on my satisfaction with the course.
      m.   The lectures were **not** of good quality.

The next question set refers to your experiences in trying to apply what you learned on the job.

9.   First of all, have you tried to apply what you learned on the job?

        01   Yes **[GO TO Q10]**
        02   No **[GO TO Q11]**

ASK ONLY THOSE WHO SAY 01 IN Q9

10.   For the next set of statements that I read, I'd like you to think about your organization and your work since completing the course. For each statement, please tell me whether you strongly agree, agree, disagree, or strongly disagree. Again, please note that some statements I read will be positive and other statements will be negative.

READ AND ROTATE STATEMENTS.
FIRST STATEMENT SHOULD BE POSITIVE.

        a.   My managers encourage my efforts to use what I learned in the course.
                01   Strongly disagree
                02   Disagree
                03   Agree
                04   Strongly agree
                VOLUNTEERED (**DO NOT READ**)
                97   Not applicable
                99   Don't know / no answer
        b.   My colleagues do not provide me with the support I need to apply what I learned in the course.
        c.   I have the resources, (e.g., equipment, software) to apply what I learned.
        d.   Policies at my organization allow me to apply what I learned.
        e.   I have trouble understanding how to apply at work the theories that I have learned in the course.

ASK ALL

11.   Since completing the course, have you had any follow-up instruction or contact with the people who ran or attended the course?
        01   Yes **[GO TO Q12]**
        02   No **[SKIP TO Q14]**

ASK ONLY THOSE WHO SAY 01 IN Q11

12.   What type of follow up have you had?
Interviewer to read out options and check all that apply.

        01   Communication with the course instructor through an Internet forum or email listserve
        02   Communication with course participant(s) through an Internet forum or email listserve
        03   Other communication with the course instructor
        04   Other communication with course participant(s)
        05   Technical assistance on-the-job
        06   Additional course(s) that built on the learning from this one
        VOLUNTEERED (DO NOT READ)
        97   Other (Specify):_____

ASK ONLY THOSE WHO SAY 01 IN Q11

13.   Please rate the extent to which the follow up has helped you apply what you learned in the course in your day-to-day work. Would you say it was

READ STATEMENTS, CODE ONE ONLY.

    01   Not helpful
    02   Somewhat helpful
    03   Very helpful
    04   Essential
    VOLUNTEERED (**DO NOT READ**)
    99   Don't know / no answer

ASK ALL

14.   Is there anything else you would like to share with me, about the course you took, how it was organized, followed up, or the work environment in which you applied the course content?
    RECORD VERBATIM

IF RESPONDENT UNABLE TO MENTION ANYTHING, <u>PROBE</u>:
"Perhaps you'd like to talk about the positive or negative aspects of the course?" **INTERVIEWER MIGHT ALSO REMIND RESPONDENT ABOUT ITEMS DISCUSSED IN QUESTION 10 AND ASK THE RESPONDENT** "Perhaps you can explain some of your answers in Question 10 a little further?"

ASK ALL

Profiling

15.   Which of the following best describes your level of responsibility within your organization?

    01   I am self-employed
    02   Head of the organization (e.g. Minister, Director, CEO, etc.)
    03   Management (e.g. departmental manager, vice-president, project manager, etc.)
    04   Professional / technical / research
    VOLUNTEERED (DO NOT READ)
    97   Other, specify:_____

16.   Education. **ASK EDUCATION LEVEL AS YOU WOULD NORMALLY DO IN YOUR COUNTRY AND THEN RE-CODE AS FOLLOWS FOR GLOBESCAN.**

    Re-code list:
        01 - No formal education / cannot read or write
        02 - Some elementary school
        03 - Completed elementary school
        04 - Some high school / secondary school
        05 - Completed high school / secondary school
        06 - Some college / university
        07 - Completed university or equivalent / university degree/diploma
        08 - Post-graduate degree
        99 - Don't know / no answer

Thank you very much for your time and input!

INTERVIEWER TO COMPLETE *AFTER THE INTERVIEW*:

17.   Gender
NOTE, DO NOT ASK RESPONDENT
        01   Male
        02   Female

18.   Country
CHOOSE ONE ONLY
        01   Azerbaijan
        02   Bangladesh
        03   Burkina Faso
        04   Mexico
        05   Nigeria
        06   Tunisia

19a.   Which of the following best describes respondent's location:
        01   City
        02   Town
        03   Village

19b.   Record name of respondent's location (e.g., name of the city, town, or village):
        _____

APPENDIX D: MONITORING AND EVALUATION OF TRAINING OUTCOMES IN CLOSED BANK PROJECTS

This evaluation reviewed project appraisal documents (PADs) and Implementation Completion Reports (ICRs) of 38 randomly selected projects with high training content, from 13 desk-review countries, in order to assess the extent to which Bank documents specified training output, outcome and income goals during project design, and subsequently reported on training achievements and impacts. The review also assessed the extent to which PADs reported on the use of a training-needs assessment, or follow-up technical assistance accompanying the training.

Preparing for Training

Twenty-seven out of the 38 projects contained details on numerical training output targets. Ten set numerical targets for all planned taining, and 17 for some training components. All training mentioned in PADs was within the context of project components and had well-elaborated institutional or organizational capacity-building goals, but only five of the PADs specified how training was supposed to contribute to these goals by establishing desired training outputs or posttraining performance indicators. Most projects (22 out of 38) had planned or already completed at least a minimal training-needs assessment in the design phase. Only seven projects noted plans for follow-up technical assistance to ensure transfer of learning to the workplace.

Results of Training

Nearly all (35 out of 38) ICRs reported on numerical outputs for at least some of the project training. Seventeen reported on all numerical outputs listed in the PAD, and 18 reported on some of them. Only 3 ICRs did not mention numerical outputs at all. Conversely, few ICRs reported on the achievement of learning objectives, or on the actual outcomes of the training in terms of changes in workplace behaviors. Less than half (16 out of 38) reported on either training outputs (learning) or outcomes (workplace behavior). Of these 16 projects, 6 reported on the achievement of learning objectives. However, there are no means of verification for this information as none of the ICRs report on whether trainees had been tested for the knowledge and skills they were said to have gained. Only 10 out of the 38 projects identified behavior changes in the workplace (outcomes).

APPENDIX E: SUMMARY OF INTERVIEWS WITH BANK TASK TEAM LEADERS

The evaluation interviewed 43 Bank Task Team Leaders (TTLs) about resources and support that they currently have or need to help them design, supervise, and evaluate training activities in their projects. The 28 TTLs whose projects were located in one of the World Bank Institute (WBI) focus countries (2006) were also asked specifically about their experience with the WBI. In total, TTLs from 15 focus countries were surveyed. TTLs were selected randomly, based on a list of active fiscal 2006 projects with training components. Thirty of the TTLs surveyed were located in Washington, DC, and 13 were located in the field. The original survey questionnaire is included at the end of this appendix.

Sources of and Need for Training Expertise

Eleven out of 43 respondents noted that they had not received any technical advice for training. Figure E.1 shows that 18 TTLs obtained advice from Bank colleagues. Of these, half found the received advice highly satisfactory, while eight found it satisfactory. The second most popular choice for training advice was external consultants: 16 of the 32 TTLs who requested technical advice obtained it externally. Half of these TTLs found it satisfactory, six found it highly satisfactory, and two found it only partially satisfactory. Only 10 of the 43 TTLs with client training component(s) as part of their projects sought technical help from the WBI. Five of those TTLs found the advice highly satisfactory, three found it satisfactory, and two found it partially satisfactory.

When the 32 TTLs who had received advice for training design were asked whether they would find it useful to have more advice for training, 19

Table E.1: Characteristics of TTLs

Manage projects in WBI focus countries	28
Manage projects in nonfocus countries	15
Located in Washington, DC	30
Located overseas	13
Average time at the Bank	12.5 years
Managed projects with significant client training[a]	43

a. In all 30 projects, respondents confirmed that client training was part of at least one project component and necessary to the achievement of the component's objective.

(almost two-thirds) said they would find it very useful, 8 said they would find it somewhat useful, and 5 reported that they would not find it particularly useful. Among TTLs, the preferred source for such advice—chosen from a prepared list of options—was a dedicated unit of experts.

