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**EVALUATION OF  
COMMONWEALTH SECRETARIAT  
TRAINING PROGRAMMES  
2003/04 – 2008/09**

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Development & Training (CIDT)  
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# Evaluation of Commonwealth Secretariat's Training Programmes



**September 2010**



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## **Abbreviations and Acronyms**

CARICOM	Caribbean Institute of Media and Communications
CFTC	Commonwealth Fund for Technical Co-operation
CHOGM	Commonwealth Heads of Government Meeting
CIDT	Centre for International Development and Training, University of Wolverhampton
CPAD	Communication and Public Affairs Division
CSAP	CS Abroad Programme
DFID	Department for International Development
DSG	Deputy Secretary General
EAD	Economic Affairs Division
F	Finding
FGD	Focus Group Discussion
GIDD	Governance and Institutional Development Division
HRU	Human Rights Unit
LCAD	Legal and Constitutional Affairs Division
MC	Member Country
M&E	Monitoring and Evaluation
OECD	Organisation for Economic Cooperation and Development
PAD	Political Affairs Division
PDD	Project Design Document
PDP	Programme Development Plan
PCP	Primary Contact Point
POC	Points of Contact
RPG	Regional programmes Group
SPED	Strategic Planning and Evaluation Division
SASD	Special Advisory Services Division
SSI	Semi-Structured Interview
STPD	Social Transformation Programmes Division
TA	Technical Assistance
TCT	Third Country Training
ToR	Terms of Reference
TPG	Thematic Programmes Group
YAD	Youth Affairs Division

## 1 EXECUTIVE SUMMARY

The Commonwealth Secretariat (Commonwealth Secretariat) delivers technical assistance (TA) on behalf of Commonwealth members, largely through the Commonwealth Fund for Technical Co-operation (CFTC)<sup>1</sup>. A range of tools and approaches are used to deliver TA, one of the main ones being training, which accounts for 30% of the budget. In recent years, several training-related evaluations have pointed to the need to undertake a detailed examination of training programmes being delivered in order to determine their effectiveness and relevance as a means of development.<sup>2</sup>

The Strategic Planning and Evaluation Division (SPED) Issues Paper in 2008 reviewed the focus of training, workshops, approaches and methodologies and discussed some of the limitations of training as a modality to deliver capacity building outcomes. The Issues Paper was circulated to all Divisions for feedback, and a consultation seminar was held. This current evaluation builds on the analysis and information compiled by the Issues Paper and elsewhere.

The Terms of Reference (ToR) for the current evaluation set out five objectives for this study.

1. To review current thinking on the relevance, effectiveness and sustainability of training and in the light of this, assess the Secretariat's strategy and approaches to development through training;
2. To examine the rationale, design and assessment criteria used in the development and delivery of the training activities and identify appropriate changes to enhance effectiveness and impact;
3. To review management procedures and systems for quality control and performance reporting and the contribution to improved organizational learning, feedback and improvement;
4. To examine the criteria and information base for effective resource allocation and programme planning, in particular the effective use of results information to guide programme decisions;
5. To assess the efficiency of management controls, coordination procedures and contractual arrangements used in delivery of training programmes.

This evaluation explores responses to these objectives in relation to three core areas – strategic planning, operational approaches and the use of results-oriented focus on outcomes and impacts.

## METHODOLOGY

The evaluation took place in four phases and engaged with Commonwealth Secretariat advisers, stakeholders in training in six countries in four regions and in institutions engaged in the two Third Country Training Programmes.

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<sup>1</sup> [www.thecommonwealth.org](http://www.thecommonwealth.org) CFTC programmes are mostly demand-led, with an emphasis on South–South cooperation. The Fund's work programme fits within the framework of the Commonwealth Secretariat's current 4-year Strategic Plan and is developed in consultation with the national Primary Contact Points as well as the Divisional Points of Contact

<sup>2</sup> Evaluation of the Strategic Gap Filling Programme of the Commonwealth Secretariat Evaluation Series No 78 June 2007

### ***Phase One***

A desk review of key documentation was carried out which included key internal documents stored at the Secretariat, as well as published evaluations, reports and reviews. In addition, a literature search was undertaken to identify good practice.

Semi-structured interviews were held with staff across different divisions of the Commonwealth Secretariat and with key stakeholders in the country and regional training programmes. An online forum was set up, and an online self-assessment survey has been distributed.

### ***Phase Two***

An inception report was developed outlining the initial findings and the countries for the Field Visits were agreed with SPED.

### ***Phase Three***

Eight countries were selected for field visits based on the number and range of training programmes taking place as well as practical considerations related to travel and budget. Two of countries focused specifically on the Third Country Training Programmes (TCTP):

AFRICA:	Botswana	Ghana	Kenya
CARIBBEAN:	Belize	Jamaica	
ASIA	Maldives		
TCTP	Malta	Singapore	

Semi-structured interviews or focus group discussions were held with a range of stakeholders including Primary Contact Points (PCP), Points of Contact (POC), Ministries, training providers and training participants.

### ***Phase Four***

The fourth stage facilitated discussion of the findings of the evaluation and the guidelines for future Commonwealth Secretariat capacity development work.

## **FINDINGS**

### ***Institutional Issues***

We found no 'Commonwealth Secretariat' approach or guidance on how Commonwealth Secretariat advisers should approach capacity development; or the role of training within capacity development in order to achieve their strategic goals. We also found wide interpretations of the purpose and role of training in relation to the work of the Secretariat.

The Commonwealth Secretariat Strategic Plan (2008/2012) identifies training as one of a number of modes of delivery that can be used in organisational and institutional capacity development rather than as a 'stand-alone' or 'one-off' activity. This is echoed by our best practice review which shows that training should generally take place as part of a wider capacity building initiative. Decisions on what training takes place and how it is organised appears to be made by individual advisers.

There is confusion over what it means for training to be demand-led. A number of Commonwealth Secretariat advisers described training as 'demand-led' because it is based either on priorities set at the Commonwealth Heads of Government Meetings (CHOGM), with Ministers and requests from Member Countries (MCs) through the PCPs and POCs. However, others felt that in order to be 'demand-led' they must respond to all direct MC requests as the Commonwealth Secretariat is funded by those MCs.

Topics of training are generally responsive to the pillars of the strategic plan. However, the thematic areas identified in the Commonwealth Secretariat Strategic Plan (2008/2012) are



such that almost any topic can be justified. The thematic areas of Commonwealth Secretariat training are generally relevant to national development plans of countries and to the global development context.

If institutional change is to be effective, appropriate policies and strategies need to be in place to support the change. While training may be effective at the level of improved competencies, if the relevant policies and strategies are not in place it may be very difficult to achieve the changes desired.

Stakeholders at all levels play a very small role in the deciding what training should take place or what other forms of support can be provided. Only in a small number of cases is the engagement of stakeholders explicit in the capacity development approach taken.

### ***Communication***

A key restraint to cross-sectoral practices is poor communication across the Commonwealth Secretariat divisions, within divisions, between advisers and PCP and POCs. For example, POCs and PCPs are often unaware of training events which are held in response to requests made directly to individual Commonwealth Secretariat advisers. Many were also unaware of the thematic areas within Governance and Institutional Development Division (GIDD) and the divisions within the Commonwealth Secretariat. This lack of information limits their ability to influence the training that takes place and disempowers them from taking a more structured approach to capacity building for the ministries they serve.

While most people identified substantial improvement in this area over the last year, there is no formal system for ensuring that: (a) regional advisers are aware of what is taking place in their respective regions regarding support provided by another division; or (b) for advisers from across the divisions to know what other initiatives are taking place in a specific region or country. This may result in lost opportunities for collaboration and cost sharing as well as possible duplication of activities.

### ***Budget***

Individual advisers are allocated an annual budget from their department which gives them a large degree of autonomy in terms of what activities they carry out. These amounts vary greatly from adviser to adviser and there appears to be no specific criteria set for how these funds are allocated. While this approach to budgeting may enable responsiveness to requests by advisers, the 'use it or lose it' approach is a disincentive to longer term planning of capacity building interventions.

There are no criteria with regard to how funds should be allocated across countries, regions or types of support provided; it is a decision made by individual advisers. There is no requirement for a needs assessment to provide evidence of the need for specific activities and budget allocations are not results-based. There are also no criteria for the proportion of funds that should be allocated to planned activities and unplanned requests for support.

### ***Needs Identification***

The field visits and interviews with Commonwealth Secretariat staff found three approaches currently being taken to needs identification:

- a Support participants to identify needs as part of training activity often through development of evaluation frameworks which assess country 'level of readiness';
- b A needs assessment carried out for a specific intervention that has been requested;
- c Needs assessment through Pan-Commonwealth meetings with the Heads of Government and Ministers.

## ***Selection of Participants***

Four modalities of selection of participants were identified:

- a Requests for nominations (to a particular training event at Pan-Commonwealth and regional level and at some country level training) and criteria for selection are sent to the POC of the government HR department;
- b Organisation (government and non-government) requests training and identifies participants in that training;
- c Organisation (government and non-government) requests training and participants are identified through needs assessment activities;
- d Advisers identify specific participants based on their understanding of who is best placed to maximise benefit from the training.

## ***Training Providers***

Training is delivered by Commonwealth Secretariat advisers, facilitators from local training providers, regional and international experts and Third Country training providers in Malta and Singapore. There is no standardised approach to the recruitment of independent facilitators or training institutions for training programmes. It is through personal contact, word of mouth and past experience.

## ***Effectiveness of Training***

The Commonwealth Secretariat does not provide guidelines on what constitutes good training and does not provide training for its advisers in either approaches to capacity development or to training. There appears to be an implicit assumption that an expert in a specific area can also train others in that area; this is an assumption that needs to be questioned. Furthermore, without a sound understanding of what effective training is, it may be difficult to adequately evaluate the quality of training offered by external trainers and training institutions. The language most advisers used to describe how training takes place did not include the vocabulary or terminology generally used to describe what takes place in effectively designed training sessions.

## ***Preparation***

Generally there was insufficient time and materials provided for appropriate preparation for participants in order that they might gain the most from the training provided and pre- and post-training tasks were not generally set for participants.

## ***Evaluation of Training***

Training evaluation reports are not sent to participants of the training, the departments which nominated them or to POCs who managed their nomination; therefore countries are not able to evaluate the value of training provided or whether the intended workplace results have been achieved. This further limits their influence on the training that takes place as they do not have evidence of relevance or quality to refer to.

## ***Cost Effectiveness***

The cost of different training programmes varies enormously and there appears to be no measures of cost effectiveness or efficiency. In addition, in costing out programmes, Commonwealth Secretariat Advisers' time is not taken into account.

