

4. Review of Project-Financed and WBI Training in Mexico

4.1 Country Overview

3. Mexico is undergoing a political-institutional transition and an economic transition. The election of President Vicente Fox in July 2000 marked an important shift toward increased political pluralism and a more effective separation of powers, providing more checks and balances to the power vested in the President. Public decision-making is broadly shared among different political parties. But because no single political party holds a majority in either house of Congress, the executive has had limited success in securing legislative approval of its reform proposals. Mexico administers its public finances and expenditures well compared with other countries, although it still faces fiscal challenges related to its contingent liabilities and limited tax income. The government has maintained tight fiscal policies, largely meeting its annually established fiscal targets and setting objectives for further, medium-term fiscal consolidation.

4. Several of Mexico's institutions need strengthening:

- Avenues that civic society can use—especially members of vulnerable groups—to enforce accountability for the political system
- Regulation to increase transparency and anticorruption in public procurement and financial management
- Civil service reform and a fiscally viable pension system for public sector workers
- More efficient tax collection to raise revenue
- Incentives governing the functional and fiscal framework for decentralization
- Improving the capacities of sub-national governments, including strategy design and investment planning for economic development, results-based and efficient expenditure management to improve services provided to the poorest population, procurement and financial management, tax administration, crime and violence prevention, and justice administration
- Better standards governing the judicial system

4.1.1 Country Assistance Strategy

5. The World Bank's most recent country assistance strategy for Mexico (March 2004) identifies these priorities for World Bank assistance:

- Reducing poverty and inequality (income dynamics, social protection, education, health, basic infrastructure, and housing, with a focus on excluded groups—women, indigenous populations, and the rural poor)
- Increasing competitiveness (trade, financial services, infrastructure and logistics, structural unemployment, judicial and bureaucratic procedures, quality and innovation, small and medium-sized enterprises, and agriculture)
- Strengthening institutions (channels for civic society to hold government accountable, transparency and anticorruption, government personnel—civil service and pensions, tax

generation, intergovernmental fiscal framework, capacities of sub-national governments, and the justice system)

- Promoting environmental sustainability (environmental governance, management of water and forest resources, environment and health)

4.2 Training Overview

6. This study examines six training programs financed by three World Bank projects and three training programs sponsored by the World Bank Institute (WBI). The following is a description of the training programs reviewed in this field study. Ratings for project-based training programs have been given to each of the six programs individually, although the discussion that follows on training often refers to the 3 projects as a whole, rather than to their individual component training programs. Further details on all of these training programs and their ratings can be found in the training program matrices at the end of this chapter.

7. All WBI training programs reviewed were conducted in cooperation with a local training provider, the privately funded, nonprofit Instituto Tecnológico y de Estudios Superiores de Monterrey (ITESM). All three were distance learning courses that are repeated on a regular basis as part of ITESM's annual course schedule. Course instructors come from ITESM, WBI, and external sources. WBI takes the primary responsibility for updating courses annually on the basis of consultations with ITESM and international experts. For two of the three WBI courses listed below, registration was open to any interested candidates willing to pay course fees. For the Corporate Social Responsibility Course, no fees were levied and participation was open.

4.2.1 WBI Public Sector Governance Program: Open and Participatory Government

8. This program (referred to in this report as the Open and Participatory Government course) focuses on establishing the conditions for the public sector to deliver quality public services consistent with citizen preferences and to foster private market-led growth while prudently managing fiscal resources. Participation is open to the public, but the Secretariat of the Public Administration invites mayors and federal institutions to participate. More than 2,000 participants have taken the course so far. The objective of the course is to provide strategies for identifying main corruption problems in municipal government, deciding on priorities for action, and designing programs.

4.2.2 WBI Urban and Local Government Program: e-Governance and Municipal Headstart

9. This program (referred to in this report as the e-Governance course) focuses on strengthening the governance and professional management of Mexico's cities. More than 10,000 participants have taken the course so far. The training program was designed for new municipal officials, but it does not target specific municipalities and is entirely demand-driven. The course disseminates conceptual guidance and lessons from practices that promote responsive (matching public services with citizens' preferences), responsible (efficiency and equity in service provision without undue fiscal and social risk), and accountable (to citizens for all actions) public governance in developing countries.

4.2.3 WBI Private Sector Development Program: Corporate Social Responsibility

10. This course includes topics such as ethical, accountable, and transparent corporate governance and how corporations can play constructive roles in supporting solutions to problems such as peace, poverty alleviation, or environmental quality. The target audience is operational managers and their supervisors in any business that is interested. Training for this course is provided solely by WBI, and ITESM played only a logistical role. Approximately 1,500 participants have taken the course thus far.

4.2.4 Second Basic Education Development project

11. The project began in March 2002 and closed in June 2004. The project was the second phase of a three-phase adaptable program loan (APL) designed to support the Government of Mexico's compensatory education program. Four training programs were reviewed in the context of this project:

- Initial education: this program targeted parents and initial education promoters, training some 3,603 educational promoters (with 27,071 trained in earlier projects and a 20 percent staff turnover rate) and 1.1 million parents with the goal of improving the quality of basic education for students, and, for parents, of developing better childrearing and early childhood education skills.
- Teacher Training Centers (Centros de Maestros y Recursos—CRMs): this program supported the operation of 34 teacher training centers strategically located in rural areas near the project schools, where teachers can take, at their own convenience, standardized distance learning courses in multigrade pedagogic techniques and intercultural bilingual education.
- Technical pedagogic assistants (Asistentes Técnico Pedagógicos—ATP): this program trained 5,306 technical pedagogic assistants in 37,278 primary schools in 31 states, with the objective of modifying teaching practices by introducing more problem-solving using the “school project” as a key tool to identify problems, plan, implement, and evaluate activities that aim to solve learning problems.
- Parent-school associations (Asociación de Padres de Familia—APF): training supported a project component establishing parent school associations in 59,190 preschools and primary schools. This program targeted parents of children who are in school, providing training in home economics, good parenting skills- including how to help children with their homework, and how to administer resources for the school—including basic concepts about participation and social oversight, community participation in school decision-making, and participation in the school project as a tool for organizing schools.

4.2.5 Tax Administration Institutional Development Project

12. The project began in June 2002 and is expected to close June 2007. The project aims to improve tax compliance and reduce evasion of internal national taxes in order to increase government revenues by increasing the efficiency and effectiveness of the Government of Mexico's Tax Administration Service (Servicio de Administración Tributaria, or SAT). The training program reviewed for this study supports a comprehensive re-engineering of the SAT,

using as its basis a sophisticated framework called the Integral Solution. Key to the Integral Solution is a system of databases and programs that redefine functional positions and their skill and knowledge requirements. The objective of the training was to teach Integral Solution project team members to use computer-based databases and processes. More than 100 courses have been organized so far for 1,000 Integral Solution users.

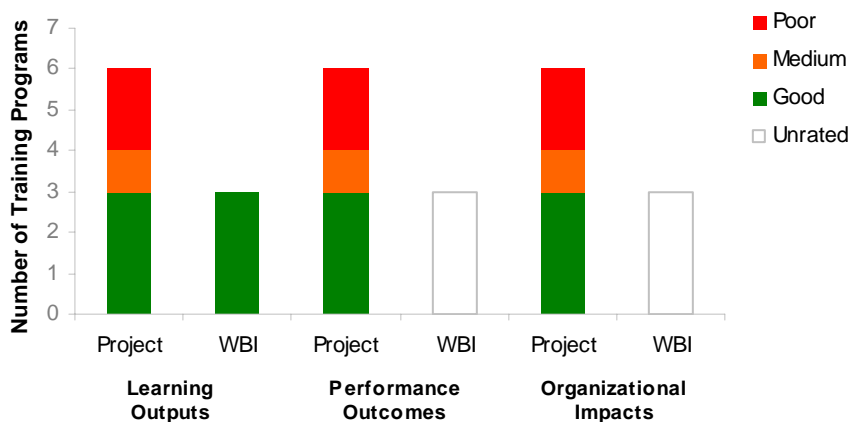
4.2.6 Savings and Credit Sector Strengthening and Rural Microfinance Capacity Building Technical Assistance Project

13. This project began July 2002 and expected to close in December 2007. Five-thousand six hundred savings and credit institution (SCI) staff were trained in accounting and accounting migration, risk management, credit portfolio management, governance, and internal control to help achieve the project goal of improving the financial stability and outreach capacity of SCIs nationwide. SCIs must pass a certification to become standard, accredited financial institutions. On-site technical assistance helps SCI staff apply what they learned in the courses and prepares them for the certification.

4.3 Evaluation of World Bank–financed Training

14. Training results were rated for learning outputs, individual workplace performance outcomes, and development impact (Figure 7).¹

Figure 7: Mixed Performance on Training Results Criteria



15. Half of the project-based training programs earned good ratings on learning outputs, one received a medium rating, and two performed poorly. All WBI training courses received good ratings on this dimension.