The second-choice answer among TTLs for more expert training advice was an "other" source

Figure E.1: Sources of Training Advice Used by TTLs
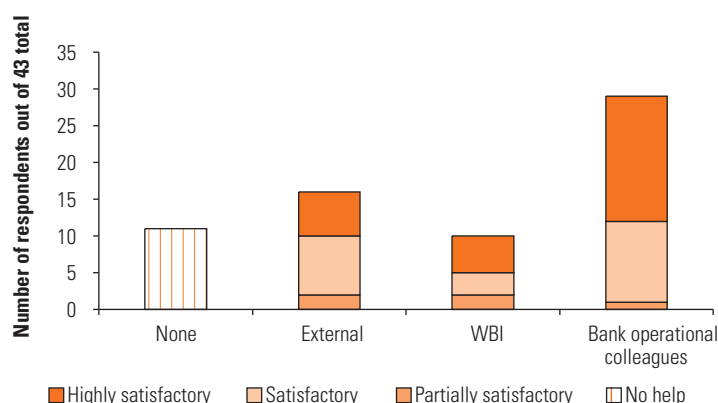
Source: Derived from question 10 in IEG survey of the TTLs.

83

(indicated by the lighter columns in figure E.2): 12 TTLs expressed the desire to have a training expert, preferably a Bank staff member who is knowledgable about Bank processes and organization, and is part of the team throughout the project, especially during the preparation phase. Two others wanted an up-to-date database that is easily accessible and lists training experts with their areas of specialization.

Relationship between WBI and TTLs in WBI Focus Countries

The 28 TTLs from the focus countries were asked whether they used the WBI to provide training within the context of the project they managed.

Figure E.2: Preferred Options for Additional Training Advice
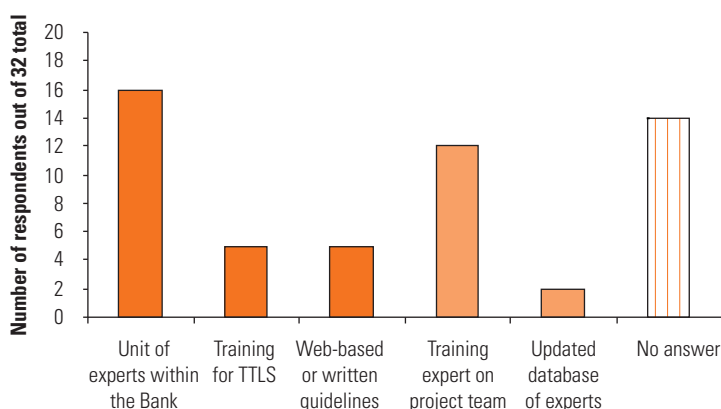
Source: Derived from question 13 in IEG survey of the TTLs.

Figure E.3: Use of the WBI to Deliver Project-based Training in Focus Countries
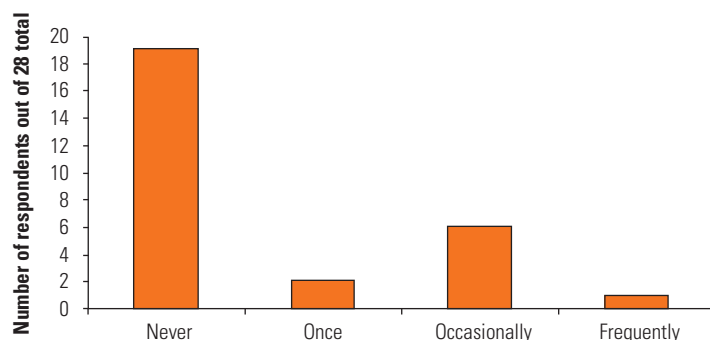
Source: Derived from question 2 in IEG survey of the TTLs.

As figure E.3 shows, most respondents had never used the WBI to provide training.

Furthermore, as shown in figure E.4, most TTLs were aware only of some WBI activities in their sector. Several TTLs (most of whom had answered "some") said they were somewhat aware of what the WBI was doing through emails that it periodically sends out, but noted that they were often too busy to read them in detail. Some stated that the emails were too general, and rarely covered the specific area(s) in which the TTLs work.

Figure E.5 shows how TTLs in focus countries rate their level of cooperation with the WBI. Nine respondents reported they had no cooperation at all. Nine respondents found it satisfactory, and seven found it partially satisfactory. Two respondents found it highly satisfactory, adding that this was the result of excellent personal relationships they had built with individual WBI staff members. When focus countries' TTLs were asked whether they thought the relationship between the WBI and operations in their sector had improved, stayed the same, or worsened over the past two years, most felt it had stayed the same (see figure E.6).[1] Eight thought it had improved somewhat, and eight stated that they did not know enough to answer. Four noted that they were not aware of any relationship between the WBI and operations in their sector.

WBI Use of Operational Resources

TTLs in focus countries were asked two questions to evaluate how much the WBI draws upon their expertise.

First, they were asked whether the WBI had sought their help, as country or sector experts, to design or deliver training that the WBI financed. As shown in figure E.7, most respondents (19) had never contributed to the design or delivery of the WBI's training programs. The nine TTLs who had worked with WBI said that the nature of their collaboration either involved designing a program, or lecturing for a program.

Second, TTLs were asked whether the WBI consulted with them in shaping its training priorities in their sectors, in the countries where they work. As seen in figure E.8, most had never been consulted.

Findings

This survey revealed three broad patterns in the relationship between the WBI and operations.

First, operational staff needs training expertise, but TTLs reported that although they see the WBI as a possible source of knowledge on training, they do not know enough about what it does, or how to tap into its resources. Although all respondent TTLs knew that the WBI gives training courses in a range of topics and countries, 24 said they lacked knowledge about what kind of specific activities the WBI does. When TTLs seek training advice, half of them informally consult with Bank colleagues about their training needs, finding colleagues to be more easily accessible than the WBI. Ideally, TTLs would like to have a training expert be part of their project team, to go on missions with them to help identify training needs and design the training program(s). Sixteen of the TTLs that sought training advice made use of external expertise by hiring training consultants. However, seven TTLs noted that having external consultants is often rather costly, and budget constraints in the preparation phase, when it would be most useful, often rule out this option.

Second, the survey found no evidence that operational staff in the WBI's focus countries have a strong relationship with the WBI. Most TTLs are somewhat aware of WBI activities in their sector and their countries but do not ask the WBI to provide training in their projects, and feel there has been no change in their relationship with the WBI over the past two years. Neither does the WBI tap into TTL's operational knowledge and subject area expertise. Most TTLs in focus countries have never been consulted about training priorities, and most never assisted the WBI in the design or delivery of training courses.

Figure E.4: TTL Awareness of WBI Activities in Their Sectors in Focus Countries
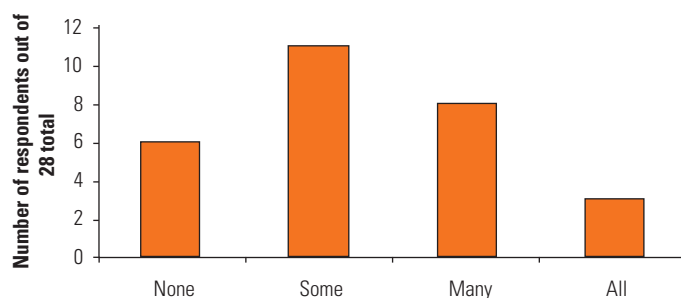
Source: Derived from question 5 in IEG survey of the TTLs.

Figure E.5: TTL Cooperation with the WBI in Focus Countries
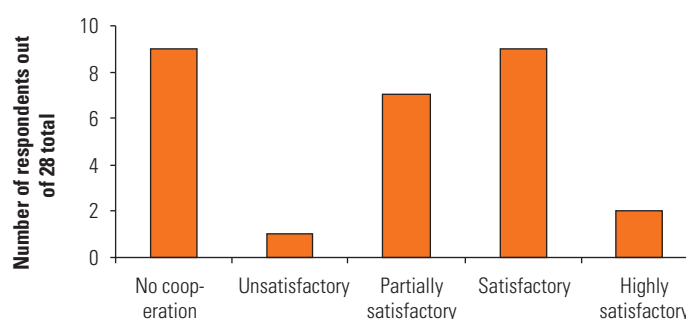
Source: Derived from question 7 in IEG survey of TTLs.