## ***Sustainability***

Sustainability, or the ability for learning and development to continue without external support, is crucial if training activities are to lead to continued improvement and capacity building. Reasons for lack of sustainable impacts include lack of enabling environments, lack of a critical mass of people with shared understanding; and limited post-training support.

## **RECOMMENDATIONS**

### ***Institutional Approach to Capacity Development and Training***

A Commonwealth Secretariat-wide approach to capacity development, including the role of training in capacity development, is adopted based on recognised best practice and current best practice within the Commonwealth Secretariat (Recommendation 1).

Training takes place only as part of a wider capacity development programme which supports an enabling environment with the institutional and technical capacity to implement (Recommendation 4).

A clearly articulated Commonwealth Secretariat definition of what constitutes a 'demand-led' capacity development programme be developed and agreed. (Recommendation 5) We suggest the following definition:

*"Training that is identified and planned in consultation between Commonwealth Secretariat advisers responsible for capacity development and key stakeholders from government and non-government institutions that will benefit from improved capacity to achieve national goals, and/or government departments responsible for the professional development for government officials."*

Implement a structured approach to the engagement of key stakeholders in the decisions relating to approaches to capacity building, and the topics and venue for training in order in order to support ownership and commitment in the capacity development process (Recommendation 10).

### ***Communication***

A Commonwealth Secretariat Communication Plan be developed which describes the channels and frequency of communication between PCPs, POCs and Commonwealth Secretariat advisers and the range of information to be communicated (Recommendation 6).

A central database accessible to all advisers which holds information on all activities is currently being set up; effective use of the database should be part of advisers' performance management processes (Recommendation 11).

### ***Budgets***

Transparent results-based criteria are developed for the allocation of budgets to divisions and to individual advisers and a percentage of the budget can be carried to the following year (Recommendation 7).

Adviser's funds are allocated against results in a needs-based capacity development plan (Recommendation 8).

### ***Selection of Participants***

Advisers responsible for TCTP and regional training programmes play a proactive role in working with the member country institutions to support identification of appropriate nominees (Recommendation 9).

In situations where there is insufficient interest in a course and it does not achieve its full cohort, it should be cancelled rather than 'topped up' (Recommendation 3).

### ***Needs Assessment***

Capacity development plans show evidence of collaboration across thematic areas and Divisions to support needs identification (Recommendation 12).

Guidelines are developed for responding to requests to ensure support provided meets identified needs (Recommendation 13).

A needs assessment at country and/ or institutional level is carried out prior to support being provided by the Commonwealth Secretariat (Recommendation 14).

The needs assessment process identifies participants who can make maximum impact when they return to their posts (Recommendation 15).

The training event supports a process of needs identification at country, institutional and individual level in order to target follow up support appropriately and to evaluate the potential effectiveness of participants' post training plans (Recommendation 19).

### ***Training Providers***

A standardised approach is developed for the recruitment of independent facilitators or training institutions and for monitoring and maintenance of quality (Recommendation 16).

### ***Effective Training***

Commonwealth Secretariat advisers receive training in what constitutes an effective training programme and the role of training in capacity development to ensure they are able to adequately evaluate the quality of training and training providers (Recommendation 17).

Course objectives are set at a level appropriate to the professional capabilities of the participants and reflect an experiential approach to learning that is consistent with best practice in adult learning (Recommendation 20).

Training programmes follow an experiential approach which is consistent with best practice in adult learning with greater use made of attachments and a wider range of learning opportunities apart from traditional classroom-based training (Recommendation 21).

All training events result in an Action Plan and a range of follow-up activities are provided to support implementation of these plans (Recommendation 24).

To meet the recommendations of best practice no training event should have more than 30 participants (Recommendation 23).

Impact evaluation is built into the design of the capacity development programme in the most cost-effective way, i.e. through documenting progress during the process of supporting implementation or through an impact study (Recommendation 26).

### ***Preparation for Training***

Time frames and notification procedures should be reviewed to ensure ample time for preparation by participants and organisation of visas (Recommendation 2).

For all courses, whether institutional, national, regional or Pan-Commonwealth, all potential course participants and their line managers are required to complete a form in which they identify what they expect the participant to achieve in the workplace as a result of the training and what role the line manager will play in monitoring and supporting this. Once selected participants will complete a pre-training task which requires them to analyse country and/ or institutional levels of capacity as well as personal needs in greater detail and reflect further on their purpose for attending the course. Adequate time must be given to complete these pre-course requirements and ensure the course is tailored to meet the needs identified (Recommendation 18).

Commonwealth Secretariat advisers provide training providers with background papers and relevant case studies related to the countries that are participating in the training to support the course development process. Training providers also receive a copy of the application forms and pre-training tasks completed by participants to enable them to tailor the course to meet specific contexts and needs (Recommendation 22).

### ***Evaluation of Training***

A more comprehensive evaluation form is developed and used for all training events; results are compiled into a report and used to inform future training events; the report is

disseminated to training providers, participants and their line managers (Recommendation 25).

### ***Cost Effectiveness / Cost Efficiency***

Guidelines are established which outline an acceptable cost of professional fees and accommodation for participants as well criteria for when it is acceptable for Commonwealth Secretariat advisers to attend training events. There should be a clear purpose for attending which adds to the quality of the training provided and follow-up support to be provided. No more than one adviser should attend at any time. Other Secretariat officers should attend only when there is a professional (not administrative) purpose for doing so and not at the same time as an adviser (Recommendation 27).

### ***Sustainability***

Training providers are identified and their capacity built to provide high quality national and regional training programmes and other forms of support. A number of Singaporean training providers are currently doing this for the Commonwealth Secretariat and other donor agencies and more TCTP support can be provided in this way (Recommendation 28).

New technologies are exploited to support knowledge sharing through discussions forums, document sharing and 'real time' online meetings and training sessions. It is anticipated that training in the use of the media and post-training tasks which require the use of the media will be necessary to encourage use in the initial stages (Recommendation 29).

### ***Outcomes and Impact***

The process of measuring outcomes and impact is planned from the inception of the capacity development plan and engages relevant member country stakeholders in the design and evaluation process. Capacity development plans are evaluated to ensure interventions are set at an appropriate level to support achievement of the high level goals of the Commonwealth Secretariat strategic plan (Recommendation 30).

## **THE WAY FORWARD**

Overall this evaluation study has found a great commitment and motivation among the advisers of the Commonwealth Secretariat to serve Member Countries through building capacity in a range of thematic areas. However, a general lack of understanding of best practice approaches in capacity development is preventing their training activities from having a sustainable impact.

As an integral part of this evaluation study a set of "Good Practice Guidelines for Training" have been developed (see Box 1 and Appendix 10). In Chapter 6 of this report these have been used as a framework for the development of suggestions for building all of the above recommendations into a set of actions for the improvement of training and capacity development within the Commonwealth Secretariat.

A simple three stage Action model is proposed:

*Stage 1: Plan to Meet Identified Need*

*Stage 2: Provide Appropriate Support*

*Stage 3: Support Sustainability*

We suggest that the "Good Practice Guidelines for Training" and this simple Action Model (see Box 1) should be used to promote discussion and identification of an effective Commonwealth

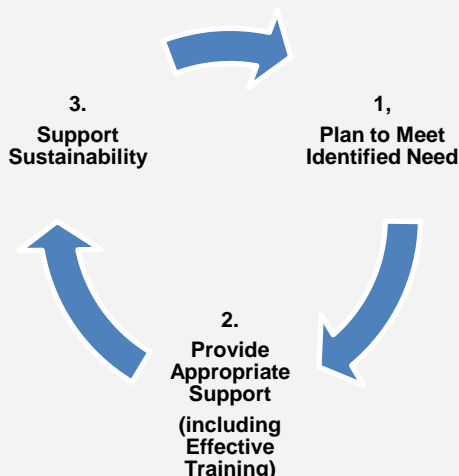
Secretariat-wide approach to training and capacity development. To date feedback on this model has been very positive. We would however recognise that some of the recommendations may need to be nuanced in order to be immediately useful to some Divisions (see Box 2).

### Box 1: Best Practice Guidelines

These guidelines build on the best practice approaches that have been identified within the Commonwealth Secretariat, our own understanding of capacity development processes and best practice identified in the reports of a number of agencies.

Best Practice in Capacity Development identifies three stages in the process see Figure1:

Figure 1: Best Practice in Capacity Development - A Three Stage Process



We have identified a number of best practice indicators for each stage as well as indicators of what is required for effective training.

#### STAGE 1: PLAN TO MEET IDENTIFIED NEED

##### Key requirements of an effective planning stage

- Training takes place as a planned intervention as part of a wider capacity development strategy based on identified needs
- Stakeholders are engaged in the needs assessment and development of a capacity building strategy
- Needs assessment is carried out to identify level of readiness to adopt new practices related to:
  - ❖ Political, institutional and societal will to bring about change;
  - ❖ International treaties, conventions and protocols the country has signed up to;
  - ❖ Policy in place (or in development) which provides a framework for change;
  - ❖ Key champions to sustain demand for change;
  - ❖ Institutional leadership to manage change;
  - ❖ Resources to implement change;
  - ❖ Incentives to implement change;
  - ❖ Critical mass with knowledge, skills and attitude to implement change;
- Capacity Development strategy is developed based on needs assessment and has a clear results framework to measure impact of support at country level; it will identify:
  - ❖ The purpose of the capacity development process
  - ❖ Roles and responsibilities of stakeholders in implementation of the capacity development strategy
  - ❖ The modalities and timescale of support
  - ❖ The direct beneficiaries of support
  - ❖ What each modality of support intends to achieve

## **STAGE 2: PROVIDE EFFECTIVE SUPPORT**

Support is provided to facilitate sustainable change at three levels: enabling environment, institutional and individual.