16. None of the three WBI training courses could be rated on workplace performance outcomes or development impact because courses had open enrollment and only anecdotal information was available on the effects of training on workplace performance.

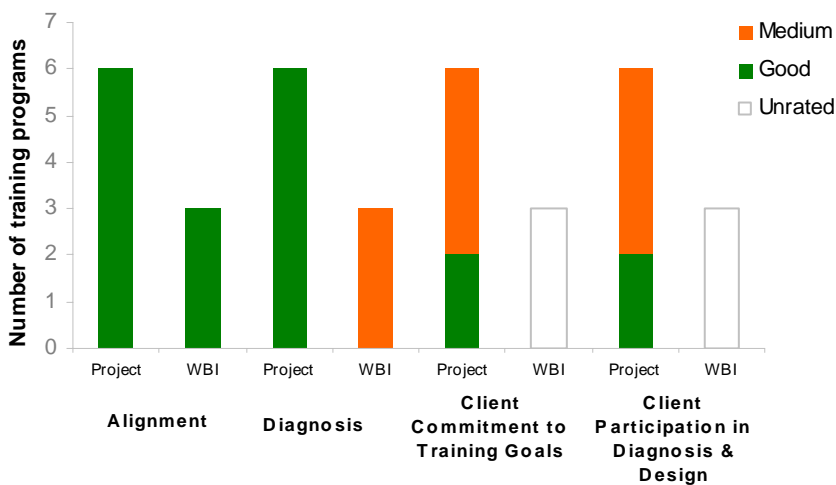
¹ For complete details on ratings criteria, see the methodology section of this report.

17. Three out of the six project-based training programs received good ratings, one received a medium rating, and two received poor ratings for workplace performance outcomes. Similar ratings were awarded for development impact, because it was found that changed workplace performance of training participants had substantial effects on their organizations in all of the project-based training programs reviewed. Training associated with the Basic Education project received poorer ratings than other projects. Poor to medium outcomes could be attributed to training design flaws detailed in the below discussion.

4.3.1 Relevance

18. Five criteria were used to assess relevance: alignment with CAS goals, diagnosis of capacity gaps, client commitment to training objectives, and client participation in diagnosis and design of training (Figure 8).

Figure 8: Performance on Relevance Criteria Ranged from Good to Medium



19. The WBI works in close collaboration with ITESM to conduct needs assessments; and to define course objectives, content, and delivery. Courses have no substantive prerequisites and are open to anyone able to pay ITESM fees. All courses demonstrated high completion rates: the Public Sector Governance program had an average completion rate of 60.6 percent, the Urban and Local Government Program demonstrated 95 percent, and the Private Sector Development program had a 72 percent completion rate. Such completion rates suggest that training was relevant, at least to some degree, to the participants and their organizations.

20. Overall, project-based training components received good ratings on alignment with the CAS and diagnosis of capacity gaps, but they performed less well on client commitment to achievement and client participation. WBI training courses received good ratings on alignment, medium ratings on diagnosis, and could not be rated on client commitment to achievement and client participant in diagnosis for reasons explained below.

4.3.2 Alignment of Organizational Goals with World Bank and Government of Mexico Priorities as Reflected in the CAS

21. Alignment of the goals of training with the CAS and the government's priorities was uniformly good. Because CASs are broadly written, the parameters within which projects must fit in order to be considered aligned with the CAS are wide. In addition, because Mexico is a middle-income country with access to international financial markets, it borrows from the World Bank only to the extent that the World Bank supports its priorities.
22. The three WBI training programs were also well aligned with the CAS. The WBI program is an annex in the most recent Mexico CAS, reflecting Mexico's status as a WBI focus country and WBI-country unit efforts to jointly agree on a program.

4.3.3 Diagnosis of Training Needs

23. Training for all project-based programs was correctly identified as a necessary condition for achieving the development objectives of these projects. In other words, the projects did not mistake an incentive, resource, or organizational problem for a training problem. For example, re-engineering the SAT occurred via a sophisticated framework called the Integral Solution. The Integral Solution used a system of databases and computer programs that supported changes in mission and performance standards and redefined functional positions and their skill and knowledge requirements. In this context, training was not sufficient, but it certainly was necessary. Training was supported by other capacity-building interventions identified through the diagnosis.
24. The Savings and Credit project, building on recent legal and regulatory reforms enacted to rationalize this sector, helped prepare SCIs for certification. SCI staff needed training in modern banking practices such as auditing, financial transfers, valuation of assets, and governance if their organizations were to qualify for certification.
25. All three WBI programs conducted only a modest diagnosis of training needs, as reflected in the WBI's Country Program Brief for Mexico. Participation in the training courses depended on demand, and the WBI presumed that participants would make their own assessments of the relevance and utility of the specific training course given their circumstances. The WBI introduced its Corporate Social Responsibility course in response to ITESM's suggestion. The topic broadly fit the CAS priorities, and ITESM saw the topic as one for which demand was increasing and, thus, it wanted to position itself in the market as having the expertise to offer that type of training. However, the decision to fund training for the three courses reviewed was not based on an in-depth diagnosis of specific organizational needs and capacity gaps, or even, for the most part, targeting of specific organizations with the greatest need, or the greatest strategic value to achieving development goals.

4.3.4 Client Commitment to Training Objectives and Involvement in Diagnosis and Design of Training

26. Two project-based training programs received good ratings for client commitment to training objectives and client involvement in diagnosis and design of training, with the other four receiving medium ratings. The WBI courses were unrated for these categories due to lack of a specifically designated client.

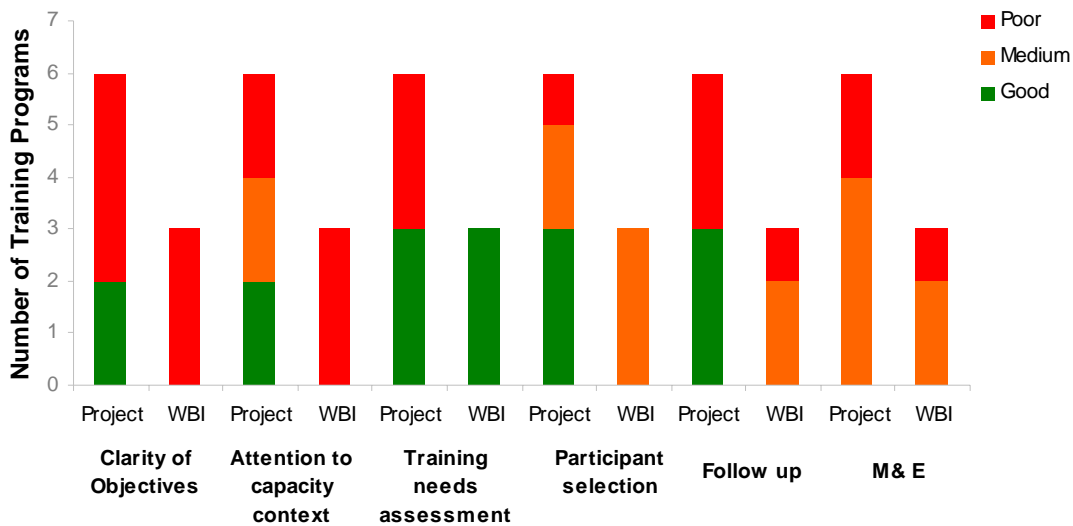
27. The central Government of Mexico is fully committed to its World Bank–financed projects, including those reviewed for this evaluation. For example, the Tax Administration project supports a comprehensive re-engineering of the SAT. SAT’s management knew what it wanted to accomplish, and the World Bank supported the SAT’s objectives with financing and technical help. Similarly, the Basic Education project was designed to align with an ongoing government program that World Bank staff members believed was an effective instrument for extending preschool and basic education to poor communities and improving educational quality.

28. In decentralized training programs, however, the commitment to training goals was often weak at the state or regional level. For example, the Basic Education project consulted a wide range of stakeholders during the preparation phase of the projects to ensure that clients at all levels were committed to training objectives. However, implementation was decentralized to the 31 Mexican states, which have high rates of staff turnover. The commitment of state government staff to the overall project, including its training components, varied significantly over time and between states.

4.3.5 Effectiveness of Training Processes

29. Effectiveness of the training process was assessed according to the following criteria: clarity and specificity of training objectives, attention to capacity context, training needs assessment, strategic participant selection, curriculum/pedagogy, follow-up, and monitoring and evaluation (Figure 9).

Figure 9: Quality of Training Process



4.3.6 Clarity and Specificity of Training Objectives

30. Training workshops or courses were assessed for the extent to which their objectives specified the knowledge and skills trainees were expected to learn, the performance change the learning was expected to generate, and related key performance indicators.