Figure E.6: TTL Assessment of Relationship with the WBI in the Past Two Years
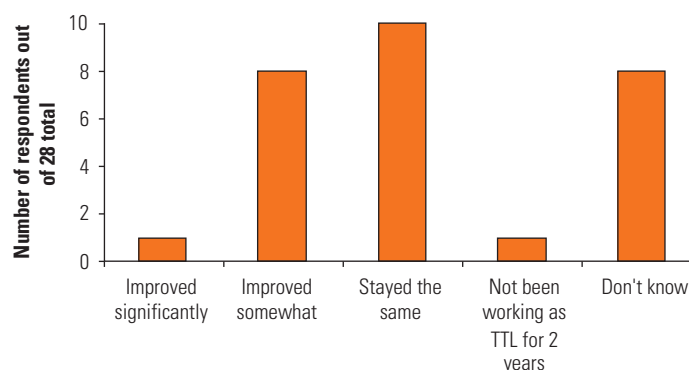
Source: Derived from question 8 in IEG survey of TTLs.
Note: The option "the relationship worsened" was not chosen by any TTL, and therefore does not appear in this graph.

Figure E.7: Extent of TTL Input on the Design or Delivery of WBI Training
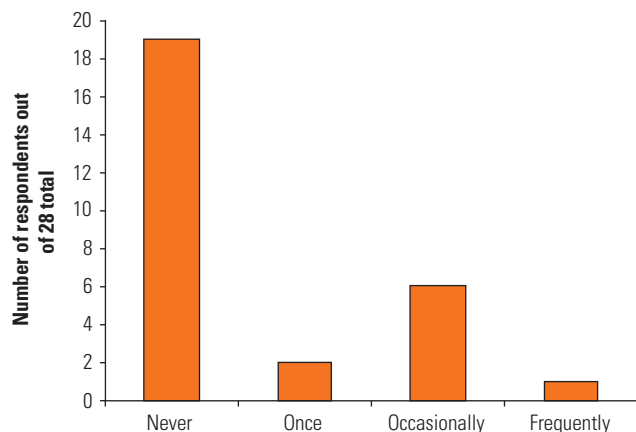
Source: Derived from question 3 in IEG survey of the TTLs.

Figure E.8: Extent of WBI Consultation with TTLs on Training Priorities
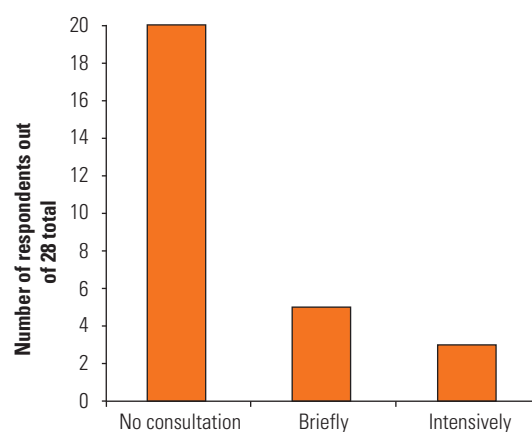
Source: Derived from question 6 in IEG survey of the TTLs.

Finally, there are opportunities to reach out more to operations: 17 TTLs said that the WBI needs to become more involved at the project level, instead of remaining an external, independent knowledge silo. "They make us feel stupid in the field," commented one TTL, "we show up with our training courses for our project, and WBI is also there, conducting a similar training but for their own purposes. This confuses our clients and makes us look like we don't know what the World Bank does." For the WBI to be relevant to operational work, as TTLs believe it should, it needs to be aware of what goes on in operations, and make an effort to tailor its courses to meet the training needs of Bank projects. One TTL suggested that the WBI read operational documents, such as project concept notes, and present ways in which it could help.

Survey of Bank Task Team Leaders for High-Training-Component Projects

This survey is in the context of an IEG evaluation of the relevance and efficacy of WBI and project-financed client training. We are interested to hear your views on whether you have the resources and the support you need in order to help design, supervise, and evaluate effective training. In addition, we would like to hear about your experience with WBI.

This survey will take about 15 minutes. Please be assured that anything you say will be kept totally confidential and anonymous.

Screening questions

1.   Have you managed projects where training is part of at least one project component and is necessary to the achievement of that component's objectives?

        No → Ask ONLY Q3–10 and 16–18 (Skip Q11–15)
        Yes → Ask all questions

WBI-related questions: First, we'd like to ask you about your interactions, if any, with WBI.

2.   Do you ever use WBI to provide training within the context of projects you've managed?
        a.   Never
        b.   Once
        c.   Occasionally
        d.   Frequently

3.   In the role of sector expert and/or country expert, have you ever worked with WBI to design or deliver training that it finances?
        a.   Never [skip to question 6]
        b.   Once
        c.   Occasionally
        d.   Frequently

4.   Could you describe the nature of your cooperation? You can choose more than one.
        a.   I helped them design the program
        b.   I recommended participants or lecturers for the program
        c.   I lectured in the program
        d.   Other _____

5.   How aware are you of WBI activities in the sector in which you work?
        a.   All
        b.   Many
        c.   Some
        d.   None

6.   Over the past year, has WBI consulted with you in shaping its training priorities in your sector, in the countries in which you work?
        a.   Intensively
        b.   Briefly
        c.   No consultation

7.   How would you describe your cooperation with WBI?
  a.   Highly satisfactory
  b.   Satisfactory
  c.   Partially satisfactory
  d.   Unsatisfactory
  e.   Highly unsatisfactory
  f.   I don't have any cooperation with WBI

8.   Over the past two years, do you think that the coordination and collaboration between WBI and Operations in your sector have
  a.   Improved significantly
  b.   Improved somewhat
  c.   Stayed the same
  d.   Became worse
  e.   I have not worked as a TTL for two years

9.   Do you think that the coordination and collaboration between WBI and Operations could be improved? [IF YES] How could they be improved?

Project-related questions

We'd like to now move to the use of training in the context of projects you've managed:

10.   Have you received technical advice in designing training components in your project? If so, where have you obtained this advice?
  a.   WBI
  b.   Network for my sector
  c.   Bank colleagues
  d.   My Region's quality team
  e.   Other _____
  f.   Have not received technical advice on designing training components [Skip to question 15]

11.   How useful was the advice that you obtained?
  a.   Highly satisfactory
  b.   Satisfactory
  c.   Partially satisfactory
  d.   Unsatisfactory
  e.   Highly unsatisfactory

12.   How useful to you would it be to have more technical advice on how to design effective training?
  a.   Very
  b.   Somewhat
  c.   Not particularly

IF A OR B:

13.   What forms of technical advice would you like to have available to you? (Check as many as necessary.)
        a.   Dedicated unit of experts within the Bank on the design and evaluation of training for clients
        b.   Training for TTLs on the design and evaluation of training
        c.   Web-based or written guidelines for effective design and evaluation of training
        d.   Other_____

14.   Please share any other thoughts that you have about how the Bank can support you in designing and managing effective training in your projects.

_____

Demographic information

15.   Sector_____
16.   Field/HQ based
17.   Years in Bank _____

APPENDIX F: SUMMARY OF WBI'S PARTNER TRAINING INSTITUTE SURVEY

The evaluation contracted with an international research firm to survey 30 training institutes worldwide, in order to assess collaboration between the World Bank and its training partners, and to assess the Bank's impact on the capacities of these partners. The research firm conducted telephone interviews with directors or senior officials in 30 institutes, in 21 countries, drawn from a list of 200 contacts (provided by the WBI) of training institutes with which the WBI either currently partners, or had recently partnered, to organize or cofinance courses. The original survey instrument is included at the end of this appendix.

Institutes were screened in advance of the interview to ensure that respondents came from institutes that were in World Bank client countries and that had jointly organized or cofinanced at least one course with the WBI in fiscal 2006. In all, the research firm conducted 30 telephone interviews with individuals from 30 different training institutes, in 21 countries.

Forty-three percent of respondents had partnered with the WBI for one to three years, 33 percent for four to seven years, and the remaining 24 percent had a relationship with the WBI lasting for over seven years. Most participating institutes (67 percent) reported having organized between 1 and 5 courses with the WBI in fiscal 2006. Few institutes (6 percent) had organized more than 10 courses with the WBI in the past fiscal year.

Results

Partner institutes value their relationship with the WBI. Most respondent institutes highly valued

their relationship with the WBI, and described it as "very rewarding," "highly appreciated," "wonderful," "well coordinated," and "very beneficial." Respondents urged the WBI to offer more courses, to a broader audience, and to make training available in more countries.