- Support is provided based on the capacity development strategy; it:
  - ❖ is specific to national and regional context;
  - ❖ addresses needs at different levels: enabling environment, institutional, individual
  - ❖ uses an experiential approach to training and provides customised materials (see separate indicators)
  - ❖ supports information sharing and lesson learning
  - ❖ takes a long-term perspective
- Support is targeted at the most appropriate participants
- Where training takes place, post training follow-up and support is provided to incentivise and motivate implementers

## **EFFECTIVE TRAINING**

Where training is identified as one of the modalities of support, the following indicators guide best practice in adult learning:

- Participants have clear purpose for attending the training
- It is based on needs assessment of specific knowledge, skills and attitudes required for implementation (or this is addressed within the training programme)
- It has SMART objectives
- It is targeted at a specific audience as identified in capacity building strategy
- It uses an experiential approach:
  - ❖ Participants are facilitated through a process of experience – reflection-conceptualisation and planning
  - ❖ Participants' own experience is acknowledged and used as a basis for learning
  - ❖ Participants construct their own knowledge and meaning from experience
  - ❖ Content relates to participants' existing roles, responsibilities and challenges
  - ❖ Participants can immediately begin to put into practice what they have learned
  - ❖ Participants take responsibility for their own learning
- Mechanisms for follow-up to training are built into the training event , e.g. action plans to be implemented, policy papers to be developed, research to be carried out, systems to be put in place
- Monitoring and evaluation (M&E) of expected outcomes is planned and budgeted as part of the training activity
- M&E results are integrated into new planning

## **STAGE 3: SUPPORT SUSTAINABILITY**

- Monitor and evaluate the implementation and impact of interventions in partnership with key stakeholders
- Put in place mechanisms to support shared understanding and lesson learning to a wider audience (national, regional, international)
- Develop local capacity to provide ongoing support

## Box 2: The Way Forward - Proceed with some caution

In the feedback received on earlier draft versions of this report a number helpful comments have been received. These are reflective of the considered and nuanced nature of decision making in the Commonwealth Secretariat. They include:

- If adopted as suggested the Commonwealth Secretariat would have a standardised approach to the conceptualisation, planning, delivery and expected impact of its training activity. It would place it ahead of its counterparts and set new standards for the use of 'training' as a tool for capacity development. 'Training' would be in line with the strategic plan and meet the demands of its Members.
- The application of the overall bundle of recommendations will need to be considered and implemented with care. Successfully done, it will provide a standard to which some departments are able to refer as they conduct their training and capacity building work. Unsuccessfully considered and implemented, the recommendations and their implementation could possibly unintentionally erode key aspects of Commonwealth Secretariat's perceived international comparative advantage.
- A pre-implementation exercise will be needed, including significant training and skills development of Commonwealth Secretariat's staff, which in practice will not be able to buy into and implement this comprehensive and valuable new approach to capacity building and training, without skills development and training in this area. There are particular dangers in proceeding in the absence of this foundation, including the staff time and financial overheads in pursuing a new approach without training; and the possible reduction of enthusiasm to make this much-desired change, if the first steps are not supported.
- A differential approach will be needed to implementation, on a cross-divisional basis, recognising that training and capacity building are delivered for multiple purposes across the sweep of Commonwealth Secretariat activity in member countries. Particular differences in Commonwealth Secretariats' orientation to and approach to the delivery of training and capacity building need to be recognised, in the provision of training to members for: (i) the promotion of their advocacy and for the strengthening of their capacity to negotiate on level terms with others in a global environment; (ii) training and capacity building for strengthening analytical skills and policy-making skills in member countries; and (iii) developing capacity and providing training for the purpose of policy implementation. Placing the recommendations through these three filters may illustrate that in none of the three broad purposes of training and capacity building do all recommendations universally apply. The Commonwealth Secretariat is a small organisation. Implementing the template provided and the recommendations in the report, where feasible, will come with trade-offs and costs. The costs should not be ignored; instead they should be acknowledged; and implementation should proceed with a full understanding of and application of judgement about these costs and trade-offs. A wholesale implementation of the recommendations could possibly lead to a partial break-down in delivery, possible damage to reputation, a question mark over our trusted partner relationship, a possible shift in perception about our willingness to provide services to our most disadvantaged and vulnerable members and a likely capture of market share by competitors. But a failure to implement some recommendations will lead to compounding of existing inefficiencies where they exist and the failure to adopt, where practical and realistic, best practice. Divisions will need to make judgements about these trade-offs, as these will be most clearly recognised at divisional and sub-divisional level.



## 2 BACKGROUND

The Commonwealth Secretariat delivers technical assistance (TA) on behalf of Commonwealth members, largely through the Commonwealth Fund for Technical Co-operation (CFTC)<sup>3</sup>. A range of tools and approaches are used to deliver TA, one of the main ones being training, which accounts for 30% of the budget. In recent years, several evaluations have pointed to the need to undertake a detailed examination of training programmes being delivered in order to determine their effectiveness and relevance as a means of development<sup>4</sup>.

In response to this recommendation, and in preparation for this more detailed evaluation, the Strategic Planning and Evaluation Division (SPED) prepared an Issues Paper in 2008 which reviewed the extent and focus of training and workshops, as well as the approach and methodology. The Paper then discussed some of the limitations of training as a modality to deliver capacity building outcomes. The Issues Paper was circulated to all Divisions asking for feedback, and a consultation seminar was held. The current evaluation is expected to build on the analysis and information that has already been compiled.

### 2.1 Terms of Reference

The ToR for this evaluation (Appendix 1) set out five objectives for the evaluation and made it clear that the work already undertaken to understand some of the issues raised concerning the relevance and effectiveness of training as a modality should provide a basis for the work to be undertaken rather than going over the same ground.

There are five objectives for the evaluation:

- To review current thinking on the relevance, effectiveness and sustainability of training and in the light of this, assess the Secretariat's strategy and approaches to development through training;
- To examine the rationale, design and assessment criteria used in the development and delivery of the training activities and identify appropriate changes to enhance effectiveness and impact;
- To review management procedures and systems for quality control and performance reporting and the contribution to improved organizational learning, feedback and improvement;
- To examine the criteria and information base for effective resource allocation and programme planning, in particular the effective use of results information to guide programme decisions;
- To assess the efficiency of management controls, coordination procedures and contractual arrangements used in delivery of training programmes.

There are three core groups of questions to be considered – strategic planning, operational approaches and the use of result-oriented focus on outcomes and impacts. More detailed key questions were listed in the Appendix to the ToR.

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<sup>3</sup> [www.theCommonwealth.org](http://www.theCommonwealth.org) CFTC programmes are mostly demand-led, with an emphasis on South–South cooperation. The Fund's work programme fits within the framework of the Commonwealth Secretariat's current 4-year Strategic Plan and is developed in consultation with the national Primary Contact Points as well as the Divisional Points of Contact

<sup>4</sup> Evaluation of the Strategic Gap Filling Programme of the Commonwealth Secretariat Evaluation Series No78 June 2007

From the analysis of practice and good practice, the evaluation is expected to make recommendations on:

- Relevant policy issues and ‘best practice’ design parameters for training programmes in the Secretariat, taking into account the changing international experience in provision of development assistance through training;
- Planning, design and review criteria to ensure the training portfolio effectively supports the organisation’s strategic objectives and goals;
- Planning and management systems, quality assurance procedures, guidelines and staff training and organisational arrangements to meet efficiency and effectiveness standards;
- Measures to assess and report on the ongoing effectiveness, sustainability and impact of training-related interventions.

### Box 3: Tensions in the Terms of Reference

A number of tensions in the Terms of Reference of this study were discussed at the Inception Meeting (See appendices 3 and 4). During the feedback received on draft reports a number these tensions have been further raised and discussed. These include:

- The very varied nature of capacity development and training across the Commonwealth Secretariat. Some Divisions are well advanced in taking a systematic approach to their training practice. Others less so creating a tension in terms of reporting findings without naming divisions.
- The inevitable conflict between short visits to a relatively small number of countries and drawing detailed general overall conclusions.
- The varied perceptions that Commonwealth Secretariat staff have over the use of qualitative and quantitative data and information.
- The differing perceptions that Commonwealth Secretariat staff have over the depth of the Terms of Reference of the study and the budget allocated for the work.
- The need to establish a clear definition of “training” and discuss its role within capacity building and capacity development.
- The need to positively build upon good training practice as opposed to simply be negative and be critical of poor or outdated practice.
- The need to build on existing data/ information (collected by previous monitoring studies) as opposed to collecting new data/information for the study.
- The need to try and measure the longer-term impact of training – something that is widely recognised as being extremely difficult to do, particularly retrospectively.
- The need to recognise that “impact” in some areas of the Commonwealths training will take a long time to demonstrate e.g. policy training, whereas some other areas training may well demonstrate an almost immediate “quick-win” impact e.g. skills training.
- The challenges of developing strategic and systematic systems for a group of countries as diverse as those who are members of the Commonwealth and within the very broad strategic framework agreed for the Secretariat’s work.

### 3 METHODOLOGY

The evaluation took place in four phases and engaged with Commonwealth Secretariat advisers, stakeholders in training in six countries and four regions and institutions engaged in two Third Country Training Programmes

#### 3.1 Phases of the evaluation.

##### Phase One

The inception period was used to build our understanding of the strategic objectives of the Commonwealth Secretariat and the range of mechanisms it uses to provide support for Commonwealth countries. Initial issues and known findings were identified through examination of previous evaluation reports, documents and interviews with a cross section of stakeholders.

During this period the key questions to guide our study were identified and used to develop an evaluation framework (Appendix 2); these questions were formulated from our understanding of the evaluation and questions raised in previous evaluations.

An inception meeting was held with SPED and two members of the team from CIDT in June 2009. Work on the evaluation started once the contract had been finalised in September. The evaluation itself began with an open workshop to socialise the objectives of the evaluation, discuss any issues relating to these and to ensure that staff were able to identify priorities and express any particular concerns. It also served to orient the evaluation team about the organisational culture and functioning of the Secretariat. A list of staff present at the Inception workshop is given in Appendix 3 and a copy of the presentation made in Appendix 4.

A desk review of key documentation was carried out. This review included key internal documents stored at the Secretariat, as well as published evaluations, reports and reviews. In addition, a literature search was undertaken to identify good practice which was used to identify the approach described in Chapter 4. Appendix 5 lists the key documents reviewed.

Semi-structured interviews were held with staff across different divisions of the Commonwealth Secretariat (Appendix 6) and with key stakeholders in the country and regional training programmes.

An online forum was set up, and an online self-assessment survey was distributed (Appendix 7). The intention of the survey was to offer staff who could not be interviewed the possibility of responding to the main evaluation questions, or if they were interviewed, to return to them and offer more detailed feedback. In the same way, the forum enabled key issues to be discussed in greater depth. Six discussion threads were posted. The forum and the survey were live until the completion of the country visits.

The development of the forum was initially delayed by a number of technical problems in ensuring a 'closed group' and the security and anonymity of respondents. Eleven Commonwealth Secretariat staff members completed the survey, one partially completed and thirteen opened the survey but did not respond to any of the questions. No member of Commonwealth Secretariat staff has made use of the online forum.

##### Phase Two

An inception report was developed outlining the initial findings and the countries for the Field Visits were agreed with SPED.

### Phase Three

Field visits were carried out in eight (8) countries, two (2) of which looked specifically at the Third Country Training Programmes (TCTP):

AFRICA:	Botswana	Ghana	Kenya
CARIBBEAN:	Belize	Jamaica	
ASIA	Maldives		
TCTP	Malta	Singapore	

These countries were selected based on the number and range of training programmes taking place as well as practical considerations related to travel and budget.