31. Clarity and specificity of training objectives received poor ratings in all but two of the training programs reviewed. All three WBI programs specified the knowledge and skills that trainees should learn, but they did not specify the performance changes the learning was expected to produce. No indicators were established that could be used to measure performance changes. Similarly, the Basic Education project received poor ratings. Only the number of people to receive training was specified in project planning documents. Information on what participants were expected to learn and how their new skills and knowledge were expected to change their workplace performance, as well as performance indicators of these projected changes, were either missing or they were described only in general. For example, the learning objective for training the parents of children aged 0–4 years was “better childrearing and early childhood education skills.” There was no detailed description of what specific learning was needed, nor was there a specification of what behaviors this learning was supposed to change or how one would measure success or failure.

4.3.7 Attention to Capacity Context

32. Training programs were assessed to determine the extent to which (1) adequate resources and incentives existed for the implementation of learning in the workplace context; (2) where these did not exist, training was accompanied by properly sequenced interventions to address these capacity gaps; and (3) the sustainability of training was secured, where relevant, by building local training capacity. The Tax Administration and the Savings and Credit Sector Strengthening projects received good ratings on this criterion. The Second Basic Education Development project presents a mixed picture, with two training programs rated poorly on this criterion, and two rated medium. All WBI courses received poor ratings.

33. The Tax Administration project contained supportive incentives for individuals to learn and to apply what they learned. Performance indicators for SAT management were used to monitor the performance of SAT’s units and trained staff. This system was described in interviews as the motivational “glue” for the Integral Solution. In addition, as part of the Tax Administration Institutional Development program, the SAT evaluated all staff against the new performance requirements associated with the Integral Solution before they entered training, and shed staff that it judged would not be able to improve their job performance to adequate levels through training.

34. In the Savings and Credit Institution training program, BANSEFI, the central agency overseeing the reform of savings and credit institutions, recognized that the low wages these institutions pay would result in relatively high turnover rates and a consequent loss of training gains. It tried to mitigate this problem for rural institutions by subsidizing 50–70 percent of their salary costs in their first 3 years of operations. The project also funded the development and initial operating costs of the modular technology platform that provided a package of core banking services for the savings and credit institutions, such as accounting systems as required by Mexican law.

35. The Basic Education project had a mix of negative and positive incentives for individuals to learn and to apply what they learned. The National Education Program, the umbrella for the World Bank–financed education projects in Mexico, was constrained by red tape and excessive regulation of expenditures. The program was implemented by the states, which suffered from a disruptive turnover in staff. Notwithstanding these difficulties, two of the four specific training

programs in the Basic Education project were based on at least some supportive incentives. For example, the initial education component trained initial education promoters and parents of children aged 0–4 years. Parental training occurred in the context of the passage of a law that made preschool compulsory and free. The law required that preschool be extended to rural and remote areas that overlapped with communities targeted by the project. Several incentives reinforced the training of parents who were members of the parent-school associations. One incentive was monetary support that association members could use for small civil works and infrastructure improvement at their schools. Another was the allocation of various powers to the associations—for example, the power to certify the attendance of teachers and to plan for and implement school refurbishing, maintenance, and improvement.

36. All of the WBI programs received poor ratings on attention to capacity context because none of the programs attempted to assess or address the capacity constraints that could undermine the effectiveness of training. This is reflective of the ITESM-WBI model, which provides sole training to individuals who choose to register for their courses rather than providing comprehensive capacity building support to targeted organizations.

4.3.8 Training Needs Assessment

37. Performing a needs assessment is a fundamental component of good training design. Once a diagnostic exercise has identified human capacity gaps that need to be addressed, a training needs assessment should determine the present abilities of training participants relative to capacity building goals and the teaching and learning that must occur to close any gaps that are found.

38. All three WBI programs performed satisfactory training needs assessments. WBI and ITESM use several sources of information: 1) existing diagnostics for Mexico—for example, poverty assessments, anti-corruption and governance indicators, and public expenditure reviews; 2) consultations with the World Bank’s country team; 3) ITESM’s Level 1 evaluations of earlier rounds of courses; 4) surveys of training alumni; 5) meetings with experts in the field; and 6) market studies to determine whether and how much the market will pay for training in a given area. For the e-Governance course, ITESM periodically meets with associations of local governments to determine their needs and sends out questionnaires to people on their mailing lists.

39. Training needs assessments were satisfactory in three out of six project-based training programs. In the Tax Administration project, the SAT defined competencies a person would need for each functional position, placed them within a national vocational qualifications framework, and then assessed staff members’ skills (both “hard” and “soft”—e.g., teamwork) relative to the competency requirements. Course content was devised on the basis of these assessments of needs, with participants being matched to particular courses depending on their particular skill and knowledge gaps.

40. Multiple sources of information were used to assess the training needs of the Savings Institution project:

- Requirements of the laws on Savings and Popular Credit

- Results of the evaluation of each SCI² that revealed skill and knowledge gaps in SCI staff
- Terms of Reference for consultant trainers, which specified training needs, and which were sent to the SCIs for their feedback
- Trainers who delivered SCI training courses and identified previously unrecognized training needs; this feedback affected the next cycle of training courses
- BANSEFI-conducted federation surveys about additional training needs.

41. Needs assessments were not conducted for three of the four training components in the Basic Education project. Lack of a training needs assessment in the Initial Education program resulted in training being at an inappropriate level for the 20 percent of parents who were illiterate and had difficulty understanding the texts.

4.3.9 Strategic Selection of Participants

42. On the criteria of participant selection, three project-based training programs received good ratings, two project-based programs and all WBI programs received medium ratings, and one project-based program received a poor rating.

43. The Savings and Credit Sector Strengthening project received a medium rating for its selection of participants. BANSEFI defines the functional profile of participants targeted by a given course and the experience and knowledge that individual participants should have, the SCIs choose participants, and the federations (regional oversight organizations) monitor the profiles of participants sent by the SCIs. Selection by SCIs is usually, but not always, appropriate; SCIs sometimes choose individuals to receive training only because an individual can be spared from his or her work. This is a particular problem for small SCIs for two reasons: 1) given their small total staff, having one person out of the office in training leaves a significant hole; and 2) each staff member in a small SCI performs several functions, and that person should attend multiple training courses. BANSEFI has tried to adjust training schedules to reduce time conflicts and would like to use Web-based training that SCI staff can access at their own pace, but the SCIs with the most acute participation constraints are in rural and remote areas and they lack satellite and Internet connections.

44. The criteria for selecting participants for the four training activities in the Basic Education project were unevenly specified and enforced, resulting in a medium rating. For example, it is not known how participants were selected to be trained as initial education promoters (i.e., training of trainers). Although criteria were specified for selecting participants for the pedagogic assistant training, state officials rarely used those criteria. All teachers in rural schools targeted by the project were eligible for distance learning in the teacher training centers; however, their participation was voluntary, and there seems to have been little strategic outreach to this group.

45. All WBI courses received a medium rating on participant selection. Participants in WBI courses self-select on the basis of what they think they need and can use. This strategy has both benefits and weaknesses. The demand-driven nature of participant selection enables participants

² SCIs were evaluated on three sets of performance indicators and classified into one of four categories: (1) they qualified for certification into the new legal system and may require assistance to modernize and expand outreach; (2) they require capacity building to make them eligible for certification; (3) they require major restructuring (e.g., merger with or acquisition by another SCIs); or (4) they are unviable and will be liquidated.

to decide for themselves whether training is valuable to them and their organizations and thus makes it more likely that participants will be committed to implementing skills and knowledge acquired. However, this selection method is poorly suited to a strategic focus on particular organizations or for achieving the specific development objectives of the World Bank and the Government of Mexico as efficiently as targeted participant selection would allow.³

4.3.10 Curriculum/Pedagogy

46. The Tax Administration and Savings and Credit Sector projects used a pedagogy that supports a learner's efforts to solve problems through a process in which participants first learn concepts, then concepts/procedures, and then procedures. All courses included projects and exercises to help participants bridge the gap between the training course and their work. The Savings and Credit Sector Strengthening project in Mexico used highly practice-oriented pedagogical techniques to train more than 5,000 SCI representatives. Presentations by mentors were combined with group activities and practical exercises about real-life cases. Training was structured in an initial series of courses 10 days long, followed by a series of shorter courses addressing 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 in which they had to apply what they learned.

47. The curriculum/pedagogy for all four training activities in the Basic Education project varied widely from state to state. Each state was expected to use national guidelines to define its annual training program as well as training content and strategies. Each state was expected to submit its annual training program to the Secretariat of Public Education and CONAFE, the unit within the Secretariat in charge of compensatory programs for underserved communities. No information could be found on the nature of the "national guidelines for the implementation of training activities," whether the states submitted their annual work plans to CONAFE, or whether CONAFE checked that these plans were consistent with the guidelines. The training for parents in the initial education component lacked a solid theoretical base. There were communication problems, confusion about setting priorities between topics, and variance in the quality of the training materials. The curriculum for initial education promoters consisted of 24 booklets that promoters were expected to use to train parents, but the individuals who prepared these booklets only sometimes knew the topic and often lacked the field experience they required to customize the content to the promoters' teaching situation. Cascade training was used to train the pedagogic assistants. State-level assistants received 1 week of training, but the content was compressed into 3 or 4 days for local-level assistants. Assessments showed considerable loss of information. The content of the training for parent-school associations was broadly specified, but no information was available about the pedagogy used.