Partner institutes are satisfied with their relationship with the WBI. More than three-quarters of the institutes surveyed (76 percent) were generally satisfied (strongly agree and somewhat agree) with their institute's interaction with the WBI. Seventy-seven percent were satisfied with their opportunity to advise the WBI on course design and course feedback. Seventy percent reported adequate opportunity to give feedback on their partnership with the WBI. However, results suggest that this satisfaction is "soft." Less than half of respondents do not "strongly agree" that they are satisfied with each of these facets of their relationship with the WBI, indicating room for improvement exists (see figure F.1).

Figure F.1: "I Am Satisfied with the Opportunities My Institute Has"

	Strongly agree	Somewhat agree	Somewhat disagree	Strongly disagree
To give input on course design/content	47	30	17	7
To give course feedback to WBI, post-course	37	40	13	10
To give feedback on our partnership with WBI	47	23	17	13
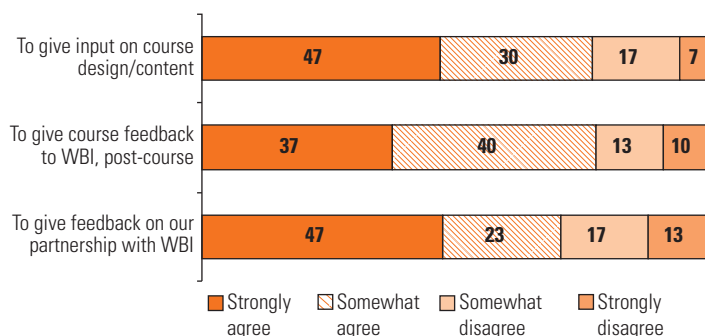
Partner institutes are generally satisfied with the support they receive from the WBI. Partner institutes reported they were generally satisfied with the support they get from the WBI in their day-to-day work. Institutes were particularly positive about receiving sufficient advance notice about new courses (80 percent strongly agreed or somewhat agreed), receiving guidelines for participant selection (77 percent), and receiving training materials in a timely matter (64 percent).

Respondents are less positive (64 percent) about the WBI's capacity-building support. Only 27 percent strongly agreed that the WBI supports building the capacity of its lecturers, suggesting that there is room for improvement (see figure F.2). Several respondents, when asked if there were aspects of their relationship with the WBI that they would like to highlight, spoke of the need to build the capacity of local training institutes. There were different views on how this might play out. For some, this should involve a devolution of responsibilities, away from the WBI, toward institutes and local partners. Others felt that the WBI should improve how it shares its knowledge. Sample quotations from the survey are given below:

> *It seems that WBI wants to execute the project, achieve the goal, and that's it, when what is needed from WBI is to establish a way to strengthen nationally and regionally the programs.*

> *WBI doesn't share its knowledge, training modules, or case studies . . . WBI most of the time takes primary responsibility in all activities.*

> *I wish WBI [would] delocalize and let us participate more.*

> *It was a very good initiative; the World Bank was instrumental but it is about time to move it to the region . . . and have the partners hosting [the conference].*

> *Participants benefit from the courses, but not our institution. We would like to have a partnership that offers us help in development as an institution and in building our own capacity.*

Division of responsibilities between the WBI and its partner institutes can be improved. A slight majority of respondents noted that they were satisfied with the current division of responsibilities (see figure F.3). However, a small majority also said that additional input was needed either from the WBI or from their own institute.

- The partner institute is usually entirely responsible for tasks such as making logistical arrangements (63 percent) and booking and training facilities (50 percent). (Figure F.4.)
- The responsibilities for designing written materials and the program content, and choosing course topics were most likely to be shared between the institute and the WBI.
- Few respondents said their institute is entirely responsible for either providing in-house lecturers (13 percent) or designing course programs or content (13 percent).
- In addition to these tasks, respondents also said they were involved in raising awareness about the courses (that is, marketing), identifying new partnership opportunities, and arranging conferences and training programs.

Respondents noted interest in increasing their influence. This is particularly so in choosing course topics, identifying and selecting participants, and in designing course program and

Figure F.2: Partner Institutes Satisfied with WBI Input

	Strongly agree	Somewhat agree	Somewhat disagree	Strongly disagree
WBI provides sufficient advanced notice for new courses	40	40	7	7
WBI provides sufficient guidelines for participant selection	40	37	13	7
WBI sends training materials in a timely manner	47	17	13	7
WBI assists in building capacity of lectures/coordinators	27	37	27	7

content. Shifting additional responsibility to institutes in these areas may take advantage of their local insight and knowledge of the country's context and training needs. As one respondent said, "To increase the effectiveness of courses is possible through adaptation to local education needs."

Figure F.3: Satisfaction Levels with Division of Labor

Category	Much more from WBI	Somewhat more from WBI	Satisfied	Somewhat more from my institute	Much more from my institute
Designing program/content	3	23	43	10	20
Providing in-house lecturers	7	17	47	7	20
Indentifying/selecting participants	13	10	47	3	27
Indentifying external lecturers	3	20	53	20	3
Choosing course topics		10	53	13	20
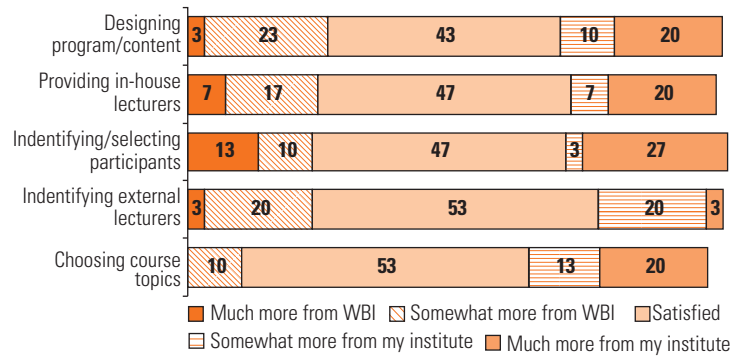
Figure F.4: WBI Rarely Has Primary Responsibility for Training

Category	Entirely my institute	Mainly my institute	Both equally	Mainly WBI	Entirely WBI
Providing logistical arrangements	63	13	10	7	3
Identifying/selecting participants	33	30	30	3	3
Providing/booking training facilities	50	7	13	10	10
Designing written materials	20	30	30	17	3
Identifying external lecturers/trainers	23	27	33	17	
Designing programs/content	13	30	33	20	3
Providing in-house lecturers	13	30	23	20	13
Choosing course topics	20	20	37	10	13

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Survey of WBI-Partner Training Institutes

1. About how long has <**name of training institute**> been partnering with the World Bank Institute?
    _____ years

2. We would like to ask about the extent of your collaboration with WBI. How many courses did you jointly organize and/or cofinance with WBI over 2006?

    01   None (**TERMINATE INTERVIEW)**
    02   1–5 courses
    03   6–10 courses
    04   11–20 courses
    05   More than 20 courses

Please answer the remainder of these survey questions with reference to courses that you have organized with WBI over 2006.

3.   I would like to discuss the nature of your partnership with WBI. I'm going to read you several statements related to different aspects of this partnership. For each statement I read, please tell me who has taken primary responsibility. The response options are:

    01   Entirely your institute
    02   Mainly your institute
    03   Equally your institute and the World Bank Institute
    04   Mainly WBI
    05   Entirely WBI

READ AND ROTATE ORDER OF STATEMENTS.

    a.   Providing or booking training facilities (classrooms, etc.)
    b.   Providing logistical arrangements (coffee breaks, communications with participants prior to course, etc.)
    c.   Identifying and selecting course participants
    d.   Choosing course topics
    e.   Designing course program and content
    f.   Designing written course materials (manuals, etc.)
    g.   Identifying and engaging lecturers/trainers not affiliated with WBI or your institution
    h.   Providing in-house lecturers

4.   Other than the activities we just discussed, does your institute do anything else to organize or assist with WBI training? **[OPEN-ENDED, RECORD VERBATIM RESPONSE.]**

5. On the basis of the division of responsibilities that we just discussed, I would like to hear your perspective on whether your partnership with WBI could result in more effective training if there was a different division of responsibilities. I'm going to read you several statements. For each, please tell me which of the following best reflects your opinion, using the following response options:

    01   Much more input from WBI is needed.
    02   Somewhat more input from WBI is needed.
    03   I am satisfied with the contribution of both WBI and my institute.
    04   Somewhat more input from my institute is needed.
    05   Much more input from my institute is needed.