Semi-structured interviews or focus group discussions were held with:

- ❖ Primary Contact Person and Point of Contact in the Ministry of Finance or Foreign Affairs
- ❖ Point of Contact from Ministry responsible for training of public service staff
- ❖ Participants in regional, in-country and Third Country training programmes
- ❖ Local training providers

Country reports for each visit can be found in Appendix 9.

### Phase Four

The fourth stage facilitated discussion of the findings of the evaluation and the guidelines for future Commonwealth Secretariat capacity development work. This took place in three steps:

- discussions with SPED on the findings, recommendations of guidelines for capacity development proposed
- drawing out and testing policy directives both within and outside the workshops
- designing and holding a stakeholder workshop for CS staff to present major findings and to agree the future purpose for a future CS training programme and its elements as well as to agree criteria for effectiveness, impact, sustainability and operational and management concerns. This workshop was held in June 2010. A list of participants at the workshop and a copy of the presentation made, are given in Appendices 11 and 12 respectively.

### 3.2 Comments on the process

In the initial stages it was often difficult to set up meetings with the Commonwealth Secretariat staff as they were often on mission. Communication with international stakeholders was often difficult with many not returning emails or being out of office.

Commonwealth Secretariat staff was very supportive; provided requested information as quickly as they could and wherever possible attended or made them available for interview. It was apparent from their participation in the evaluation that they have a commitment to provide the best possible service to their Commonwealth partners.

In-country partners were also very supportive often arranging meetings at very short notice and setting up meetings with additional contacts that were felt to be important to the evaluation.

## 4 CAPACITY DEVELOPMENT & TRAINING

This chapter looks at the extent to which training can impact on performance, and what needs to be in place if training is to be effective. We recognise that training is only one of many interventions carried out by the Commonwealth Secretariat to build capacity in member countries, but we have established indicators of what constitutes best practice for those times when training is used and the role of training within the wider context of capacity development. The key documents which guided our study can be found in the bibliography.

We have found the OECD description of capacity development useful in its identification of the need to maintain a focus on three levels of capacity: individual, institutional and the wider enabling environment:

*Capacity development involves much more than enhancing the knowledge and skills of individuals. It depends crucially on the quality of the organisations in which they work. In turn, the operations of particular organisations are influenced by the enabling environment – the structures of power and influence and the institutions – in which they are embedded. Capacity is not only about skills and procedures; it is also about incentives and governance.*

The Challenge of Capacity Development: Working Towards Good Practice (OECD, 2006)

### 4.1 Limitations of the role of training in capacity development

The evidence pointing to training as a mechanism which leads to a substantial impact on capacity is not entirely positive. This is due to a number of factors which are described below.

Capacity is described as residing at three levels: the enabling environment, the organisation and the individual. Strengthening the capabilities of individuals and organisations within an enabling environment helps lay the foundation for sustainable development results. However, training should take place only as part of a wider capacity development programme that works to ensure sustainable results at each of these three levels. Furthermore, it is recognised that capacity development is ineffective unless it is led from within, i.e. by the institutions and individuals in whom the capacity resides.

There may be specific circumstances when training offers a 'quick win', i.e. it is an action required to prevent a specific gap in skills stalling an institutional or government reform process.

We have identified three stages in the process of capacity development with 'training' playing a small but critical role in Stages 1 and 2:

- 1 Plan to Meet Identified Need**
- 2 Provide Appropriate Support**
- 3 Support Sustainability**

We have also identified indicators of best practice for **Effective Training**.

We further expand on the activities that need to take place at each of these stages in Appendix 10 which lays out our proposed 'Good Practice' guidelines. In Chapter 5 we have used our understanding of best practice to evaluate the extent to which the training activities of the Commonwealth Secretariat currently meet these guidelines.

### 4.2 Plan to Meet Identified Need

The purpose of this stage is to carry out a country level assessment of the enabling conditions which exist or need to be further developed and the drivers for change of each

country in implementing their reforms. It is intended to ensure that all Commonwealth Secretariat programmes meet the specific needs of each member country and provides an initial focus on the bigger picture within each country as well as discrete thematic areas. This supports cross-sector approaches where appropriate and identifies where governance, gender and human rights can be mainstreamed into each thematic area.

This stage is carried out in partnership with donor, government and non-government stakeholders responsible for and with the authority to lead reforms in member countries. This facilitates a shared learning experience and aims to develop commitment and ownership of the capacity development strategy and intended results. It identifies the priority areas for support of other agencies and areas where the Commonwealth Secretariat can strategically make a difference; thus reducing the potential for duplication. It also requires close collaboration across the various Divisions within the Commonwealth Secretariat that provide capacity development support.

The participatory process, both within the Commonwealth Secretariat and with key country stakeholders builds a joint understanding of the dimensions and processes involved in capacity development as well as identification of options for implementation. It also provides the opportunity to identify and engage key champions for change; these can be government or non-government institutions that have the skills, motivation and resources to lead the change.

### **4.3 Provide Effective Support**

During this stage there is a greater focus on the individual thematic areas identified in the previous stage. Each Division and thematic adviser<sup>5</sup> of the Commonwealth Secretariat uses the priorities identified in the first stage to provide relevant support at the three levels: policy, institutional and individual.

A training needs assessment (TNA) determines actual rather than perceived organisational/institutional needs, as well as which form of support is the best way to address the needs and whether the Commonwealth Secretariat is the most appropriate provider of that support. Various methodologies can be used for the needs assessment. The common ones are surveys, interviews, observation, focus group discussions; it can also take place during a training session. A Stakeholder Analysis would identify key stakeholders to be consulted to support validation of the findings of the TNA.

A range of support mechanisms can be used, each tailored to the specific country needs. Where training is provided the approach would be consistent with best practice indicators for adult learning where more experiential approaches are found to be more effective than a traditional transmission approach where the focus is on the provision of information.

The ability to network at a national, regional and international level supports exchange of ideas, shared problem solving, lesson learning and identification of best practice. It enables participants to access the information and support they need to continue the process of implementation which in turns supports sustainability.

Support is provided incrementally, as and when needed by each member country, with each phase of support leading into the next. Timed plans are developed with stakeholders and are results-based to support performance monitoring.

Ad hoc requests for training are evaluated in relation to the needs assessment and identified priorities in partnership with the originator of the request. Where they do not fall within the priority area and are not identified as a specific and crucial skills gap as described above, they will not be followed. While it is important for Commonwealth Secretariat activities to be 'demand-led', the needs identification process fulfils that in a more strategic way.

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<sup>5</sup> In this document we use the term 'thematic adviser' to refer to all advisers who have a specific area of expertise in any Division of the Commonwealth Secretariat and who work across all Commonwealth Secretariat countries

#### **4.4 Support Sustainability**

Monitoring and evaluation of impact takes place in partnership with member countries and provides ongoing information regarding implementation; this identifies progress against results and informs on where further support is needed.

Networking mechanisms are put in place to support shared lesson learning and as a means of motivation for those who have succeeded and for those who can learn from the challenges others have faced.

Local capacity is built to facilitate access to ongoing support which can be used to develop a critical mass of people with skills to implement policy. This can be done through developing the knowledge and training skills of in-house training providers and/ or local training providers.

#### **4.5 Effective Training**

Where training takes place it is part of a wider programme of capacity development and is developed to meet the specific needs of participants. The information gathered from the TNA is used: to set the learning outcomes, guide training design and establish criteria for participant selection and choice of a facilitator. It uses an experiential approach which is consistent with best practice for adult learning.

The selection of participants is also a key part of this phase, as the level and backgrounds of the participants would inform learning outcomes, content as well as relevance of training activities.

A purpose for the training is established with participants before the training takes place and the commitment of participants to action in the workplace is a pre-requisite for attendance.

Action planning is an integral part of the process and planning for post training support takes place with the adviser as part of the action planning process.

Communication networks are set up, e.g. a Community of Practice, to support contact and shared learning following the training.

## 5 FINDINGS OF THE EVALUATION

This chapter discusses the findings of the evaluation and makes recommendations for the way forward. It outlines the role the Commonwealth Secretariat plays in supporting the capacity development of its member countries and the role of training in that process. The previous section identified the best practice processes for both capacity development and training and this section evaluates the Commonwealth Secretariat's approach to capacity development and to training using those indicators. A complete list of the recommendations can be found in the Executive Summary.

### 5.1 COMMONWEALTH SECRETARIAT APPROACH TO CAPACITY DEVELOPMENT

This section looks at the Commonwealth Secretariat's approach to capacity development and the role of training within a wider programme of capacity development. It seeks to identify whether there is justification for training as a modality of support.

#### 5.1.1 Institutional Approach to Capacity Development

Within the Commonwealth Secretariat a number of terms are used to describe training programmes, including: seminars, executive seminars, advanced seminars and workshops. In addition a number of short-term and long-term courses, diploma courses, Masters Degrees and an Institutional Capacity Development Programme are supported by the Commonwealth Secretariat.<sup>6</sup> In reviewing these we found no 'Commonwealth Secretariat' approach to capacity development or the role of training within capacity development to achieve the strategic goals. A small number of advisers described training as part of a wider process of capacity building and articulated an approach they are following; some use it as a 'stand-alone' means to build individual capacity, while others appear to use training in response to requests but with no specific institutional development aims.

#### 5.1.2 Capacity Development Strategy

Discussions with participants in all types of Commonwealth Secretariat training programmes found that while there may be repeated offerings of the same training to different participants, either at a regional or in-country level, in most cases training has taken place as a 'stand-alone' activity with no further support from the Commonwealth Secretariat advisers or training organisations. Where 'follow-up' support has been provided this has often been due to a participant of previous training who has requested the support.

Only a few participants felt their training was part of a specific capacity building strategy implemented by the Commonwealth Secretariat. The majority of POC-HRDs and PCPs are also not aware of country-specific Commonwealth Secretariat capacity building strategies.

#### 5.1.3 Successful Capacity Building Initiatives within Commonwealth Secretariat

There has been a move by some advisers to take a more strategic approach to capacity development. These approaches look at each situation on an individual basis and take account of the 'state of readiness' at policy and implementation level and the motivation of key staff to move ahead. Other advisers respond to requests for training, not by simply carrying out the requested training but by working with the country to identify the 'real' needs which may or may not require training as the principal form of support.

In these approaches 'needs assessment' takes place through either country-specific retreats of Permanent Secretaries and Heads of Service to identify specific country needs; or

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<sup>6</sup> Issues Paper – Evaluation of Activities Supported by the Commonwealth Secretariat, Internal Commonwealth Secretariat Document,



carrying out a needs assessment with carefully selected participants during a training session; or in the member country following a request for support.