48. ITESM's impressive curricular and pedagogic strategy is worth an extensive description. Content was structured around problems that must be solved in the workplace and feasible solutions based on good practice examples around the world. For the Open and Participatory Governance and the e-Governance courses, ITESM assembles a teaching team that consists of professors/lectures and tutors; and a design team that includes an instructional designer, graphic

³ Occasionally a "class" consists of an entire organizational unit, perhaps with the organization paying the course fees. For example, the Secretariat of Public Administration invited mayors and federal institutions to participate in the e-Governance course.

designer, media producer, and Web editor, with systems developers, technical support staff, and multimedia staff as needed. All content and exercises are practical and heavily action-oriented. Content is structured around problems that must be solved in the workplace. The alternative solutions presented are good practice examples from around the world. ITESM and WBI interact intensively over course content, with WBI providing materials, subject matter expertise, and international experience. Course instructors come from ITESM, the WBI, and external sources. The WBI takes the primary responsibility for updating courses yearly on the basis of consultations with international experts.

49. ITESM uses a Web-based, interactive distance learning platform (WebTech) to deliver courses. Pedagogy design anchored in the cognitive sciences about learning: problem-based learning, project-oriented learning, the case method, collaborative work, simulations, questioning techniques, and group discussions. In ITESM's student-centered pedagogy, the learner is supported by professors/lecturers, tutors, learning materials, a digital library, collaborative networks, and individual learning activities. In addition to the course instructor, each participant has a tutor who works face-to-face and via the Web with participants, providing scaffolding for the participant's learning. All courses involve projects, and many involve teamwork on a project or portfolio with completed tasks being turned in over time. On average, individual study constitutes 60 percent of the course hours, with team/project work constituting 40 percent. For example, in the public sector governance course, participants must present a project that can be implemented in their institutions for combating corruption. These projects are presented to a committee that includes representatives of donor organizations. Those that implement good projects designed in the course may be given the opportunity to present their experience at WBI courses around the world.

4.3.11 Post-training Follow-up

50. International experience shows that to effectively apply learning, participants generally need access to at least modest post-training mentoring or technical assistance once they are on the job. Three of the project-based training programs received good ratings on this indicator. Two of the WBI programs received medium ratings, and three project-based programs and one WBI program received poor ratings.

51. The Tax Administration project provides refresher training or an e-learning system for trained staff and managers who score poorly on defined performance indicators. The Savings and Credit Sector Strengthening project combines training courses and on-the-job technical assistance delivered through 6 consultant firms, each of which hires about 50 individuals who work directly with the staffs of the SCIs at their place of work. The consultants help staff customize and apply the knowledge they learned in the training courses to their institution's particular circumstances.

52. The WBI's Corporate Social Responsibility course contained no post-training follow-up and received poor ratings on this dimension. The WBI's Open and Participatory Government and the e-Governance courses received medium ratings for their post-training follow-up; for these courses, ITESM sets up a forum to keep participants in touch with ITSEM and each other. The sessions are satellite-based, with an expert addressing specific topics relevant to the course in which the participants were enrolled. ITSEM also sets up a virtual collaborative forum where participants share their experiences or ask questions. This forum is used primarily during and

after the satellite sessions. Also, a tutor is provided for every 20 participants, and is required to answer questions and provide comments on submitted work within 24 hours.

4.3.12 Monitoring and Evaluation

53. The final training process criteria assessed the extent to which the training design included monitoring and evaluation of course quality, learning, and the effect that training had on workplace behavior as well as the extent to which monitoring and evaluation findings were used to shape future training, where that was applicable. Performance on this indicator was worse than on any other training process, with four project-based training programs and two WBI programs receiving medium ratings and the remainder receiving poor ratings. In particular, only one of the training programs reviewed adequately evaluated training program outcomes (i.e., the effects of training on workplace performance). The Initial Education, Parent-Teacher Association, and Tax Administration programs were the only ones to satisfactorily collect information on training outcomes (i.e., the effects of training on the workplace behavior of trainees).

4.4 Bank Performance

54. Representatives of the country management unit, sector management units, and the WBI all stated in interviews that the coordination between WBI and the country team in identifying WBI training priorities within the CAS process has improved. However, representatives of the country management unit were of the opinion that WBI's sector and thematic groups are unresponsive to emerging needs, but the WBI argues that it lacks the resources to develop new areas of expertise or to hire experts in response to unplanned needs.

55. All parties also agreed that there is little coordination between the WBI and operations personnel in designing and implementing either WBI training or project-financed training. The country team is expected to finance 25 percent of WBI activities in Mexico using project supervision budgets, country team-managed trust funds, or in-kind and financial contributions from the Mexican government using project resources. However, cofinancing has not created a working relationship between the country operations team and the WBI. Where WBI training activities are selected because they fill gaps remaining by the projects and analytical and advisory assistance, the lack of coordination between the two parties is understandable. However, when WBI has resources relevant to operations that are not used or vice versa, the lack of coordination is inefficient.

56. One positive aspect of Bank performance is the WBI's work to build the capacity of ITESM. The WBI has helped enhance the ability of ITESM to establish a sustainable training capacity in both the Open and Participatory Governance course and the e-Governance course. It works with ITSEM to define course objectives and content, identifies international experts when lecturers are needed, it identifies good-practice examples from around the world, and shares materials with ITESM. This cooperative relationship is strongly valued by ITESM.

4.5 Matrix Rating of World Bank Training Programs in Mexico⁴

Evaluative Dimension	Second Basic Education Development Project			
	Initial Education	Teacher Assistance		Parent Schools Associations (Asociacion de Padres de Familia—APF)
		Teacher Training Centers (Centros de Maestros y Recursos—CRM)	Technical Pedagogic Assistants (Asistentes Tecnicos Pedagogicos—ATP)	
1. Training Results				
	<p>1.3 million parents of children 0–4 years of age; 27,071 initial education promoters trained, but with 20% annual turnover; 3,603 initial education staff trained. Parents: Findings indicate that learning occurred; however, learning outcomes were compromised for a share of the parents. About 20% of most parents being trained are illiterate. The language used in the texts was complex, and parents had difficulty understanding. Training was not long enough to cover all content. Promoters: Partially satisfactory outcomes. Although promoters must pass their initial training course to be assigned a</p>	<p>37 CRMs established; only 35% of indigenous teachers completed a national course, compared with 70% national average. Problematic learning outcomes imply poor effects of training on workplace behaviors.</p>	<p>The number of ATPs trained is unknown; however, by the end of the 2003–2004 school year, 147,973 teachers had received pedagogic assistance. It can be inferred from the “Evaluacion de la Operacion de la Red de Asesoria para la Calidad Educativa” that the learning objectives for ATPs were poorly met. The evaluation found that there was a need to: (1) strengthen the supervision and training of technical assistants; and (2) design a more practical program of technical assistance for teachers. Problematic learning outcomes imply poor effects of training on workplace behaviors.</p>	<p>Parent school associations were established in 59,190 preschools and primary schools. It can be inferred that parents were able to use their learning and the monetary supports for parent associations to improve children’s outcomes. A sophisticated impact evaluation shows that Apoyo a la Gestión Escolar (AGE, or school management support), which consists of training and monetary supports to parents, has positive effects on children’s educational outcomes. The connection to these outcomes could be that AGEs help create a better learning environment that induces higher school attendance and improves</p>

⁴ Rating Scale: Green = good; orange = medium; red = poor.

Evaluative Dimension	Second Basic Education Development Project			
	Initial Education	Teacher Assistance		Parent Schools Associations (Asociacion de Padres de Familia—APF)
		Teacher Training Centers (Centros de Maestros y Recursos—CRM)	Technical Pedagogic Assistants (Asistentes Tecnicos Pedagogicos—ATP)	
	<p>community for 1 or 2 school years, a study found that training risked overwhelming promoters because of the large amount of content and number of skills they had to master.</p> <p>Parents: A study focused on initial education found that children of mothers who received training attended school with more confidence; the incidence of violent behavior toward children declined; and mothers' interactions with each other during the course helped them deal more effectively with their communities and other members of their families.</p>		<p>The flawed training for ATPs implies suboptimal implementation of the model and thus suboptimal effects.</p>	<p>outcomes. In addition, there was qualitative evidence that the AGEs help motivate the teacher.</p>
1.1 Learning outputs	Medium	Poor	Poor	Good
1.2 Performance outcomes	Medium	Poor	Poor	Good
1.3 Development impact	Medium	Poor	Poor	Good

