

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 *Bank documentation inadequately specifies training objectives.* 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.

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

Monitoring of Bank-financed training is consistently poor.

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

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.

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

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.

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

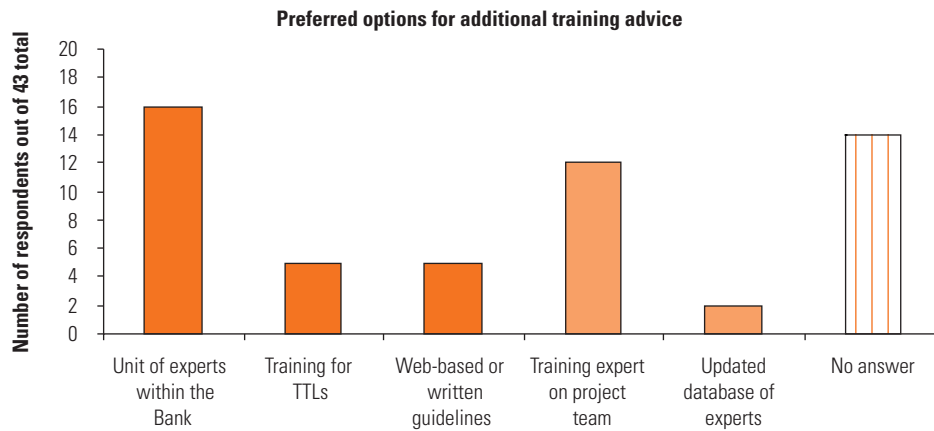
Project-based client training programs do not benefit from sufficient expert advice on design and implementation issues. In a survey of 43 randomly selected TTLs, all of whom had managed training in the context of their projects, most reported the need for more technical help in designing and supervising 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).

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

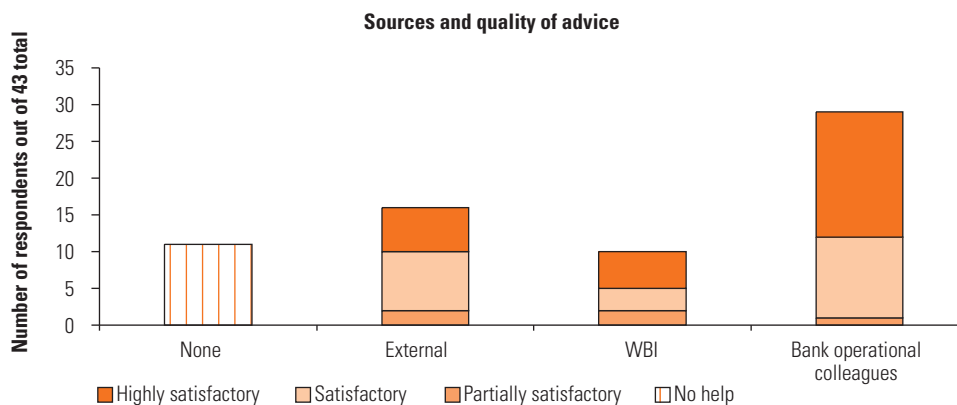
TTLs reported that they did not generally use the WBI or view it as an important in-house resource for training support. When TTLs did need advice on training, they were far more likely to go to other sources of expertise than to WBI staff (figure 5.2).

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



Source: IEG survey of 43 TTLs.

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



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

Bank country teams are satisfactorily consulted on WBI training programs.

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.

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

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

- 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

Source: Partner institute survey.

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].”

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.

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.

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