READ AND ROTATE STATEMENTS.

      a.   Choosing course topics
      b.   Identifying and selecting course participants
      c.   Designing course program or content
      d.   Identifying and engaging lecturers not affiliated with WBI or your training institute
      e.   Providing in-house lecturers

6.   For each of the following statements I read, please tell me if you strongly agree, somewhat agree, somewhat disagree, or strongly disagree.

[READ AND ROTATE ORDER OF STATEMENTS.]

      a.   Overall, WBI provides my institute with sufficient advance notice for planned new courses.
            01   Strongly agree
            02   Somewhat agree
            03   Somewhat disagree
            04   Strongly disagree
      b.   WBI sends course materials to my institute in a timely manner.
      c.   WBI provides sufficient guidelines for course participant selection.
      d.   WBI assists my institute in building the capacity of our lecturers and/or course coordinators.
      e.   I am satisfied with the opportunities my institute is given to provide input on course content and design.
      f.   I am satisfied with the opportunities my institute is given to give course feedback to WBI at the end of courses.
      g.   I am satisfied with the opportunities my institute is given to provide feedback on our partnership with WBI.

7.   Which of the following best reflects the extent to which the courses that you have organized with WBI have charged participant fees?

READ STATEMENTS. CODE ONE ONLY.

      01   None of the courses
      02   Some of them (less than 50 percent of the courses)
      03   Many of the courses (more than 50 percent of the courses)
      04   All of the courses

In closing, are there any aspects of your partnership with WBI that you would like to highlight? Specifically, are there areas in which you believe your partnership could be improved, and/or any aspects of your present collaboration that have been particularly beneficial to your institute? **[OPEN-ENDED, RECORD MULTIPLE VERBATIM RESPONSE.]**

APPENDIX G: ASSESSMENT OF WBI'S ACTIVITY INITIATION SUMMARY FORMS

This analysis evaluated the content of the World Bank Institute's (WBI) Activity Initiation Summary (AIS) forms.[1] A random sample of AIS forms was reviewed to examine the level of detail and specificity of information on training design, content, and objectives in mandatory WBI course-planning documentation.

Data and methodology: From the master list of all 168 fiscal 2006 WBI training activities—in the evaluation's 10 desk-review countries that are also WBI focus countries[2]—a random sample of 61 in-country training activities was generated.[3] The following information was taken from the AIS forms:

- ***Diagnosis***—organizational and/or institutional capacity gaps to be addressed through training, and the reasons why training was determined to be the appropriate response for filling the gaps;
- ***Training-needs assessment***—training needs of the target population;
- ***Participant selection***—desired participant profiles;
- ***Client participation***—information on client consultation in design of training;
- ***Target numbers***—number of individuals to be trained;
- ***Learning outputs***—knowledge and skills to be taught;
- ***Workplace performance outcomes***—behavioral or performance changes that can be expected as a result of the training;
- ***Development impact***—the larger development objective that the training will contribute to (where applicable); and
- ***Monitoring and evaluation***—performance indicators for measuring the achievement results of the course (where applicable).

AISs were rated as having information in any the above categories even when there was only a vague reference. The scores were then collectively tabulated. Table G.1 provides a quantitative breakdown of the various aspects of the results chain of a training program.

Main Messages

There is poor quality control of AISs and lack of a clear results chain. Of the 61 AISs that were reviewed, only two (3 percent of the sample) showed a clear results chain leading from inputs to expected outcomes, outputs, and impacts. Most course details in AISs lacked adequate information about how objectives would be achieved and how to measure the impacts. Only three courses provided monitoring and evaluation indicators to measure results.

The objectives of courses are not realistically defined. The course objectives are very broadly defined and present goals that are beyond the scope of what the course can realistically achieve.

Table G.1: AIS Counts and Percentages, by category

	AIS number (N=61)	Percentage of AIS
Diagnosis	30	49
Training-needs assessment	10	16
Participant selection	2	3
Client participation	56	61
Target numbers	8	13
Learning	47	77
Performance	9	15
Impact	22	36
Monitoring and evaluation	3	5

The diagnostic exercises before the start of courses are insufficient. Although 49 percent of the courses made some reference to capacity gaps, none of them explained why training was the appropriate means to address the capacity gaps or how training could contribute to the expected outcome. Less than 20 percent indicated that a training-needs assessment was planned or implemented to ensure that the training delivered was the most relevant to the given situation or context.

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Myriam Waiser, Consultant, Education Specialist, WBIHD

APPENDIX I: LIST OF PROJECTS IN COUNTRY REVIEW STUDIES

					Implementation Completion Report	
Project number	**Country**	**Project name**	**Bank approval date**	**Closing date**	**Outcome[a]**	**Institutional development impact[b]**
P075016	Bangladesh	Public Procurement Reform	05/02/2002	06/30/2007	—	—
P049790	Bangladesh	Export Diversification	06/01/1999	06/30/2004	Satisfactory	Modest
P050751	Bangladesh	National Nutrition Program	05/25/2000	08/31/2006	Moderately unsatisfactory	Moderate
P069933	Bangladesh	HIV/AIDS Prevention	12/12/2000	12/31/2007	—	—
P035673	Burkina Faso	Community-based Rural Development	11/30/2000	06/30/2007	—	—
P000309	Burkina Faso	Basic Education Secondary project	01/22/2002	06/30/2008	—	—
P071443	Burkina Faso	Competitiveness and Enterprise Development	03/04/2003	06/30/2008	—	—
P078596	Burkina Faso	Administration Capacity Building Project	03/22/2005	02/28/2011	—	—
P077602	Mexico	Tax Administration Institutional Development	06/18/2002	06/30/2007	—	—
P070108	Mexico	Savings and Credit Sector Strengthening and Rural Microfinance Capacity Building Technical Assistance	07/02/2002	12/01/2007	—	—
P057531	Mexico	Second Basic Education Development Project	03/21/2002	06/30/2004	Satisfactory	High
P050945	Tunisia	Education Quality Improvement Program 1	06/27/2000	08/30/2006	Satisfactory	Not rated
P005750	Tunisia	Agricultural Support Services Project	06/26/2001	12/30/2008	—	—
P055814	Tunisia	Export Development Project 1	05/20/1999	09/30/2004	Satisfactory	High
P005745	Tunisia	Second Training and Employment	06/13/1996	06/30/2003	Satisfactory	Substantial
P005741	Tunisia	Higher Education Reform Support Project 1	03/17/1998	12/31/2004	Satisfactory	Modest

a. The standard scale for ICR Principal Performance Ratings includes: highly satisfactory, satisfactory, unsatisfactory, and highly unsatisfactory.
b. Possible ratings include: high, substantial, modest, and negligible.

WBI Programs
Bangladesh
Bangladesh Central Bank
Poverty Monitoring
Trade Negotiations
Burkina Faso
Rural Development
Social Protection
Mexico
Public Sector Governance Program: Open and Participatory Government course
Urban and Local Government Programa: Electronic Governance and Municipal Headstart courses
Private Sector Development Program: Corporate Social Responsibility course

This appendix provides a more detailed response to the IEG review. The review seeks to assess training for capacity development provided through Bank-financed projects and by the World Bank Institute (WBI). Management appreciates IEG's attention to client training programs that the Bank sponsors and believes that the evaluation report contains much of value regarding training design and implementation. However, this is an ambitious effort, given what are typically substantial differences in objectives, scale, and form between project-financed training and WBI training. In Management's view, the evaluation could have better acknowledged these differences, and it finds issues regarding the comparisons of outcomes and impact between the two fundamentally different cases. Additionally, the Bank has many other important training programs—those provided through partnerships such as the Cities Alliance; the program for building statistical capacity in the Development Economics (DEC) group; the Treasury's Reserve Asset Management Program; and the growing volume of nonproject external training provided by Regions and Networks—most of which are closer to the type and intent of training provided through WBI than is project-financed training. Regrettably, this review missed the opportunity to examine these programs. This appendix presents Management's general observations on WBI and training provided through operations supported by the Regions. A related document with specific chapter-by-chapter comments on the review is available on this evaluation's Web site at http://www.worldbank.org/ieg.[1]

Management's Views on the Overall Analysis and Conclusions

The report provides an informative summary of design and implementation issues related to training for capacity development. Management concurs that improvements are needed with respect to pedagogical design; linking training to follow-up and other support for change; and designing content and determining participation, when feasible, on the basis of diagnoses of organizational and other capacity constraints. Many of these points are relevant for most learning activities. Management also agrees with IEG's assessment that monitoring and evaluation (M&E) of client training should be improved, but it would note that this M&E can be done only by the partner countries where the training takes place. The role of the Bank (and of other donors) is to help countries strengthen their capacity for M&E. Management notes that strengthening M&E capacity is a general issue that goes beyond training and is part of the Bank's overall results agenda.