Evaluative Dimension	Second Basic Education Development Project			
	Initial Education	Teacher Assistance		Parent Schools Associations (Asociacion de Padres de Familia—APF)
		Teacher Training Centers (Centros de Maestros y Recursos—CRM)	Technical Pedagogic Assistants (Asistentes Tecnicos Pedagogicos—ATP)	
2. Relevance				
2.1 Alignment				
	Capacity building goals of the project are aligned with the CAS priority of reducing poverty and inequality through education targeted to marginal groups.			
2.2 Diagnosis				
	During Phase 1 of the Basic Education APL, CONAFE conducted a diagnosis of its capabilities. On the basis of this diagnosis, it established its institutional program, including changes in training programs.			
	A 1987 evaluation indicated that nonformal initial education programs were equally effective—and in some cases more effective—than formal programs in improving child school readiness and eventual primary school performance. It also indicated that to have a significant impact these programs required additional quality improvements, including better skills and knowledge of players.	The majority of teachers graduating from preservice training institutions refuse teaching positions in remote rural or indigenous schools, forcing the government to rely on untrained teachers to provide educational services in these areas. In addition, occupants of these positions have relatively high rotation rates, although performance incentives have reduced these rates. For both reasons, certain courses need to be available continuously, notably courses on multigrade pedagogic techniques and courses that address intercultural and	APL 1 used large national/regional courses for in-service training of teachers, but found that taking teachers out of the classroom to attend these courses failed to produce positive changes in their classroom performance. Teachers needed hands-on technical assistance to help them apply the skills they acquired in preservice and in-service training to the particular classrooms where they worked. To complement in-service training, pedagogic assistants who visit schools several times a year were trained to help teachers apply	Studies of effective schools in Mexico confirmed the importance of parent school associations in strengthening school autonomy, which in turn, tended to improve educational quality. Parent associations are now operating in all primary schools targeted by the compensatory education program, and training was selected to help association members master their functions and decision-making role in the schools.

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		bilingual education.	in the classroom the skills they learned at training sessions.	
2.3 Client participation in diagnosis and design of training				
	<p>1. The preparation of the APL included consultation with a large cross section of stakeholders: (a) CONAFE staff, supervisors, and teachers; (b) staff of the Ministry of Education (SEP); (c) principals, teachers, and supervisors of the system of indigenous education of SEP; (d) parents and students under both CONAFE and SEP systems; (e) representatives of the teachers union; (f) specialists and experts on indigenous, intercultural, and bilingual education; (g) members of indigenous community-based organization including teachers, linguists, medical doctors, anthropologists, etc.; (h) representatives of local education NGOs; and (i) the only elected indigenous senator in Mexico. For example, each state initiates the initial education program with parents after dialogue with communities in peasant and indigenous areas so it can take into account the seasonality of parents' workloads.</p> <p>2. A World Bank supervision mission observed for the overall PAREIB that "it promoted the active participation of local authorities in adapting the program to the characteristics and needs of beneficiary groups in each state. However, the 10-year-old decentralization process is not yet consolidated and has created uncertainty due to constant changes in local authorities in charge." This observation seems to apply to the training components of the PAREIB as well as to other activities. (In line with this observation, state-level clients should have been involved in the diagnosis and design of the training because each state was expected to define its annual training program as well as training contents and strategies. However, no information could be found on whether the states in fact submitted their annual work plans to CONAFE.)</p> <p>3. ATPs and teachers reported that local authorities focus on administrative tasks rather on tasks concerned with education.</p>			
2.4 Client commitment to achievement of training objectives				
	<p>They are aligned with the government's priorities because the Basic Education Program is the government's program, with the World Bank supporting the ongoing program. For example, training for initial education in targeted communities is aligned with the government's efforts to use initial education to increase the demand and supply of preschools and to increase preschool enrollment, which in turn, is expected to increase enrollment and completion rates and reduce repetition rates of children in primary school. The government's commitment is indicated in that between phases 1 and 2 of the APL, the government expanded the program from 14 to 31 states and increased its financing from 20% to 44% of the program's total costs. The borrower for APL2 shifted from the Mexican federal government to the 31 United Mexican States, a shift that in theory should</p>			

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	increase the commitment of the clients implementing the training. However, their commitment to the training goals of the compensatory education program seems to vary by specific training activity and between states.			
3. Effectiveness of Training Process				
3.1 Clarity and specificity of training objectives				
	Poor	Poor	Poor	Poor
3.1.a. Specification of knowledge and skills to be gained				
	1. Learning outcomes for parents are only generally specified: better childrearing and early childhood education skills. 2. Initial education promoters and staff: no specification.	CRMs offer nationally standardized distance learning courses that are only generally described: multigrade pedagogic techniques and intercultural and bilingual education. Learning objectives are not specified.	There was no initial agreement about the content of the technical assistance to the schools and thus of the training of ATPs, making it “difficult to guarantee a positive impact from the activities.”	Learning objectives are only generally specified: Training is intended to teach parents how to manage the family economy; good parenting skills, including how to help children with their homework; and how to administer resources for the school, including basic concepts about participation and social oversight (contraloria), community participation in school decision-making, and participation in the school project as a tool for organizing schools.
3.1.b. Specification of performance change to be gained				
	Only generally specified.	Not specified.	Modify teaching practices to	Not specified.

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	Promoters are expected to use their training to work with groups of parents in order to “reach 100% of indigenous children 0–4 years old.”		solve problems in teaching basic skills, using the “school project” as a key tool to identify problems, plan, implement and evaluate activities that aim to solve learning problems.	
3.1.c. Specification of performance indicators				
	Poor	Poor	Poor	Poor
3.2 Attention to capacity context				
	Medium	Poor	Poor	Medium
3.3 Training needs assessment (TNA)				
	Poor	Good	Poor	Poor
3.4 Curriculum/Pedagogy				
	Following national guidelines for the implementation of training activities, each state is expected to define its annual training program as well as training contents and strategies. The annual training program should be part of the state annual work plan to be approved by SEP/CONAFE. No information could be found on nature of the “national guidelines for the implementation of training activities”; whether the states in fact submitted their annual work plans to CONAFE; or whether CONAFE in fact checked that these plans were consistent with the guidelines.			
	1. Parents: trained over 10 months. Training lacked solid theoretical base. There were	Teachers: courses included ones on education ‘multigrado’ (multigrade),	Cascade training was used, with 1 week of training for state-level assistants	Curriculum included basic concepts about participation and social oversight

5 There was contradictory information about training period: 2–3 months versus 80 hours over 2 weeks.

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	<p>communication problems, confusion about setting priorities between topics, variance in the quality of the training materials.</p> <p>2. Initial education promoters⁵: curriculum consisted of training promoters on 24 booklets that they were expected to use to train parents, the 6 topics being child development, pedagogy, communication, health, socialization, and supervision. The individuals who prepared these booklets were not always expert in the topic and often lacked the field experience required to customize the content to the promoters' teaching situation.⁶ The booklets turned out to be difficult to</p>	<p>and bilingual and intercultural (indigenous) education, but otherwise nothing is known. Evidence from Oaxaca and Tabasco indicates that the national courses moved at too fast a pace for indigenous teachers.</p>	<p>compressed into 3 or 4 days for local-level assistants. Follow up showed considerable loss of information.</p>	<p>(contraloria); community participation in school decision-making, and participation in the school project as a tool for organizing schools.⁷</p>

6 For example, the materials inappropriately emphasized the ideal family (father, mother, children), when the reality of the targeted communities differed from this ideal (e.g., fathers have emigrated, looking for better jobs).

7 During school year 2002–2003, the number of training sessions for associations was reduced from eight to five because five was considered enough to cover all relevant aspects of AGE financial resources. This change institutionalized a shift in the original learning objectives.

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	use.			
3.5 Strategic Participant Selection				
	Parents: the universe of parents of children aged 0–4 in rural communities of 500–2,500 inhabitants that have access to preschool and/or primary school services. Initial education promoters and staff: not specified.	Participants are all teachers in rural schools that are targeted by the project. However, participation at the CRMs is voluntary, with distance from a CRM operating as a de facto and unintended screen. CRM staff: not specified.	Government’s criteria for selecting technical pedagogic assistants were supposed to be merit-based, but in fact, states often selected whomever was available at the time.	All parents of children in targeted ⁸ preschool and primary schools were eligible for training.
3.6 Follow-up				
	1. The program no longer moves to different localities once the 1-year cycle is completed, so as to be able to consolidate the knowledge gained by parents while incorporating new parents. 2. Promoters: continue their	None	No formal follow up. ⁹	No formal follow up.

8. Targets for preschools were set as follows: (1) all indigenous schools in quartile 3 and 4 of CONAPO’s poverty index; (2) nonindigenous schools in quartile 4 of the poverty index; and (3) all schools in the 250 priority micro-regions. Of the 93,677 primary schools countrywide, APL 2 targeted 37,278 or 40 percent, selected as follows: (1) all indigenous schools in rural areas; (2) all rural schools in the 250 priority micro-regions; (3) nonindigenous rural schools in quartiles 3 and 4, and 50 percent of the rural schools in worse conditions in quartile 2; and (4) marginal urban schools in quartile 4 that have been receiving benefits under previous compensatory programs (1,597 schools). For the selection of primary schools, “urban” refers to localities of between 2,500 and 15,000 inhabitants.