Training as part of a wider capacity building process was found to have had greater impact than stand-alone training with clear evidence of outcomes which could be traced back to Commonwealth Secretariat training. Across a number of countries this has resulted in Programme Budgeting becoming a requirement for all Ministries; the introduction of Risk Registers in local government; the development of an Internal Audit Agency; the setting up of a Development Evaluation Association. No other participants interviewed could attribute such strong indicators of progress to their Commonwealth Secretariat training experience.

The Commonwealth Secretariat best practice approaches indicate that there is a role for training as a means of support as long as it is part of a wider capacity development strategy and uses a range of mechanisms to provide ongoing support. Training was found to offer a number of opportunities which would have been more difficult to provide using other modalities:

- ❖ Raise awareness of new developments and best practice
- ❖ Share views from across all Commonwealth nations
- ❖ Enable participants to use a common set of indicators to benchmark their performance against other countries
- ❖ Motivate people to 'do as well as others' or feel they are doing well
- ❖ Offer the opportunity to shadow peers and learn experientially
- ❖ Provide advisers with a roadmap of the 'state of readiness' of countries and the support they will require

**Recommendation 1: A Commonwealth Secretariat wide approach to capacity development, including the role of training in capacity development, is adopted based on recognised best practice and current best practice within the Commonwealth Secretariat.**

## **5.2 Rationale for Commonwealth Secretariat Training Programmes**

### **5.2.1 Role of training**

This section looks at the extent to which Commonwealth Secretariat training programmes support the achievement of the results identified in the Commonwealth Secretariat Strategic Plan and Member Countries' plans.

The level of intervention identified in the Commonwealth Secretariat Strategic Plan (2008/2012) is focussed on institutional and organisational capacity development or specific problem resolution. It identifies training as one of a number of modes of delivery (para 56) that can be used and clearly places it within a larger programme of capacity development; not as a 'stand-alone' or 'one-off' activity:

- Operational support for critical government functions: focussing on overall capacity of systems
- Advice on specialised services: resolving specific problems; 'one-of-a-kind' interventions, not necessarily designed to build capacity
- Promoting change or reforms: changing approaches or attitudes on key issues; enhancing capabilities of a group or an organisation
- Political advice: resolving specific issues to build capacity
- Advice on global positioning: advice to meet international standards or address global problems; building overall system capacity

- Training for learning and development: training to enhance skills / competencies of individuals, groups or organisations; within larger programme of developing capacity
- By the CFTC in particular: training programmes, workshops and seminars; and the placement of experts.

As identified in Chapter 4, our review of best practice in capacity development found that training does not necessarily lead to improved institutional performance unless a number of other conditions are in place. This implies that training should generally take place as part of a wider capacity building initiative which ensures those conditions are in place. This is consistent with the role of training assigned in the Commonwealth Secretariat Strategic Plan.

### **5.2.2 Relevance of Training**

We reviewed the topics of Commonwealth Secretariat training programme and found that they are generally responsive to the pillars of the strategic plan. However, the thematic areas identified in the Commonwealth Secretariat Strategic Plan (2008/2012) are such that almost any topic can be justified. The results and indicators of the strategic plan are extremely ambitious and indicate a need to work at the highest levels of member country governments to bring about institutional change and/ or development.

The CFTC review (Finding 13) found that in the sample of countries reviewed Commonwealth Secretariat projects are generally supportive of national development plans or priorities. The majority felt that CFTC activities were linked to their country goals and to the global development context. The Field Visits for this evaluation also found that the training programmes offered were generally supportive of member country government reforms.

There are a number of recurrent training programmes which are developed in the general area of Commonwealth Secretariat's strategic themes but are not part of a wider capacity building programme. Most of these take place at regional level or as part of the Third Country Training Programme in Malta and Singapore. It was reported that in some cases these training programmes had to be cancelled because there was insufficient interest and in other cases the number of regional or Pan Commonwealth participants had to be 'topped up' with local participants to enable it to go ahead. During the Phase 1 interviews this was identified as having taken place in India where a large number of training programmes were offered. This raises questions about the relevance of the training provided, particularly for the local participants who are used to 'top-up' the quota. This situation was also found to be the case in training followed up during the Field Visits where a regional training event was 'topped up' at short notice when other countries were unable to attend. In this case the inability to attend was not due to lack of interest but the inability of many participants to get a visa due to the short timescale given.

**Recommendation 2: Time frames and notification procedures should be reviewed to ensure ample time for preparation by participants and organisation of visas.**

**Recommendation 3: In situations where there is insufficient interest in a course and it does not achieve its full cohort it should be cancelled rather than 'topped up'.**

To determine relevance to country and Commonwealth Secretariat strategic goals we looked at both the thematic area and the level of intended impact. If institutional change is to be effective, as Section 4.1 makes clear, appropriate policies and strategies need to be in place to support the change. While training may be effective at the level of improved competencies - if the relevant policies and strategies are not in place it may be very difficult to achieve the changes desired.

This may be the case with the training for 'Multigrade Teaching' (see Box 4 below) that took place in Lesotho. The training focused on developing understanding of how multigrade teaching can be organised in the classroom and how materials can be adapted to meet learners' needs. However, at present the Botswana government policy is to send children to boarding school if there are insufficient children in a village to form a non-multigrade school. While the 'Multigrade Teaching' training supported Ministry staff to deal with the problem of teachers teaching Multigrade classes, it did not address the larger problem of lack of policy in this area.

**Box 4: Training Programme in Multigrade Teaching**

Recent research in Botswana found that of the children who do not attend school, the majority are from rural areas; the reasons for this are that many parents do not want to send their young children to boarding schools and many children who are sent to boarding school run away or refuse to return following a vacation. To address this problem a number of communities have set up their own schools which by necessity are Multigrade (vertically grouped), many having only one class. At present the Ministry of Education provides a teacher for these schools when requested.

STPD carried out training in Multigrade Teaching in Lesotho in 2007. This training was provided at the request of Ministers of Education from Southern Africa to help them address the problem of vertically grouped classrooms in small rural school. Participants from Botswana included the Director of Curriculum, Principal of a Teacher Training College; Head of Teacher Resource Centre, Head Teacher and two teachers. The selection of participants was decided by the Ministry of Education to ensure understanding of Multigrade teaching at all levels of the system.

The training focused on practical aspects of teaching in a Multigrade classroom and a book was produced to support teachers in their classrooms.

The facilitator of the training is internationally recognised and has specialised in the area of Multigrade teaching in Africa, she has worked with the Commonwealth Secretariat education section for many years. The training was felt to be excellent by the participants interviewed and they are now working with the Commonwealth Secretariat education adviser to procure technical assistance for curriculum and materials development to support the increase in multigrade teaching that is taking place.

Following the regional workshop the principal of the Teacher Training College included Multigrade Teaching as a component of the curriculum and this is the only college to have done so. The materials from the workshop are being used to train the teachers.

Thus it would appear that the training has had a satisfactory outcome in supporting institutional development on a number of levels. However, a major problem remains: there is no policy to support a move towards Multigrade Teaching - the government policy is still to provide boarding schools. This means that Multigrade schools are being set up ad hoc by communities with no formal policy of government support, although this is provided on a case by case basis. This lack of policy means there are no guidelines on the management of these schools, the service and conditions for teachers who may have to fulfil a range of roles generally shared across a number of teachers; rights to government education resources etc.

This is likely to be one of the reasons why other colleges haven't included multigrade teaching as part of their teacher training curriculum. Therefore, while the training is supporting the Curriculum and Evaluation Department improve their ability to support teachers engaged in multigrade teaching, it is not addressing the wider problem that exists through lack of a clear policy and strategy.

This is a clear example of the need for the Commonwealth Secretariat to be simultaneously working at different levels to ensure development of an enabling environment through support for policy development at the same time as, or in some cases prior to, supporting the technical competencies of staff.

**Recommendation 4: Training takes place only as part of a wider capacity development programme which supports an enabling environment with the institutional and technical capacity to implement.**

### 5.2.3 Influence of Member Countries on Training Programmes

In most cases, member countries can influence the training that takes place to the extent of identifying priority areas for support at the CHOGM and Ministerial meetings or making a request for training in a specific area. How those needs are then met generally becomes the responsibility of individual advisers.

A number of Commonwealth Secretariat advisers describe training as 'demand-led' because it is based on priorities set at the Commonwealth Heads of Government Meeting (CHOGM), with Ministers and requests from Member Countries (MCs) through the Primary Contact Points (PCPs) and Points of Contact (POCs). However, some advisers felt that in order to be 'demand-led' they must respond to all direct MC requests as the Commonwealth Secretariat is funded by those MCs.

Identifying and agreeing at an institutional level, an appropriate definition of 'demand-led' training in the context of the Commonwealth Secretariat capacity development and consistent with best practice will help to identify the extent to which member countries have influence over what training takes place. Such a definition could be:

*Training that is identified and planned in consultation between Commonwealth Secretariat advisers responsible for capacity development and key stakeholders from government and non-government institutions that will benefit from improved capacity to achieve national goals, and/or government departments responsible for the professional development for government officials.*

This implies that the identification of need for the training could come from Commonwealth Secretariat advisers or from national institutions/ organisations (government and non-government) with a mandate to support achievement of national strategic goals. Consultation would include (at a minimum) a needs assessment, identification of appropriate participants and setting of training objectives in terms of participant capacity and resulting impact. A definition of 'demand-led' training and what it means in relation to Commonwealth Secretariat capacity building will need to be identified and agreed by all advisers.

At present Pan-Commonwealth and regional training is mostly supply driven: it is Commonwealth Secretariat advisers who decide what training takes place and when, based on their understanding of national, regional and Pan-Commonwealth needs and stated priorities. While the training may be in an identified priority area there is no evidence of consultation with stakeholders to identify real need. It has not been formally requested by a specific government agency for a specific group of individuals with a specific outcome in mind. Member countries can decide whether or not they wish to send participants to the training; however, they have no influence over the content or modality of the training. Thus member countries have no influence over the training offered in this way but need not participate if they feel it is not relevant to their needs.

National training has a greater potential to be demand-led as in many countries there is a government office responsible for staff development across government; there is often an Human Resource development officer in that department who is the Commonwealth Secretariat POC (henceforth referred to as 'POC HRD')

While the Secretariat organises a biennial PCP meeting, most PCPs and POCs interviewed are unaware of the range of thematic areas across the Commonwealth Secretariat. This lack of information limits their ability to influence the training that takes place and disempowers them from taking a more structured approach to capacity building for the ministries they serve.