Reservations with Regard to the Findings and Conclusions. Despite the evaluation's contributions, Management has serious reservations about a number of the findings and conclusions in the report.

- ***Training versus capacity development.*** As the review notes, the Bank and other donors support capacity development in many ways in addition to training, including support for policy and institutional change, technical assistance, long-term sectoral engagement often linked to operations, joint economic and sector work (which is becoming the norm), and physical investment in buildings and equipment. Improved capacity is measured by, among other things, higher quality of public services, reduced transaction costs, more efficient ser-

vice delivery, and achieving international performance standards. Despite the review's acknowledgement of the wider scope of capacity development, it tends to define its measure of changes in workplace behavior as measuring capacity development.[2]

- *The evaluation framework.* IEG's evaluation framework assumes that training should always achieve monitorable and measurable changes in workplace behaviors. Such an assumption is inappropriate for the many activities that provide clients with information about policy options or emerging global issues and that are likely to contribute to development objectives in the long run.[3]

- *Methodological foundation.* Outcomes and impact are judged mostly on the basis of client surveys with a low response rate and a limited number of field visits.[4]

- *Evidence basis.* Interpreting and using the data go beyond what the data can show.

Evaluation Model. Management considers IEG's evaluation model to be inappropriate for evaluating the different types of training provided with Bank support. The evaluation sets out to examine training that had "as its ultimate goal building the capacity of organizations or institutions to achieve development objectives, rather than individual learning for its own sake." The evaluation sought to answer the question, "To what extent did Bank-financed training have an impact on the capacity of target institutions and organizations?" Management agrees that project-supported and WBI-provided training is not for individual learning for its own sake. Nonetheless, individual learning is a key foundation for building capacity, and the way in which training translates into behavioral change and workplace performance varies substantially across different training methods, immediate training objectives, and the timeline expected for institutional and organizational impact.

Context and Tone. Finally, Management is concerned about the omission of valuable contextual information that puts the Bank's efforts into perspective and about the way some of the evidence is presented. Management

agrees that there is room for improvement, but the evaluation does not provide benchmarks that place the Bank's efforts and outcomes in perspective. It does not report comparative data from other organizations' training results with respect to organizational impact, the Bank's and WBI's own historical trends (how the results compare with what was achieved before), or information about the difficulty of the work itself. Although the evaluation provides a review of benchmark organizations, it does not compare the results to any objective standards of acceptable level of results for the type of work performed. As the *Standards for Evaluation in the UN System* notes, an "explanation of context contributes to the utility and accuracy" of evaluations.[5] Describing and acknowledging the challenges of this context would put the Bank's accomplishments—as well as the opportunities for improvement—into perspective.

Management's Views on Analysis and Conclusions Relating to WBI

WBI supports the development of country capacity by addressing constraints in three areas: (a) the enabling environment or societal level; (b) institutions and policies; and (c) organizational resources. WBI's instruments include training, learning that blends online training with face-to-face exchanges, nonlending technical assistance, peer-to-peer learning, knowledge-exchange sessions, publications, web portals, workshops, and networking events. These activities and products are usually targeted at individuals and groups who can serve as catalysts for change, and they aim to expose participants to, and raise their awareness of, innovative approaches to development; disseminate best practices; and consider policy alternatives. The literature on adult learning, including much of the literature mentioned in the evaluation, shows that raising awareness is a valid objective for training and is often the first step in the process of organizational change. The box below describes some of WBI's nontraditional training work.

Choice of Activities for Review. The evaluation does not distinguish among the different

Box J.1: Examples of WBI's Nontraditional Learning Programs

WBI facilitated the efforts of the government of Madagascar to prioritize and initiate action on its poverty reduction strategy through a series of cabinet retreats, workshops, and peer exchanges that fundamentally changed the government's approach to implementation of its strategy. Similarly, WBI has supported the establishment of parliamentary networks such as the African Parliamentarians Network against Corruption, which facilitates information exchange among parliamentarians. An example of a WBI program aimed at organizational capacity development is its support to the Community Development and Investment Agency of the Kyrgyz Republic, which aims to build capacity at the regional/local government levels to implement intergovernmental fiscal reforms outlined in the proposed poverty reduction strategy grant. The IEG study fails to cover these kinds of programs, which are typical of WBI's portfolio of work.

objectives and modes of WBI's activities. IEG limited its focus to training that (a) has specific learning objectives; (b) is held away from settings other than where knowledge is to be applied; and (c) is conducted by lecturers, trainers, or facilitators; and it specifically excluded "on-the-job technical assistance, learning among peers, and events whose primary purpose is networking, rather than learning." Application of these criteria led IEG to exclude many of the objectives and modes of WBI's learning programs. However, in the end, the review examined many activities that do not appear to match IEG's criteria. For example, IEG examined 60 randomly selected Activity Information Summaries (AISs) that summarize the purposes of each WBI activity. However, almost 50 percent of IEG's sample included AISs that seemingly did not meet IEG's initial criterion because the events were "knowledge-exchange" activities whose primary objective was the exchange of information, knowledge, and experience among peers rather than having a specific learning objective.[6] Judging activities on whether they contribute to an "ultimate" goal of building organizational and institutional capacity regardless of their immediate objectives is akin to judging all projects on their "ultimate" impact on poverty reduction and growth, regardless of their immediate objectives. These sampling issues may affect the survey sample as well, which was developed on the basis of lists of participants, without first assessing the objectives of the activities they attended.

Coding of Activities. The origins of the differences in understanding regarding the purpose of WBI

activities may lie in the fact that during most of the evaluation period all of WBI's activities were coded within the Bank as External Training (TE), regardless of their primary purpose. This situation has been addressed, and WBI now uses a broader and more accurate range of work codes than were used during the evaluation, including nonlending technical assistance (NLTA) and "knowledge products" (KP).

Comparison of Project-Supported and WBI Training. The IEG evaluation compares project-supported and WBI training and finds a 10 percentage point difference in the training's contribution to "substantial" positive changes to work performance. Yet the evaluation does not thoroughly examine the critical contextual differences between project-funded and WBI training. The report rightly highlights the fact that "successful capacity building often requires a multipronged approach that addresses resource, incentive, and human capacity," and that "it is difficult to disentangle the impact of training from the impact of other interventions enabling the achievement of capacity building goals." Project-supported training is embedded in other interventions that typically provide additional resources (for example, buildings and equipment) and powerful incentives for change (project agreements and long-term engagement), whereas WBI's interventions may not be directly linked with such interventions. Although the data indicate that resource support is clearly an important condition, there is little analysis about how other resources support capacity development. Furthermore, the evaluation

ignores the considerable differences in cost and size among training events and also between WBI training and Bank-supported projects that, in most cases, have wider objectives supported by several components besides training, and therefore it does not consider the cost-effectiveness of either.

WBI's M&E Functions. Management further notes that although the report emphasizes the importance of M&E, IEG is critical of the advanced M&E functions that do exist within WBI.[7] Like all of the "benchmark" organizations that IEG identifies as models of best practice, WBI's evaluation group (WBIEG) is internal to WBI, and its methods appear to be equal to or better than those of the comparator organizations cited by IEG. In fact, IEG's own approach to measuring outcomes is similar to the one that WBI pioneered in 2001. More importantly, IEG states that WBI *systematically* monitors at the program level only the number of participant training days. This is incorrect. WBI completed five program-based evaluations of outcomes between FY03 and FY07, and another is scheduled for completion in early FY08. Systematic evaluation does not imply universal coverage. IEG criticizes the lack of specific program-level learning functions of the evaluations WBI has conducted and fails to mention the internal accountability and management such evaluations also support. IEG does not acknowledge the variety of purposes that evaluations are intended to address.

Management's Views on IEG's Recommendations

Management agrees with the broad thrust of the report's recommendations in principle. However, Management notes that they require further analysis on the way to implementation.