9. ATPs operate in a team that provides pedagogic support to teachers: supervisors, ATPs, and sector chiefs. If these groups really function as teams, supervisors and sector chiefs may provide follow up reinforcement of the ATPs’ training.

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	training process during their work through monthly training meetings and an intensive updating course in December. Each month the promoter meets other colleagues to exchange experiences and receive further guidelines from a tutor.			
3.7 Monitoring and evaluation				
	Medium	Poor	Poor	Medium
3.7.a. Level 1				
	Poor	Poor	Poor	Poor
3.7.b. Level 2				
	Poor	Poor	Poor	Poor
3.7.c. Level 3				
	CONAFE and the World Bank have conducted several sophisticated impact evaluations that, especially for initial education and Parent School Associations, are able to estimate the relative effects of different inputs, including training, to	PRONAP was going to conduct a study about the use and effectiveness of CMR, but this study does not seem to have been completed.	None.	CONAFE and the World Bank have conducted several sophisticated impact evaluations that, especially for initial education and Parent School Associations, are able to estimate the relative effects of different inputs, including training, on

Evaluative Dimension	Second Basic Education Development Project			
	Initial Education	Teacher Assistance		Parent Schools Associations (Asociacion de Padres de Familia—APF)
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	outcomes.			outcomes.

Evaluative Dimension	Tax Administration Institutional Development	Savings and Credit Sector Strengthening
1. Training Results		
	<p>111 training courses for 1057 Integral Solution project team members.</p> <p>Learning objectives of the training were generally achieved.</p> <p>Participants had to use actions and processes taught in the training courses in order to perform satisfactorily under the reorganization. Given the performance accountability framework that reached down to each individual, combined with policies of shedding unsatisfactory workers, it can reasonably be inferred that training did result in positive changes in workplace behaviors.</p> <p>Impact, as indicated by variables such as the expansion of the taxpayer base and the cost per peso collected, are going in the right direction.</p>	<p>300 courses and workshops and 5,600 participants, of which 60% are partners (partners are the “owners” of SCIs as represented on each SCI’s administrative council and surveillance council). The 5,600 includes people that participated in two or more courses.</p> <p>A minimum mark is defined in order to receive the certificate. The learning evaluation and certification is only for staff members of sociedades. The percentage of certification varies between courses from 75% to 100%, with an average of 84%. Those who do not pass the course receive a certificate of attendance.</p> <p>The impact evaluation relevant to this point is not yet completed. However, interviews with training participants—staff and managers of SCIs and members of owners’ councils who took the governance courses—included a number of examples of how the training helped them to perform their functions better. For example, members of the councils that represent the SCI owners (credit union model) described dramatic changes in the efficiency and effectiveness of their oversight of their SCIs.</p> <p>As of October 2006, 13 SCIs of the original target group of 384 SCIs had been certified and another 112 were close to certification.</p>
1.1 Learning outputs		
	Good	Good
1.2 Performance outcomes		
	Good	Good
1.3 Development impact		
	Good	Good
2. Relevance		

Evaluative Dimension	Tax Administration Institutional Development	Savings and Credit Sector Strengthening
2.1 Alignment		
	The CAS identifies the need for more efficient tax generation in order to raise the revenue required to meet the government's goals. It includes this issue in one of its four pillars.	By improving the financial stability and outreach capacity of SCIs nationwide, especially in rural areas, the project's training goals fit the World Bank's CAS objectives of strengthening Mexico's financial sector and providing targeted assistance to the rural poor.
2.2 Diagnosis		
	The SAT recognized that deficiencies in its operations contributed to the low levels of compliance and revenue collected, with only 60% of taxes being collected that should have been collected. It saw its problem not as technological, but as the need to re-engineer its organization based on Mexico's tax laws and reflecting international tax and management/organizational expert advice. The design phase resulted in a strategy called the "Integral Solution" that: (1) integrated processes, measurement, and services, and (2) defined information as SAT's core business. The process redesign changed the competencies that staff had to master in order to perform their jobs adequately.	The project financed: 1) assessment of the approximately 390 participating savings and credit institutions (SCIs) against criteria developed by national and international experts; 2) classification of each SCI into one of four categories: (a) qualify for certification into the new legal system and may require assistance to modernize and expand outreach; (b) require capacity building to make them eligible for certification; (c) require major restructuring (e.g., merger with or acquisition by another SCIs); or (d) are unviable and will be liquidated; and 3) the development of a certification plan for each SCI that identified changes that the SCI had to make (rules and policies, organizational structures and processes, human capital).
2.3 Client participation in diagnosis and design of training		
	SAT management initiated the process of developing the Integral Solution, including its human resource requirements, and was deeply involved in its evolution.	The federal National Savings and Financial Services Bank (BANSEFI) that manages the SCI certification process worked closely with the World Bank to identify training goals and design.
2.4 Client commitment to achievement of training objectives		
	Training is one of SAT's strategic objectives, as laid out in its Transition Training Plan. Training assumes an important role in the revitalization and renewal of SAT, given its concerns about the competencies of	The client is committed to either liquidating or certifying those SCIs that now fall outside the laws regulating the operations of SCIs. Certification plans for SCIs that fall into categories "a" and "c" identify

Evaluative Dimension	Tax Administration Institutional Development	Savings and Credit Sector Strengthening
	its staff, employee culture, and performance (including corruption), issues related to planning, and culture change.	the training and technical assistance required for in achieving the government’s goals for these financial institutions.
3. Effectiveness of Training Process		
3.1 Clarity and specificity of training objectives		
	<p>SAT’s Integral Solution uses a system of coordinated computer-based databases and processes as its primary means for achieving internal and client goals for SAT—for example, Managing HP Storageworks xp, HP Bladesystem Solutions, Building Cisco Multilayer Switched Networks, or Oracle’s People Tools I, People Tools 2, Data Management Tools and Upgrade, Security Administration (People Security), and Enterprise Portal Administration. These processes are translated into competencies that occupants of different positions in SAT have to understand and manage effectively. In turn, these competencies are translated into: (1) detailed knowledge and skill requirements, and (2) training objectives for each functional position within SAT.</p> <p>Training participants have to successfully complete exercises that replicate the activities that they have to perform in their jobs.</p>	<p>The courses used to help SCIs prepare for certification—for example, accounting and accounting migration, risk management, credit portfolio management, governance, and internal control, had clear and specific knowledge and skill objectives that formed the content of certification tests that SCI participants were expected to pass at the conclusion of the course.</p> <p>The skill and knowledge objectives of the courses define job performance objectives for the functional position(s) targeted by the course.</p>
3.1.a. Specification of knowledge and skills to be gained		
	Good	Good
3.1.b. Specification of performance change to be gained		
	Good	Good
3.1.c. Specification of performance indicators		
	Good	Good
3.2 Attention to capacity context		

Evaluative Dimension	Tax Administration Institutional Development	Savings and Credit Sector Strengthening
	<p>SAT has taken a “systems” approach to transforming its operations that addresses incentive, organizational, and human capital issues.</p> <p>1. SAT’s Integral Solution is a systems strategy that specifies SAT’s organizational goals and attends simultaneously to the incentives, organizational resources, and human capital required to reach these goals. For example, SAT is shedding staff for who it is judged that training will not be sufficient to bring their job performance to adequate levels.</p> <p>2. SAT management has put into place a communications strategy to help staff understand SAT’s new goals and the reasons for new processes. It has also instituted a system of key performance indicators (KPIs) that are used to monitor the performance of each level of management of SAT’s different units and individual staff. They describe this system of KPIs as the motivational “glue” for the Integral Solution.</p> <p>SAT is already running its own training internally within its own organization. Its training capacity should improve because an objective of the Integral Solution is modernizing SAT’s human resources systems. These include SAT’s training function.</p>	<p>1. Training occurred in the context of significant incentives for SCIs to become certified if they wanted to stay in operation.</p> <p>2. SCIs pay low wages, leading to above average turnover rates and loss of training. BANSEFI tried to mitigate this problem for rural SCIs by paying them a partial subsidy of salaries (50–70% of salaries) in their first 3 years of operations.</p> <p>3. The project funded the development and initial operating costs of the modular technology platform that provided a package of core banking services for the SCIs—e.g., accounting systems as required by Mexican law, auditing, financial transfers, valuation of assets, etc.</p> <p>Sequencing of various actions was carefully designed and managed.</p> <p>The need for training SCI staff is time-limited in that the law specifies a deadline by which time SCIs either have to be certified, merged, or liquidated. At the same time, BANSEFI has teamed international and local consultants in its training and technical assistance activities so as to leave behind a strengthened local consultant capacity for technical banking functions.</p>
3.3. Training needs assessments (TNA)		
	<p>Competencies that each functional position had to master under the reorganization were defined and individuals’ skills (“hard” and “soft”—e.g., teamwork) were assessed relative to these competency requirements. Competencies were placed within a National Vocational Qualifications framework (British model) to show an individual what he or she still needed to master either for his or her current job or a desired job. A diagnostic of the</p>	<p>Courses were based on these assessments of needs:</p> <p>1. Requirements of the laws on Savings and Popular Credit.</p> <p>2. Results of the evaluation of each SCI on three sets of performance indicators and its classification into one of four categories. The evaluation revealed skill and knowledge gaps in the staff of each SCI. The results of these evaluations and classifications are presented in Diagnosis, Census, and Financial Analysis of SCIs.</p>