Most POC HRDs see their role as passing requests for nominations to attend training to the appropriate departments. Those interviewed had made no requests for training and in some

cases were unaware that they could request training. Where responsibility for professional development of public service staff has been decentralised to the individual Ministries the POC or PCP were often not aware of training that was taking place there; and if one knew through contact with an individual adviser they generally did not transmit that information to the other.

The Commonwealth Secretariat must empower POCs through providing them with a clear understanding of the various areas that the Commonwealth Secretariat can support and help POCs identify where and how support can best be provided to enable them to take a more structured approach to capacity building for the ministries they serve.

Commonwealth Secretariat advisers identified training events as being held in response to requests for training. These were reported to come about through direct contact between the department making the request and individual Commonwealth Secretariat advisers. The Field Visits found that most requests for training came about through someone attending regional or Pan-Commonwealth training and later making a request for follow-up training in the same area. However, the participants had no awareness of other areas that are supported by the Commonwealth Secretariat; this limits opportunities of cross sectoral working and more comprehensive capacity development support. This points to the need for wider dissemination of information about the role the Commonwealth Secretariat plays in supporting capacity development.

Training evaluation reports are not sent to participants in the training, the departments which nominated them or to POCs who managed their nomination; therefore countries are not able to evaluate the value of training provided or whether the intended workplace results have been achieved. This further limits their influence on the training that takes place as they do not have evidence of relevance or quality to refer to. Only when they are aware of what is taking place and its relevance to needs can they attempt to influence it.

**Recommendation 5: There is a need for a Commonwealth Secretariat definition of what constitutes a 'demand-led' capacity development programme.**

**Recommendation 6: A Commonwealth Secretariat Communication Plan be developed which describes the channels and frequency of communication between PCPs, POCs and Commonwealth Secretariat advisers and the range of information to be communicated.**

### **5.3 Management of Training**

This section looks at the Commonwealth Secretariat management procedures for training activities managed by advisers in divisions which carry out training.

#### **5.3.1 Budget allocation**

Although responsibility for the provision of training is shared by a number of Divisions the Governance and Institutional Development Division (GIDD) retains a strong focus on the provision of training with their work accounting for nearly half the number of people trained in recent years. In our study of the Management of Training we have focused on GIDD, consequently this section of the report refers specifically to GIDD although many aspects are illustrative of more general and widespread practice within the Commonwealth Secretariat.

Some individual advisers are allocated an annual budget from their department which gives them a large degree of autonomy in terms of what activities they carry out. Overall we found no criteria for budget allocations to advisers, individual advisers receive between £200,000 and £300,000 each year regardless of the geographical location / population they serve or

the thematic area they offer. Unspent budgets can not be carried forward to the following year. Analysis found that budgets for Regional Advisers in GIDD were allocated as follows: 47% Africa (3 advisers); 24% Caribbean (2 advisers / 1 also works in Mediterranean); 15% Pacific (1 adviser); 11% Asia (1 adviser); 4% Mediterranean (1 adviser – also covers some Caribbean); and 2% Pan Commonwealth Gender in Public Service (managed by adviser for Africa).

Working within a framework of a multi-year Project Design Documents (PDD) each GIDD adviser develops a one year Programme Development Plan (PDP) which outlines their activities for the coming year without allocating budgets to specific activities or results. It was suggested that this happens because it is difficult to change budget allocations once made; all reallocations over £15,000 have to be sent to the Department Head, the Division Head and then to the Deputy Secretary General (DSG) for approval.

While this approach to budgeting may enable some individual advisers to be responsive to requests for support, the fact that no funds can be carried over to the following financial year also puts pressure on them to spend the funds. This is a disincentive to longer-term planning of capacity building interventions. It is understood that this approach is currently being reviewed with the possibility of advisers being able to 'carry forward' funds to the following year<sup>7</sup>.

Performance budgeting has been established with advisers having had their budget increased as a direct consequence of the evidence of impact of their approach. This will clearly incentivise other advisers to consider the impact of the work that they do.

**Recommendation 7: Transparent results-based criteria are developed for the allocation of budgets to divisions and to individual advisers and a percentage of the budget can be carried to the following year.**

The online survey suggests that a number of Commonwealth Secretariat Divisions spend the largest proportion of their budget on training; responses from advisers across the Secretariat indicated that some spend their entire budget on training, while others indicated spending 50%, 60% and 90% of their budget on training.

It would appear that many Divisions have no criteria to guide their allocation of funds to regions or countries or the types of support that will be provided; it is a decision made by individual advisers. There is no requirement for a needs assessment to provide evidence of the need for specific activities and budget allocations are not results based. There are also no criteria for the proportion of funds that should be allocated to planned activities and unplanned requests for support.

**Recommendation 8: Adviser's funds are allocated against results in a needs-based capacity development plan.**

It is understood that the Secretariat has recently introduced a new planning and budgeting tool that will help in prioritisation of work areas and focus on results.

### **5.3.2 Decision making process**

Responses to the online survey, interviews with advisers and field visit interviews suggest that in most cases training programmes are based on priorities identified at CHOGM, Ministerial and other high level meetings as well as through specific requests for training

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<sup>7</sup> In this last year it is reported that within GIDD regional and thematic budgets were allocated based upon the more transparent criteria of budget presentations, performance to date, relevance of programmes to goals of strategic plans and track records of expenditure.



from government offices and other organisations. There is rarely a formal needs assessment process.

#### **5.3.2.1 Role of stakeholders in decision making for training**

**PCP:** The Primary Contact Point is generally responsible for reporting on Commonwealth Secretariat activities in order to support coordination of inputs from donors and other agencies, thus it is important that they are aware of all activities taking place in both the government and non-government sector. They play no role in determining what training takes place.

In some of the countries visited neither the PCP nor their delegated officers have any knowledge of the Commonwealth Secretariat training that takes place in country and have little or no contact with the Commonwealth Secretariat regional adviser or thematic advisers or POC HRD. Their only contact with Commonwealth Secretariat staff is during the annual meetings. While a mechanism exists for PCPs to be informed of training of public servants by the POC HRD, there is no mechanism for informing them of training with participants outside government.

This means that many activities are not reported which limits coordination of support by the member country government and reduces awareness of the contribution that is made by the Commonwealth Secretariat.

**POC HRD:** In many countries the Commonwealth Secretariat Point of Contact works in the Human Resource Department of a government department responsible for coordinating professional development of public administration staff to support achievement of government reforms. Although they have a strategic role in staff development across government they do not appear to play a role in identifying opportunities where the Commonwealth Secretariat can support their internal capacity development initiatives.

For regional, TCTP and other Pan-Commonwealth training, the POC HRD is used as a conduit to forward requests for nominations from the Commonwealth Secretariat to the most appropriate Ministry and approve nominations thereby giving permission for participants to travel outside the country. Where training takes place in-country with participants from a specific Ministry the POC HRD may only be informed at a later stage so that participants can have the training recorded against their work record.

In some cases the POC HRD had no knowledge of training that had taken place as it was internal to a specific Ministry and neither Commonwealth Secretariat advisers nor the Ministry had informed them. This results in a number of activities not being reported at country level.

Feedback from all six Third Country Training organisations in Malta on the role of the PCP and POC in identification of participants for the courses provided was very negative. Most felt the overall administrative and management systems did not operate effectively. This has led to these training providers undertaking their own publicity and awareness work to ensure appropriate participants and in one case employing a part-time staff member for this. It was suggested that POCs may not be familiar with the thematic areas for which the courses are offered and therefore do not advertise requests for nominations appropriately.

While the desire of training providers in Malta to access a full quota within the required time can be understood from a commercial perspective, this action may result in reducing the decision making power of government on which training events fall within their priority area or who is selected as nominations are being driven by external forces.

**Recommendation 9: Advisers responsible for TCTP and regional training programmes play a proactive role in working with the member country institutions to support identification of appropriate nominees.**

**Government Departments, Ministries and Non-Government Organisations:** In most cases government departments and ministries are only involved at a design level when they make a request for training. In approaches where needs assessment and follow-up take place there are more opportunities for local decisions about what support is needed and how it should be provided.

A need for “early intelligence” after the election of a new government was identified; as such a change will see key personnel changing at the strategic levels the Secretariat works with, both politicians and in practice some senior civil servants. At this stage there is a particular need for Regional Advisers to be linked to and co-ordinating with key ministry departments to raise awareness of Commonwealth Secretariat activities and the role they can play in supporting the new government.

**Regional and Thematic Advisers:** In the majority of cases decisions on which planned activities take place and which requests will be supported appear to be almost entirely the decision of individual advisers. Such decisions are described as based on an individual advisers understanding of the need in each country or region; there are no criteria for support related to a formal needs assessment.

**Training Providers:** Training can be provided by the Commonwealth Secretariat adviser, a facilitator identified by the adviser, a facilitator identified by the training institution where the training is held or any combination of these.

The decision on which to use and the level of involvement of trainers and training institutions in the process of design and delivery is made by each adviser based on their knowledge of the capacity of training institutions and trainers working in that area. In most cases where a trainer was engaged to carry out the training they develop the training course based on objectives provided by the adviser. The adviser then adds their inputs and comments to the training plan.

**Participants in Training:** In a small number of Pan-Commonwealth training, a country assessment is built into the design of the training programmes and participants are engaged in the identification of country level needs and of further action and support required. While they are not engaged in the initial design process they play a large role in determining how ongoing support will be provided to support them implement change. This does not appear to take place in other programmes.

Stakeholders at all levels play a very small role in the deciding what training should take place or what other forms of support can be provided. Only in a small number of cases is the engagement of stakeholders explicit in the capacity development approach taken.

**Recommendation 10: Implement a structured approach to the engagement of key stakeholders in the decisions relating to approaches to capacity building and the topics and venue for training in order to support ownership and commitment in the capacity development process.**

#### **5.3.2.2 Communication within the Commonwealth Secretariat**

A management issue that has already been identified is poor communication across the divisions of Commonwealth Secretariat. While most people identified substantial improvement in this area over the last year, there is no formal system for ensuring that (a) regional advisers are aware of what is taking place in their respective regions regarding support provided by another division, or (b) for advisers from across the divisions to know what other initiatives are taking place in a specific region or country. This may result in lost opportunities for collaboration and cost sharing as well as possible duplication of activities.