Guidance to Staff. IEG recommends that the Bank develop guidance for training, including the assessment and evaluation of training. Management sees the need to nuance the recommendation on the basis of cost, objectives, and utility under different circumstances and types of training functions. In its analysis of training M&E

in chapter five, for example, IEG does not distinguish among the different types of activities under review, and therefore among the appropriate levels of M&E. Specification of performance indicators and skills to be taught may be neither feasible nor appropriate for a three-day knowledge-exchange activity on policy alternatives for high-level public officials. In contrast, performance indicators would be essential for an extended in-service teacher training program. Rather than applying a standard approach to every activity, regardless of objectives, what is vitally important for every operation is to work with partner countries (including through training) on the quality of their design and implementation of the components; to assist them in designing cost-effective measures of key outputs and outcomes that are commensurate with the training objectives; and to assist them in impact analysis where appropriate and cost effective.

WBI's Mandate. Management acknowledges IEG's contribution to the discussion on WBI's mandate. However, the discussion and debate about the nature of WBI's mandate is a long-standing one and will not be resolved by this review. WBI's mandate will, of course, be covered in the process of formulation, review, and roll out of the Bank's long-term strategy, specifically its "knowledge business line."

Detailed Recommendations for WBI. Management finds the recommendations regarding WBI appropriate for some of WBI's lines of business but not for all training. In particular, the recommendation that all of WBI's training must be based on comprehensive assessments of target organization(s)/institutions(s) done in cooperation with clients, and only after securing financing for implementation of learning, is inapplicable under many circumstances. For example, WBI sponsors knowledge-exchange forums and policy debates whose objective is to raise awareness and provide policy options for the client to consider on a quick-turnaround, on-demand, and fee basis; in such cases, comprehensive assessments are neither feasible nor appropriate.

WBI Work on Improvements. Management agrees that improvements are needed in the Bank's support to client training, and WBI is already addressing pedagogy, learning-needs analysis, design, and follow-up. WBI's country-focused and long-term programmatic work is also evolving. Both were designed to improve alignment and synergy with Bank operations and to capitalize on information already available (notably priorities in Country Assistance Strategies and sector and organizational needs) to design relevant and ongoing capacity-building services.

Results Framework for WBI Activities. Finally, in consultation with Operations Policy and Country Services (OPCS), WBI has recently developed and is piloting a results framework for assessing the design, monitoring, and evaluation of all its activities, including those directly aimed at organizational and institutional capacity building. The framework captures six outcomes of external training and knowledge sharing: awareness raising; skill enhancement; facilitating consensus and teamwork; helping clients formulate strategies, policies, and plans; helping clients implement strategies, policies, and plans; and fostering networks. Elements of the framework are being institutionalized Bankwide for external training and knowledge-sharing activities in FY08. The framework will also be used to extend M&E for assessing WBI's nonlending technical assistance work beyond the systematic evaluations conducted by WBIEG.

Executive Summary

1. Management notes that, while it finds much of the evaluation useful, it has reservations regarding (i) the use of a model that assumes that all training is directly aimed at changing workplace behavior, which is inappropriate for training and knowledge-sharing activities aimed at providing clients with information and raising their awareness regarding, for example, policy options or emerging global or country issues; and (ii) methodological and data issues that call for more caution in presenting the findings and reaching conclusions. See the Management Response.

Management Response

1. *Using Training to Build Capacity for Development: An Analysis of Project-Based and WBI Training,* Independent Evaluation Group.

2. IEG notes that this evaluation considered learning about policy options and emerging global issues to have positive outcomes insofar as the learning was used to inform workplace decisions. The participant survey was designed to capture such outcomes through a combination of close-ended and open-ended questions, with the latter specifically aimed at eliciting all training outcomes relevant to the workplace.

3. IEG notes that all conclusions in this evaluation are based on a triangulation of evidence from various sources, including results from WBIEG's own participant surveys; interviews with Bank task team leaders, country team members, and WBI staff; comparison of Bank practices with international best practice, as determined through a literature review; and extensive interviews with stakeholders in the field.

Chapter 1

1. IEG 2005, p. 9.

2. WBI, "About the World Bank Institute," World Bank, http://www.worldbank.org/wbi.

3. See appendix A for the details on the costs of training and the rating of training content in projects.

4. Because Bank documents often do not track training expenditures separately, these sector results are based on a random sample of 179 projects for which training costs could be estimated. The sample size within each sector is not large enough to test for statistical significance.

5. The breakdown by investment project type is based on a random sample of 179 projects. Only one financial intermediary loan was in the sample of projects reviewed and is, therefore, not reflected in the graph.

6. The sample of projects within each investment loan type was not large enough to determine statistical significance.

7. The WBI also carries out limited nonlearning client-capacity-building activities. For example, in fiscal 2006, WBI did one piece of economic sector work and 12 nonlending technical assistance activities, in addition to offering 812 client-learning events (World Bank Institute 2006b). WBI nonlearning activities were not reviewed as part of this evaluation.

8. WBI 2006c.

9. Peer-to-peer learning or vocational training may also contribute to the overall client development capacity but was excluded from this evaluation, which focuses on the impact of the training delivered, as part of WBI or operations country programs with organizational and institutional capacity-building goals.

10. This evaluation did not look at the cost-effectiveness of Bank-financed training or compare costs of WBI training with that of other training providers. Direct unit cost comparisons between training courses are not meaningful. Depending on training goals and conditions, $100 per participant training day may be reasonable in some cases, while $10 per participant training day is unduly expensive in others.

11. IEG 2005, p. 7.

12. UNDP 2006.

13. Available on this evaluation's Web site at http://www.worldbank.org/ieg.

Chapter 2

1. As noted in chapter 1, the six-country survey was used to provide evidence primarily about workplace performance outcomes. Respondents were not asked whether their training had achieved its learning goals because it could not be assumed that participants were aware of the specific learning goals of their training. For similar reasons, participants were not asked whether their training had contributed to organizational capacity.

2. WBIEG 2004.

3. The difference between the WBI and project respondents on their ratings of positive changes to work functions is significant at the 95 percent confidence interval using a *t*-test for proportions.

4. Question 6b of the survey questionnaire (see appendix C).

5. WBI 2007a.

Chapter 3

1. Question 8 in the six-country survey instrument (see appendix C). For further details on training management processes rated in the field studies, see appendix A.

2. For the complete survey questionnaire, please see appendix C.

3. Results of the analysis of the importance and performance of training-process factors, and the methodology used, are detailed in appendix C.

4. The difference between WBI and project respondents on this rating is significant at the 95 percent confidence interval.

5. Chambers 2002.

6. Reid and Barrington 1994.

7. Baldwin and Ford 1988.

8. Reid and Barrington (1994) found that the use of structured exercises and case studies helps the transfer of knowledge gained in the training to real-life situations.

9. WBIEG 2007c.

10. Stammers and Patrick 1975; Missika 2006.

11. Studies carried out of Xerox Corporation's training programs showed that, in the absence of follow-up coaching, 87 percent of the skills-change brought about by the program was lost (Rackham 1979; Phillips 1983), leading the researchers to conclude that "However good your skills training in the classroom, unless it's followed up on the job, most of its effectiveness is lost" (Rackham 1979, p. 13). Rackham mentions, however, that in the Xerox case, training—the purpose of which was to enhance knowledge—generally showed a much smaller loss than skills-building when follow-up was missing. Rackham asserts that these two types of learning are different in this regard.

12. Taylor 2001.

13. For further information on diagnostic methods for capacity assessment, please refer to IEG 2005; Missika 2006; Bramley 1996; Reid and Barrington 1994; and Taylor 2003.

14. Higher levels of ownership may be associated with the fact that these countries borrow on International Bank for Reconstruction and Development terms rather than receive grants, but this hypothesis was not tested as part of this evaluation.

15. Research has shown that training-needs assessment is one of the most important steps in training development because it provides the basis for decisions about who should be trained and in what subject area. Training-needs assessment is also critical to the formulation of adequate training and learning objectives. See Salas and Cannon-Bowers 2001.

16. WBIEG 2004, p. viii.

17. Missika 2006; PRIA 1995; FIT 1983.

Chapter 4

1. Determinations about the importance of support from managers and colleagues were made based on analysis of respondent ratings of the following survey questions: "My colleagues provide me with the support I need to apply what I learned in the course" and "My managers encourage my efforts to use what I learned in the course." For more details on the drivers analysis methodology, see appendix C.