Evaluative Dimension	Tax Administration Institutional Development	Savings and Credit Sector Strengthening
	<p>core competencies that staff possessed relative to those that they needed identified 30% “deadwood” that SAT is now shedding through early retirement and other avenues and the training needs of the remaining staff.</p>	<p>3. Terms of reference for consultant trainers specified training needs and were sent to the SCIs for their feedback.</p> <p>4. On the basis of delivering SCI training courses, trainers identify previously unrecognized training needs. This feedback affects the next cycle of training courses.</p> <p>5. BANSEFI surveys the federations about additional training needs.</p>
3.4 Strategic participant selection		
	<p>SAT has already shed 7,000 staff identified as unqualified under the reorganization. Participants selected for training come from the remaining 35,000 staff distributed across Mexico. As specific computer-based systems and databases come on line, the staff members in those functional positions affected by a new system are selected to enter training.</p>	<p>BANSEFI defines the functional profile of participants targeted by a given course and specifies the experience and knowledge individual participants should have. The SCIs choose participants and the federations monitor the profiles of those that SCIs send. Despite BANSEFI’s efforts, the SCIs’ selection is not always appropriate. They sometimes choose individuals who can be spared from work the most easily, especially small SCIs. Given the small total staff of a small SCI, having one person out of the office in training leaves a proportionately big hole. In addition, each staff member in a small SCI performs several functions and should attend multiple training courses.</p>
3.5 Curriculum/pedagogy		
	<p>Training of the Integral Solution project team was face-to-face. It focused on the use of the PeopleSoft tool and its diverse components. The curriculum was split between functional training (business areas, in charge of the design of processes and services) and technical training (for the technical areas).</p> <p>The SAT uses virtual methods (videoconferencing, video workshops, on-line study handbooks, tutorials, chat rooms, demonstrations, and RADIOSAT) and classroom instruction delivered either directly or</p>	<ol style="list-style-type: none"> 1. All courses are presented face-to-face. 2. National and international experts structure the content of the courses. 3. For each course participants receive binders, manuals, and other tools. 4. The initial series of courses were 10 days, divided into 2 weeks of 5 days each. Week 1 addressed concepts and the legal framework of the topic; Week 2 focused entirely on exercises and practice. 5. Subsequent courses addressed updates and simpler

Evaluative Dimension	Tax Administration Institutional Development	Savings and Credit Sector Strengthening
	<p>through cascade training. The preference is to start with virtual methods (e-learning) and then move to classroom for hands-on experience with the system on which a functional position is being trained. The curriculum/pedagogy is “constructivist”: the course moves from concepts to concepts/procedures to procedures. Each course has significant numbers of exercises to test the participant’s grasp of the system.</p>	<p>or narrower topics (e.g., financial analysis for SCI managers) and were reduced to 4 days.</p> <p>6. Pedagogy varies by course. Generally, a course consists of presentations by mentors, combined with group activities and practical exercises about real cases.</p> <p>7. Geography makes it impossible to segment the training between small and medium-size SCIs, resulting in a heterogeneous composition of classes. Curriculum and pedagogy are used to try to reduce this problem. Each participating SCI is encouraged to select exercises or projects that best fit their circumstances.</p>
3.6 Follow-up		
	<p>Unit managers are evaluated on their unit’s performance. In turn, managers monitor the performance of their staffs. Staff not performing to an acceptable standard re-enter either the e-learning system to refresh or to practice the skills they need or classroom training (“training reinforcement”) or are terminated.</p>	<p>1. Training that focuses on topics common to the societies is combined with on-the-job technical assistance. Technical assistance is delivered through 6 consultant firms, each hiring about 50 individuals that work directly with the SCIs. Consultants support staff of SCIs to customize and apply the knowledge obtained in the training courses to each society’s particular circumstances.</p>
3.7 Monitoring and evaluation		
	<p>Informal use of feedback from Integral Solution project team members about the training. SAT did not use formal Level 2 M&E—e.g., end-of-course examinations reflective of the skills and content to be mastered. The courses did require participants to solve problems representative of on-the-job problems, using computer-based simulations, but the share completing these problems satisfactorily is not measured.</p>	<p>BANSEFI administers Level 1 (participant satisfaction) evaluations in 1–4 courses out of 12–20 courses. Participants are asked their opinions about the training materials, the program, and the trainers and the places used for training. Suggestions for other courses and overall comments are also solicited. Instructors administer Level 2 (learning) evaluations to all participants in all courses, with certificates awarded those that pass the exit examination. BANSEFI reviews the content of the proposed tests prior to their administration.</p>

Evaluative Dimension	Tax Administration Institutional Development	Savings and Credit Sector Strengthening
		Although an impact evaluation is scheduled, there has been no formative evaluation of the effects of the training on job performance that could help improve on-going training and the coordination between the training and on-the-job technical assistance. For example, routine feedback from technical assistance consultants who work with trainees on the job is not obtained, although these consultants could provide assessments about the adequacy of training courses relative to the performance requirements of participants' jobs.
3.7.a. Level 1		
	Medium	Medium
3.7.b. Level 2		
	Medium	Good
3.7.c. Level 3		
	Good	Poor

4.6 Evaluation of World Bank Institute Training Programs in Mexico

Evaluative Dimension	Public Sector Governance Program: Open and Participatory Government course	Urban and Local Government Program: ¹⁰ e-Governance and Municipal Headstart courses	Private Sector Development program: Corporate Social Responsibility course
1. Training Results			
	2,126 trained 1. Average completion rates: 60.6% ¹¹ 2. Average percent of those that complete whose performance entitles them to certification: 58.7%	10,728 trained 1. Average completion rates: 95% 2. Average percent of those who complete whose performance entitles them to certification: 77%	1,491 trained 1. Average completion rates: 72% 2. Average percent of those who complete whose performance entitles them to certification: 66.5%
1.1 Learning outputs			
	Good	Good	Good
1.2 Performance outcomes			
	N/A	N/A	N/A
1.3 Development impact			
	N/A	N/A	N/A
2. Relevance			
2.1 Alignment			
	WBI holds independent and joint (WBI + ITESM) discussions with the government, usually around topics of course preparation, delivery, and evaluation. The WBI program for FY05–07 is an annex to the March 2004 CAS, and the programs/courses evaluated here are clearly specified in this annex. The programs/courses being evaluated are consistent with the broad pillars of the CAS.		

¹⁰ This program was previously called the public finance, decentralization, and local financial management.

¹¹ Completion and certification rates for this program are based on data for only two courses offered within this program. Number trained is taken from WBI's database.

Evaluative Dimension	Public Sector Governance Program: Open and Participatory Government course	Urban and Local Government Program: ¹⁰ e-Governance and Municipal Headstart courses	Private Sector Development program: Corporate Social Responsibility course
2.2 Diagnosis			
	Demand-based participation presumes that participants make their own evaluations of the relevance and utility of the specific training course given their circumstances. There was otherwise only modest diagnosis, as reflected in: 1) WBI's Country Program Brief for Mexico, and 2) the alignment of its work program with the World Bank's very broad priorities, as identified in the CAS that in turn reflects an analysis of Mexico's realities.		Demand-based participation presumes that participants make their own evaluations of the relevance and utility of the specific training course to their circumstances. From the supply side, there was only casual diagnosis. The CSR course was initiated at the request of ITESM that saw it as a topic for which there was increasing demand and wanted to position itself in the market as having the expertise to offer training.
2.3 Client participation in diagnosis and design of training			
	N/A	N/A	N/A
2.4 Client commitment to achievement of training objectives			
	N/A	N/A	N/A
3. Effectiveness of Training Process			
3.1 Clarity and specificity of training objectives			
	Courses specify learning goals but not performance change objectives or indicators.		Focus is on learning, not on the performance changes that the learning should effect.
3.1.a. Specification of knowledge and skills to be gained			
	Good	Good	Good