**Recommendation 11: A central database accessible to all advisers which holds information on all activities is currently being set up; effective use of the database should be part of advisers' performance management processes.**

**Recommendation 12: Capacity development plans show evidence of collaboration across thematic areas and Divisions to support needs identification.**

### **5.3.2.3 Requests for Training**

When a request for support is made to an adviser, there is no consistent decision-making approach across or within divisions with some advisers and departments taking a more strategic approach than others. Responses to requests for training have been identified as:

- a. Work with the MC to establish the 'real' need and develop a plan that will meet the identified need
- b. Provide the training as it clearly fits within their thematic priority;
- c. Pass the request on to another more appropriate division or adviser within Commonwealth Secretariat;
- d. Help to identify another source of support and broker the relationship
- e. Provide the training because they have the funds to do so
- f. Provide support on a 'first come, first served' basis which benefits the more proactive MCs over countries which may be less proactive but have greater need.
- g. "Commonwealth Secretariat is asked to carry out training in ABC and if we can't do it we offer XYZ"

The first approach (a) is explicit in approaches adopted by a small number of Commonwealth Secretariat advisers and is clearly the most strategic. Some approaches ('e', 'f' and 'g') may deny funds to more effective capacity building opportunities. Meeting requests for training 'on demand' as is suggested in 'b', 'e' and 'g' makes forward planning and budgeting very difficult for advisers and also makes assumptions about the role of training in capacity development which does not fit with best practice.

There are also institutional inconsistencies within the Commonwealth Secretariat with regard to responding to requests for training. There have been cases when a request for training has been turned down by an adviser and the requestor has placed the request at a higher level within the Commonwealth Secretariat and instructions were passed down to the effect that the training has to take place. Such actions disempower advisers and limit their ability to take a strategic approach. It was also found that a request for training to the Commonwealth Secretariat Secretary General's Office had not been responded to.

**Recommendation 13: Guidelines are developed for responding to requests to ensure support provided meets identified needs.**

### **5.3.3 Needs Assessment**

Best practice indicators identify a range of areas which should be included in a needs assessment where the intended outcome is institutional change. The needs assessment would then inform the development of a capacity building strategy to provide a structured and potentially long term approach to building capacity based on actual country needs.

The range of areas identified for a needs assessment includes:

- ❖ the political, institutional and societal drive to implement change;
- ❖ policy in place, or in development, which provides a framework for change;
- ❖ institutional leadership to manage change;
- ❖ resources to implement change;
- ❖ incentives to implement change;
- ❖ critical mass with knowledge to implement change;
- ❖ skills and attitude to implement change.

The Field Visits and interviews with Commonwealth Secretariat staff found three approaches are currently taken to support needs identification.

The first is taken by a small number of advisers who work with selected high level officials and use Pan Commonwealth and regional workshops to identify needs. Advisers work with participants to develop evaluation frameworks for their thematic areas and enable participants to identify their own country's 'state of readiness'. This information is then used to identify what change needs to take place and how Commonwealth Secretariat can best support change in each context. In some cases this has led to funding of innovative projects to address the practical needs identified and to facilitate sharing across countries. A network of practitioners has been established and best practice from different countries shared to strengthen a regional approach. These approaches lead to capacity development plans that are responsive to the needs of countries and the individual participants in implementing the changes or improved performance required.

Such approaches were not found to be an objective of any TCTPs during the Field Visits to Singapore or Malta. Discussions of needs identification focussed on the country papers presented by participants and individuals reflections on their own context. There was no sense that a formal needs assessment took place to inform future TCTP courses or advisers' planned activities.

A second approach identified is where a needs assessment is carried out with both the requestors of training and potential beneficiaries in response to a request for training. This is used to identify the type of support needed and the most relevant participants to benefit from the support. This has led to the development of wider capacity development plans to ensure wider impact.

The majority of advisers draw their training mandate from Pan-Commonwealth meetings of the Heads of Government and Ministers. However, this would not be considered best practice because, while the high level meetings may be able to identify the priority areas they do not identify the state of readiness for change based on the needs assessment areas above.

**Recommendation 14: A needs assessment at country and/or institutional level is carried out prior to support being provided by the Commonwealth Secretariat.**

#### **5.3.4 Selection of Participants**

Selection of participants has been identified as critical to the success of training which aims to either support institutional change or enhance technical skills. Research into best practice has found that individuals with leadership qualities and skills in supervision, management, strategic management at the top, and coordination and logistical skills at operational levels at the core of a system are the people with the greatest potential to develop system capacity. Although working with individuals may not have an immediate linear, causal relationship with

overall organisational capacity, an individual's capacity can make an impact across a range of institutional reform activities.

It is therefore important to identify participants who can make maximum impact when they return to their posts either because they have a position where they can influence policy, strategy or staff behaviour, and where there is also the political will of government to support the institutional change that may follow.

Four modalities of selection of participants were identified. The first and most prevalent means of identifying participants for TCTP, regional and national training is for the adviser to send a request for nominations to the POC HRD who forwards the request to the appropriate ministries. The decision of which ministries to inform would appear to be at the discretion of the POC HRD based on their understanding of institutional needs.

Commonwealth Secretariat advisers provide the POC with criteria for the selection of staff to attend training programmes but report that sometimes inappropriate staff do attend. Some advisers do not feel they have any control over this because MCs provide the funding for Commonwealth Secretariat. However, if provision of support is to be cost-effective, i.e. the contributions of MCs are not wasted, it is important that guidance is adhered to and there is careful selection of candidates.

It has not been possible to ascertain the extent to which participants were the most appropriate but in most cases both the participants and the POC HRDs believe this is the case. In some small island states the size of the Civil Service makes it difficult to avoid some participants being sent to courses more than once because they fulfil a wider role than their equivalents in larger countries. However, it is ineffective to send them as substitutes for more appropriate staff who are unavailable at the time of the training, or as a "reward" for long service; both of which were reported as occurring.

Discussions with the colleges delivering the TCTP in Singapore found that in the majority of cases the participants were selected at the appropriate level for the workshop aims and that the Commonwealth Secretariat selection is often better than other international and regional organisations they work with. Many of the TCTP colleges also had the opportunity to vet the nominations and felt that the advisers followed their advice on selection.

In Malta, some training providers believe their fifteen years of experience of offering courses gives them insights into the selection of participants. On one recent occasion a training provider refused to take a participant suggested by the adviser feeling that the adviser was not well placed to be making the decision about the relevance of the course for the particular applicant.

The second approach is where participants are selected by the organisations who requested the training. In these cases the participants were selected for a specific purpose and could, therefore, be identified as 'most appropriate', however, no needs identification activity took place prior to the training. Participants in these programmes felt that although the training was enjoyable and beneficial it did not entirely meet their needs. They felt that aspects of the course should have been targeted at their supervisors as institutional changes needed to take place before they could effectively implement aspects of the training.

This implies that in these cases the objectives were not entirely appropriate. It also implies a lack of understanding on the part of the requesting organisations of the need for appropriate policies, strategies and management structures to be in place to support effective working practices; a needs assessment would have identified this.

A third approach is to carry out a needs assessment with the intended participants and design the programme based on their needs and anecdotal evidence of improved performance was found.

The fourth approach identifies participants who are employed in specific roles so that the training and follow up support can be targeted more effectively. Participants engaged in this approach were found to have been the most effective in implementing specific reforms.

These findings strengthen the requirement for a needs assessment to identify appropriate participants and for advisers to play a proactive role in the selection of participants.

### ***Indicators of appropriate and inappropriate selection***

Post-training indicators of appropriate selection were found to be where participants carried out specific activities learned from the training to support reforms; carried out training activities using materials from the training to capacity building in their department; were promoted within their department shortly after attending training; were members of a committee responsible for implementing or advising on reforms; held posts in government with direct responsibility for implementing reforms or carried out training using the resources provided in the training course.

Indicators of less successful selection were also found, these included participants who retired shortly after attending the training; did not implement their action plan; could not link training to specific improvement in performance; and where lack of an enabling environment was cited as a barrier to implementation.

During discussions with advisers it was identified that there were occurrences in which participants have attended the same workshop when offered at a later stage. However, we did not find any evidence of this in our discussions with participants of training, or that they had attended other Commonwealth Secretariat training programmes.

**Recommendation 15: Needs assessment process identifies participants who can make maximum impact when they return to their posts.**

### **5.3.5 Selection of Training Providers**

Training is delivered by Commonwealth Secretariat advisers, facilitators from local training providers, regional and international experts and Third Country training providers in Malta and Singapore. Advisers who are experts in the thematic field of the training play a hands-on role in the development of the curriculum for any training courses they carry out or organise. Regional Advisers have expertise in a range of themes and often carry training within their area of expertise.

There is no standardised approach to the recruitment of independent facilitators or training institutions for training programmes. It is through personal contact, word of mouth and past experience.

Commonwealth Secretariat training programmes provide an excellent opportunity to build the capacity of local training providers to support national and regional sustainability. Local training institutions are used to carry out regional and national training in a number of countries; institutions in Kenya, Botswana, Jamaica, Belize, Maldives, Singapore and Malta were visited as part of the evaluation.

TCTP providers were all found to provide a high standard of training and their facilities and trainers had high scores on participants' evaluations. Where international support had been provided to national training institutions the quality of training was also reported to be of a high standard and these institutions also had excellent accommodation and/ or training facilities.

In Singapore training providers are required by the Ministry of Foreign Affairs (MFA) to submit a competitive proposal for the training courses they provide, however, there have

been occasions when advisers have approached institutions directly to discuss a possible course before formalising it through MFA. In Malta there is no competitive process, the programmes have been offered by the same institutions for the past 15 years. Four of the six programmes offered there are under the University of Malta.

National or regional training providers are generally selected by advisers who recognise their potential for sustainable provision of support as in the case of the Kenya Institute for Administration and the Management Institute for National Development in Jamaica and Belize.

However, there have been occasions when international advisers have been selected to carry out training and no local training institutions have been involved. In one case a local institution specialised in the area of training that had been provided by the Commonwealth Secretariat but had no knowledge of it taking place. They subsequently carried out training with the same group of participants and participants found their training approach to be less appropriate as it was predominantly lecture-based.

In another case a local facilitator was funded through the Commonwealth Secretariat to carry out training of government officers, some of whom were then expected to cascade the training to colleagues. This training was observed for a period during the Field Visits. Although the facilitator was knowledgeable in the thematic area of the training he did not have appropriate training skills. He provided relevant tasks for the participants but the presentations were long, used over complex language, organisation of groupwork was not consistent with best practice and tasks were not clearly explained and the experience did not provide a suitable model for the cascade training which was to follow.

While the Commonwealth Secretariat cannot provide international experts for all training they support it is important that experienced trainers are used.

**Recommendation 16: A standardised approach is developed for the recruitment of independent facilitators or training institutions and for monitoring and maintenance of quality.**

## **5.4 EFFECTIVE TRAINING**

This section looks specifically at the quality and effectiveness of training provided through Commonwealth Secretariat training programmes. We have used the best practice indicators identified in Section 4 to evaluate the training that has been carried out. This section does not attempt to validate the use of training as a modality for capacity development but seeks to evaluate the extent to which the training carried out meets best practice.