2. UNDP 2006, p. 7.

3. Participants were asked to comment on the availability of material resources in two ways in the survey. First, as reflected in table 4.1, participants who stated that training did not have a significant impact on their work were asked to cite the primary reason why. One of the possible options given was lack of availability of material resources. In a separate question, all survey respondents were asked to comment on the availability of material resources. Results from this question are cited in table 4.2.

4. Ford and others 1992; Baumgartel and Jeanpierre 1972; Baumgartel, Reynolds, and Pathan 1984; Wexley and Thornton 1972; Baldwin and Ford 1988; Huczynski and Lewis 1980; Axtell and others 1996; Hand and others 1973.

5. WBIEG 2007, p. 21.

Chapter 5

1. At the time of this evaluation, an AIS was the only document required for all WBI training programs.

2. Good ratings for monitoring and evaluation, overall, were given only to training offerings with adequate level-3 evaluations, providing evidence on the extent to which learning had been implemented in the workplace.

3. Four of the eight WBI training programs reviewed in field studies did use more detailed level-1 questionnaires, which asked about specific course modules. However, these were all distributed by WBI-partner training institutes, which chose to use the WBI's own, more detailed questionnaires rather than the WBI's optional questions.

4. WBIEG 2007b.

5. WBIEG 2006.

6. Country Program Briefs are strategy documents prepared annually for each WBI focus country. This data was compiled for a draft WBIEG evaluation of WBI Country Program Briefs. The evaluation was pending clearance from WBI management at the time of release of this evaluation.

7. These statistics are based on a review of WBI course offerings in all 10 WBI focus countries—Bangladesh, Bosnia, Burkina Faso, Guatemala, Lao People's Democratic Republic, Mexico, Nigeria, Philippines, Sri Lanka, and Turkey—out of the 13 countries selected by this evaluation for desk review.

8. WBI 2007b.

Appendix A

1. The WBI selects a group of "focus countries" in which it develops multiyear, country-specific training programs, which are linked to Bank operations, and evaluates impacts. Focus countries are selected in consultation with the Regions, and are based on a number of criteria, most notably, the maintenance of a mix of middle-income and lower-income countries, a high level of demand for WBI programs from the client and country team, and countries where knowledge and capacity development are key elements of the Bank's country strategy. WBI had 36 focus countries in fiscal 2006.

2. The evaluation team undertook a pilot mission to the Lao People's Democratic Republic to test possible approaches. After the mission, the methodology and criteria for the evaluation were significantly altered.

3. The evaluation team recognized that different forms of participant selection are appropriate in different contexts. For example, a competitive selection process was judged to be important for high-quality training, whereas in other contexts, widespread, noncompetitive participant selection was considered to be optimal. In all cases, however, participant selection strategies were evaluated according to whether the strategy was linked to the organizational capacity-building goals.

4. As detailed in chapter 4, there is considerable evidence that participant reaction, as determined through level-1, end-of-course questionnaires, do not correlate with learning or with workplace behavior change. As such, the presence of level-1 questionnaires was not evaluated as adequate monitoring and evaluation.

5. Adequate outcome evaluation (that is, evaluation of training-participant behavioral change) was considered to be the most important type of evaluation to conduct as a way to understand the impact of training on organizational capacity. As such, good (green) evaluation ratings were awarded only to programs that conducted such outcome evaluations or are planning to do so at the appropriate time. Level-1 (reaction) and Level-2 (learning) evaluations were considered valuable only to the extent that evidence was found that evaluation results affected future training design or follow-up strategies.

6. The sample was statistically significant at the 95 percent confidence interval.

7. Because of the small number of projects in each sector, some sectors were grouped together in the analysis. The sectors that were grouped were the Economic Policy and Public Sector; Financial and Private Sector; Social Development, Social Protection, and Gender; Transport; Global Information Communication Technology; Energy and Mining; and Water and Sanitation (called Infrastructure).

8. The WBI's definition of client training includes conferences for sharing knowledge and building awareness, regional and global dialogues, seminars, workshops, study tours, and training courses.

9. Motorola University conducts internal training and by contract, training for employees of other companies. The practices reported here are those for internal training.

Appendix B

1. Missika 2006.
2. Salas and Cannon-Bowers 2001.
3. Taylor 2003.
4. Taylor 2003; Loos and others 1999.
5. PRIA 1995; FIT 1983; and Taylor 2003.
6. Missika 2006; PRIA 1995; and FIT 1983.
7. Adapted from the Canadian School of Cadets Instructors by the Canadian Centre for International Studies and Cooperation and the Rural Development Services Centre in Vietnam.
8. Taylor 2001; Stammers and Patrick 1975.
9. Gist and others 1991; Marx 1982.
10. Warr, Bird, and Rackam 1970; Stufflebeam and others 1980.
11. Kirkpatrick 1959.

Appendix C

1. Principal-components analysis groups individual survey questions together, based on how respondents answer them, to identify patterns in the data for correlation analysis.

2. On a 5-point scale, ratings between 1 and 2 constitute a "poor" rating, between 3 and 3.5 is considered "average," and 3.5 and above is considered "good to excellent."

3. Discriminant function analysis is a statistical technique that accurately predicts program success or failure through the analysis of participants' ratings of different course attributes. The predictive strength of the driver is treated as an indicator of importance. For example, a respondent may claim the course had a substantial positive impact on his or her work functions. Discriminant function analysis then enables establishing a link between the respondent's stated outcome of course impact and how he or she rated the course on each of the tested attributes. The stronger the predictive power of course attributes, the higher the importance of the driver overall.

Appendix E

1. The other half of respondents who had an opinion noted that it had improved.

Appendix G

1. AISs are filed by WBI task managers to initiate a training activity. It is the only document that WBI task managers are required to submit. End-of-event reports are not mandatory, but are recommended when there are emerging lessons from an event that may benefit colleagues working on training design and content.

2. The courses from the following 10 countries were included in the AIS review: Bangladesh, Bosnia and Herzegovina, Burkina Faso, Guatemala, Lao People's Democratic Republic, Mexico, Nigeria, the Philippines, Sri Lanka, and Turkey. Azerbaijan, Tunisia, and Uganda were excluded from the sample because they were not WBI focus countries. At the suggestion of the WBI, the summaries included training programs from all WBI product-line codes (including knowledge exchange, skills building, and policy service) because the codes were not found to differentiate meaningfully among types of training. The assumption was made that all in-country WBI training courses have objectives beyond that of individual capacity building and thereby fall within the scope of this evaluation.

3. The sample of 61 training courses was representative of all WBI fiscal 2006 courses in the 10 desk-review countries.

Appendix J

1. "Chapter-by-Chapter Management Observations on Methodological and Interpretation Issues."

2. IEG notes that the evaluation states that the World Bank helps build capacity through a variety of complementary means, of which training is one. The objective of this evaluation is to examine how training contributes to building client capacity. The evaluation focuses on workplace outcomes as a necessary but insufficient condition for training to contribute to capacity development objectives.

3. IEG notes that this evaluation considered learning about policy options and emerging global issues to have positive outcomes insofar as the learning was used to inform workplace decisions. The participant survey was designed to capture such outcomes through a combination of close-ended and open-ended questions, with the latter specifically aimed at eliciting *all* training outcomes relevant to the workplace.

4. IEG notes that all conclusions in this evaluation are based on a triangulation of evidence from various sources, including results from WBIEG's own participant surveys; interviews with Bank task team leaders, country team members, and WBI staff; comparison of Bank practices with international best practice, as determined through a literature review; and extensive interviews with stakeholders in the field.

5. *Standards for Evaluation in the UN System,*

http://www.uneval.org/indexAction.cfm?module=Library&action=GetFile&DocumentAttachmentID=1496.

6. IEG notes that the evaluation looked only at WBI activities that conformed to the evaluation's definition of training. It was decided to include courses under the "knowledge exchange" product line after an IEG content review of a sample of WBI courses in all product lines, and in light of consultations with WBI on this issue. Management notes that there appears to have been some misunderstanding during the consultations about which WBI activities fit the definition of the evaluation. As explained in paragraph 8 of this appendix, this may stem in part from the use of the same administrative code by WBI for all training and knowledge exchange activities until recently.

7. See, for example, Cristina M. Ling, Heidi S. Zia, Basab Dasgupta, and Izlem Yenice 2007. *The Effectiveness and Impact of WBI FY01-05 Activities: Results from 25 Focus Countries.* Report No. EG07-126. Washington, DC: World Bank Institute.

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(*) Included in the evaluation literature review.

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