Evaluative Dimension	Public Sector Governance Program: Open and Participatory Government course	Urban and Local Government Program: ¹⁰ e-Governance and Municipal Headstart courses	Private Sector Development program: Corporate Social Responsibility course
3.1.b. Specification of performance change to be gained			
	Poor	Poor	Poor
3.1.c. Specification of performance indicators			
	Poor	Poor	Poor
3.2 Attention to capacity context			
	No assessment of capacity context of training participants performed, nor was support given to address capacity context deficiencies.		
3.3 Training needs assessment (TNA)			
	WBI and ITESM conduct needs assessments using: 1) existing diagnostics for Mexico—e.g., poverty assessments, anticorruption and governance indicators, public expenditure reviews; 2) consultations with the World Bank’s country team; 3) ITESM’s Level 1 evaluations of earlier rounds of courses; 4) surveys of training alumni; 5) meetings with experts in the field; and 6) market studies to determine whether and how much the market will pay for training in a given area.		
		ITESM periodically meets with associations of local governments to determine their needs and send out questionnaires to their mailing lists	WBI conducted a one-time, content-focused survey of course participants to assess their future priorities
3.4 Strategic participant selection			
	Participation is demand-based: it is open to whoever would like to take the course and is able to pay the fees required to cover ITESM’s costs. (WBI sometimes cover course fees—for example, for the Corporate Social Responsibility course on the grounds that it is a public good.) Advertising is one method used to create demand. Sometimes a “class” consists of an entire organizational unit, perhaps with the organization paying the course fees. Sometimes individuals are nominated or invited to participate. For example, for the local good governance course, the Secretariat of Public Administration invites mayors and federal institutions to participate. The positive side of this selection method is that participants self-select on the basis of what		

Evaluative Dimension	Public Sector Governance Program: Open and Participatory Government course	Urban and Local Government Program: ¹⁰ e-Governance and Municipal Headstart courses	Private Sector Development program: Corporate Social Responsibility course
<p>they think they need and can use. The negative side is that the selection model is essentially that of an open university—somewhat scattershot and thus poorly suited to a strategic focus on particular organizations or for achieving the World Bank’s and the government’s specific development objectives as efficiently as targeted participant selection would allow.</p>			
<p>3.5 Curriculum/pedagogy</p>			
	<p>ITESM assembles a team to design a course: a teaching team that consists of professors/lectures 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. 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. ITESM and WBI interact intensively over course content, with WBI providing materials, subject matter expertise, and international experience. Course instructors come from ITESM, WBI, and external sources. WBI takes the primary responsibility for updating courses annually on the basis of consultations with international experts.</p> <p>For almost all courses ITESM uses a Web-based, interactive distance learning platform (WebTech), with participants signing onto the Web to pursue the course. In comparison to standard WBI courses, participants who take WBI courses delivered via ITESM’s WebTech say that signing onto WebTech is “like entering a classroom.” A prerequisite for all courses is taking introductory sessions to master the tools required to navigate the course on-line. The Web is always available to participants, 24 hours a day, 7 days a week, 52 weeks a year. Web-based courses often open and close with a video conference.</p> <p>Pedagogic design is based on the findings of the cognitive sciences about learning: problem-based learning, project-oriented learning, the case method, collaborative work, simulations, questioning techniques, and group discussions. In ITESM’s student-centered pedagogy the learner is supported by professors/lecturers, tutors, learning materials, a digital library, collaborative networks, and individual learning activities. Each participant has a tutor that works face-to-face and via the Web with the participant, providing scaffolding for his or her learning. Tutors are not course</p>		<p>WBI supplies the e-learning package, with the core 75% being used in all offerings across regions. It updates the course, primarily on the basis of feedback from local professors and ITESM.</p> <p>Web-based, but this course does not use ITESM’s WebTech platform.</p>

Evaluative Dimension	Public Sector Governance Program: Open and Participatory Government course	Urban and Local Government Program: ¹⁰ e-Governance and Municipal Headstart courses	Private Sector Development program: Corporate Social Responsibility course
	<p>instructors. A tutor has responsibility for 20 participants and must answer any query and provide comments on submitted work within 24 hours. All courses involve projects, and many involve teamwork on a project or portfolio with completed tasks turned in over time. On average, individual study is 60% of the course hours, with team/project work being 40%. For example, in the good governance course, for which participants have to present a project that can be implemented in their institutions for combating corruption, these projects are presented to a committee that includes representatives of donor organizations. Those that implement good project designed in the course may be given the opportunity to present their experience at WBI courses around the world.</p>		
3.6 Follow-up			
	<p>Limited post-training follow-up. After each course ITSEM sets up a forum to keep participants in touch with ITSEM and each other. The sessions are satellite-based, with an expert speaking about specific topics relevant to the course in which students participated. ITSEM also sets up a virtual collaborative forum (http://www.funcionarios.com.mx/forovirtual/) where participants share their experiences or ask questions. This forum is mostly used during and after the satellite sessions.</p>		<p>No follow-up.</p>
3.7 Monitoring and evaluation			
	<p>ITESM administers its own detailed evaluation that WBI regards as much more probing than WBI's standard Level 1 evaluation. ITESM uses this feedback to make decisions about whether to retain or fire each of the tutors for the course. WBI and ITESM use this feedback to adapt and redesign the course.</p> <p>Level 2: ITESM uses participants' grades for each of the tasks that have to be completed during the course to measure learning. At the end of the good governance course, participants have to present a project that can be implemented in their institutions for combating corruption. This requirement lends itself to a measure of workplace effects: whether and how well these projects are implemented. Local governance courses also include projects that would lend themselves to a similar measure of workplace effects.</p>		<p>Only basic Level 1 evaluations conducted.</p>

Evaluative Dimension	Public Sector Governance Program: Open and Participatory Government course	Urban and Local Government Program:¹⁰ e-Governance and Municipal Headstart courses	Private Sector Development program: Corporate Social Responsibility course
	Level 3: Although an evaluation has been authorized, one has not been performed.		

4.7 Persons Interviewed for the Mexico Case Study

World Bank Staff

Country Director	Isabel Guerrero
Senior Country Operations Officer	Daniel J. Boyce
HD Cluster Leader	Mark Hagerstrom
PREM Cluster Leader	David Rosenblatt
Rural Cluster Leader	Ethel Sennhauser
TTL, Second Basic Education Development Project	Harry Anthony Patrinos
TTL, State Judicial Modernization Project	Waleed Haider Malik
TTL, Tax Administration Institutional Development Project	Alberto Leyton
TTL, Savings and Credit Sector Strengthening Project	Harideep Singh
Lead Specialist, WBI	Philip Karp
Lead Urban Sector Specialist, WBI	Victor Vergara
Senior Public Sector Specialist, WBI	Maria de Gonzalez de Asis
Private Sector Development Specialist, WBI	Michael Jarvis

Clients and Beneficiaries

Second Basic Education Development Project

Dirección Técnica Pedagógica, Consejo Nacional de Fomento Educativo (CONAFE)	Miguel Angel Vargas
Director, Operations, CONAFE	Mauricio Ondarreta Huerta
Technical Director, Compensatory Programs	Felipe Cuellar Alejo
Veracruz State CONAFE	Maria Eugenia Baes
Colima State CONAFE	Professor Ventura
Tabasco State CONAFE	Hertor Sandoval

State Judicial Modernization Project¹²

TEC de Monterrey	Profesor Faustino Barron
BANOBRAS (National Bank of Public Services)	Raul Escalante Diaz Ceballos
	Francisco Amador

Tax Administration (Servicio de Administración Tributaria or SAT) Institutional Development Project

SAT Innovation Manager, with primary responsibility for World Bank SAT project	Juan José Bravo Moises
SAT Information and Technology administrator, responsible for the IT renewal project	Jorge Luis Ibarra
Head, SAT's Training Office	Virginia Callejas Gjumlich (and staff)
Head, SAT's Change Management Unit	Alejandra González Orta

12. Although the World Bank's Board of Governors had approved this project in July 2004, implementation had not yet started as of September 2006, and was dropped from the sample of projects.

	(and staff)
Implementation coordinator for World Bank project	Victor Valencia Zavala
<i>Savings and Credit Sector Strengthening Project</i>	
Director De Proyectos Planeación Estratégica (Project Director, Strategic Planning Area), Banco del Ahorro Nacional y Servicios Financieros (BANSEFI)	Gonzalo TapiVelasco
Deputy Director de Financiamiento Internacional (International Financing), BANSEFI	Ismael Diaz Aguilera
BANSEFI	Alvaro Zamora Alarcon
BANSEFI	Maria Doris Juanchi Gomez
<i>Field trip with BANSEFI to Cuernavaca Federation</i>	
Secretary General, Federacion Regional de Cooperativas de Ahorro y Prestamo, Cuernavaca	Manuel Horta Martinez
Members of the Administrative Councils for two savings societies and of the Surveillance Councils for these same savings societies	Focus group
Member, supervision committee	
Manager, savings society	
Head of operations, savings society	
Head of accounting, savings society	
<i>Instituto Tecnológico y de Estudios Superiores de Monterrey (ITESM) [WBI]</i>	
Dean of Social Programs of the ITESM	Dr. Laura Ruiz
Director, Programs for Development in Public Management and the Political System	Karina Martinez Arguello
Mayor of San Pedro	Alejandro Páez Aragon
Administrator for Mayor's office	Zunilda Benitez
Director, Development for Civil Society, Corporate Responsibility, Mass Media	Alfonso de León Medina
Coordinator, International Programs	Frederico Sendel
Graduates, Corporate Social Responsibility Course	Focus group of three students