The Commonwealth Secretariat does not provide guidelines on what constitutes good training and does not provide training for its advisers in either approaches to capacity development or to training. There may be an implicit assumption that if you are an expert in a specific area you can also train others in that area; this is an assumption that needs to be questioned. Furthermore, without a sound understanding of what is effective training it may be difficult to adequately evaluate the quality of training offered by external trainers and training institutions.

The definition of a ‘training workshop or seminar’ used by Commonwealth Secretariat is:

*Workshop or seminar aimed at dissemination or imparting knowledge and skills on a predefined body of knowledge.*

In this definition, as was pointed out by one Commonwealth Secretariat adviser, the emphasis is on what the trainer does rather than the learning needs or learning of the 'learner'. The term 'dissemination' implies a 'transmission'-based theory of learning which does not fit with the reflective, experiential, enquiry and problem-based practices which are identified as best practice in training. We propose the following working definition as more indicative of an effective training session:

*A facilitated session where participants have the opportunity to further develop their understanding, skills and attitudes through engaging in discussions, tasks and work related experiences which require a range of higher order thinking skills, and reflection on learning for future action.*

Discussions with advisers showed that many do not have a background in training and some were comfortable with the 'dissemination of knowledge' as articulated in the Commonwealth Secretariat definition of training. The language most advisers used to describe how training takes place did not use the vocabulary or terminology generally used to describe what takes place in effectively designed training sessions. While case studies were mentioned these often referred to participants' presentations of their country context. TCTP providers in Singapore indicated that these were often at a macro level and not always useful for identifying participants' needs; course programmes indicate that very little time is given to these; and end of course evaluations identified that often there was little time for discussion following each presentation.

**Recommendation 17: Commonwealth Secretariat advisers receive training in what constitutes an effective training programme and the role of training in capacity development to ensure they are able to adequately evaluate the quality of training and training providers.**

#### **5.4.1 Establish Purpose for the Training**

This stage enables participants to identify a purpose for attending the training event through reflecting on what they will do with the knowledge and skills they have been exposed to when they return to their workplace. It aims to raise the expectations of supervisors and participants in terms of the impact of the training on performance.

The TCTP uses a specific form to facilitate the nomination of participants and establish a purpose for attending the training courses but we found no evidence of a standardised form being used by other Divisions. The form reviewed asks participants to make a personal statement outlining the relevance of the training to their present work: how the training will help their work and any other skills they believe the training should cover. There is also a section to be completed by their employer/ supervisor which requests information related to the relevance of training to needs of their institution and the participants job; the problem area the training is intended to help solve; why the nominee was selected and the skills they wish nominee to acquire.

The completed document is then used to select the most appropriate participants and in many cases participants selected are then asked to write a country paper to present at the training event. However, in some cases participants are not informed that their nomination is successful until a very late stage. TCTP providers in Singapore often mentioned that participants had not been given sufficient time between notification and the commencement of the course to write the country paper. There were also cases of participants being unable to attend regional training because they had been given insufficient time to get a visa. This implies that many participants are not given sufficient time to reflect on the value of the course in supporting them to meet their performance objectives.



This strengthens the need for an appropriate timescale between identifying the need for a training event and holding that event to enable participants to adequately prepare. We have provided an example of the types of questions that could be asked in an application form in Box 11 (page 59).

#### **5.4.2 Based on needs assessment**

We have separated the two levels of needs assessment that should take place in the planning for capacity development and facilitation of training events. In section 5.3.3 the focus was on needs assessment that enables identification of a country's 'state of readiness' and the factors that need to be in place for change to be effectively managed. In this section we are looking at the needs of individuals to manage that change. An understanding of both needs is necessary if capacity development is to be effective.

##### ***Pre-training application form***

The form used for some TCTP is described above and in discussions with TCTP and regional training providers there was only one reference to the forms being used for the purpose of needs identification, it was mainly used to support selection of participants.

The form has no questions related to training courses, attachments and other professional development activities the participant has had access to previously; therefore, there is no means of identifying whether the current course is a replication, consolidation or continuation of support from elsewhere. There is no contact between advisers or training providers with participants or their employers before the course; all contact is through the POC. Thus, the only known information about the participants is held in the form. This implies that the information provided in the form needs to be as useful to the participants, their supervisors Commonwealth Secretariat advisers and training providers as possible.

**Recommendation 18: For all courses, whether institutional, national, regional or Pan-Commonwealth, all potential course participants and their line managers are required to complete a form in which they identify what they expect the participant to achieve in the workplace as a result of the training and what role the line manager will play in monitoring and supporting this. Once selected participants will complete a pre-training task which requires them to analyse country and/ or institutional levels of capacity as well as personal needs in greater detail and reflect further on their purpose for attending the course. Adequate time must be given to complete these pre-course requirements and ensure the course is tailored to meet the needs identified.**

##### ***Field level needs assessment***

Through our discussions with participants, trainers and training colleges we found only a few examples of a needs assessment that involved meetings with potential participants in training and other stakeholders.

In some countries the POC HRD stated that each Ministry or Department would carry out their own needs assessment which is then forwarded to them. This provides guidance to the POC on the broad needs of individual Ministries. However, experience from the UK and internationally indicates that unless there is a well-managed performance appraisal system such information can often be a wish list not entirely related to actual needs. Such needs assessments are also likely to focus on personal needs rather institutional needs or look at the broader picture of whether there is an enabling environment in place to facilitate implementation.

During the interviews with colleges in Singapore and Malta carrying out TCTP it was clear that no needs assessment at this level had been carried out; most commonly they referred to using the participants' country paper presentations to support identification of their needs. In

Malta it was suggested there may be cases where the primary motivation for attending the courses is the attraction of a pleasant and stimulating two-weeks away from work. However, it can also be argued that the way in which the Maltese training colleges identify participants also minimises the relationship between needs and the training.

### ***In-training needs assessment***

A small number of advisers carry out needs assessment as an integral part of the training event through use of evaluation frameworks which require participants to assess 'state of readiness' at country level. The identification of needs at an individual level is implicit in these approaches as following the training there is a move to provide more individualised support which, if it is to be effective, would need to be provided based on not only country needs, but on the needs of the person who is leading the change.

**Recommendation 19: The training event supports a process of needs identification at country, institutional and individual level in order to target follow up support appropriately and to evaluate the potential effectiveness of participants' post-training plans.**

### **5.4.3 Training course objectives**

Good practice highlights the importance of setting clear objectives for training events in terms of outcomes for the participants. It is generally accepted that objectives should be SMART:

- ❖ Specific                    - clearly defined
- ❖ Measurable                - how you will know they have been achieved
- ❖ Achievable                - within the environment of the training event and with the skills available
- ❖ Relevant                    - to the needs of the participants
- ❖ Timebound                - to be achieved by a specific date

In the majority of course programmes the focus of course objectives is on what the training provider will do and describes the participants as being 'acted upon' (**Box 5**)

In only a few cases was there specific reference to what the participants would be able to do or have produced by the end of the programme. (**Box 6**). In some cases those expectations were unrealistic (**Box 7**) and not measurable within the training setting. In one case there are two references to course objectives within a single document and they are not the same.

#### **Box 5**

Course objectives: (*participants are acted upon*)

- ❖ Enhance participants' understanding of ....
- ❖ Familiarise participants with .....
- ❖ Introduce participants to .....
- ❖ Equipping officers with the concept of .....
- ❖ Developing appreciation of .....
- ❖ To present .....
- ❖ To provide .....
- ❖ To give participants .....
- ❖ To allow participants .....
- ❖ To offer participants the learning opportunity to
- ❖ To expose ....

#### **Box 6**

Course objectives: (*participants as seen as active learners: 'will be able to'*)

- ❖ Produce .....
- ❖ Develop a .... for ....
- ❖ Illustrate the roles and responsibilities of ...
- ❖ Describe the ...
- ❖ Explain the ....



**Box 7**

Course objectives: *(these activities are not measurable by the end of the course)*

At the end of the course participants will be able to:

- ❖ Take responsibility for their further development as professional Law enforcement officials
- ❖ Conduct investigations effectively with dignity, integrity and knowledge
- ❖ Uphold and respect the Human Rights of all persons

However, while **Box 6** allows the participants to be 'Active Learners' within the training event the objectives do not include higher order and problem solving and critical thinking skills that participants would be required to use on daily basis in their workplace. Furthermore, while it is important for course objectives to identify desired impact on performance in the workplace they also have to be realistic.

**Recommendation 20: Course objectives are set at a level appropriate to the professional capabilities of the participants and reflect an experiential approach to learning that is consistent with best practice in adult learning.**

**Relevance to participants' roles**

The thematic areas of the training were generally found to be consistent with the roles of the participants in their workplace, but some countries identified a need for greater support for data management and ICT. TCTP providers in Singapore and regional training providers felt that the training courses provided were appropriate to the needs of participants who attended. In one Singapore TCTP course, participants have been streamed by management level and the programme adapted to meet the needs of managers at different levels responsibility.

**5.4.4 Training Approach**

Training programmes are designed based on the theory of learning of the course developer. From the objectives above and the Commonwealth Secretariat definition of training there is a strong indication that the predominant belief is that learning takes place through the transmission of information.

More up-to-date theories of learning displaced the transmission approach as ineffective and focused on more experiential approaches where participants take responsibility for their own learning through a process of experience; reflection; conceptualisation and planning. In such an approach participants are guided through a process of evaluating new information and experiences through reflection on their own context to construct their own knowledge and meaning and use this to plan for improved performance in their workplace.

The CFTC evaluation of 12 countries identified that a small majority of recipients of training feel that training comparable to that carried out by Commonwealth Secretariat is not available in their home country and was of a higher quality than other training they had attended. The majority were satisfied with the quality of training. Through the Field Visits we were able to identify the participants' and course deliverer's beliefs about training and their perceptions of the quality of the training that took place.

### ***Training approaches used***

In discussions with TCTP or regional training providers at no time was there mention of any explicit belief systems related to theories of learning and how they impact on the design of training. Generally, reference was made to the types of activities used; of which presentations/ lectures and guest speakers followed by discussion was the most common; followed by group discussions; case studies; role play (rarely); visits to institutions (Singapore). One TCTP provider identified Commonwealth Secretariat training programmes as more lecture-based than other courses they run.

A review of the training programmes and evaluation sheets found that many of the programmes consisted of a long list of topics which implies a focus on quantity of information.

Participants found the sessions to be interactive because of the opportunity for discussion both during and after the presentations, which may suggest they have limited experience of more experiential approaches to training. Lectures/ presentations were felt to take approximately 25% to 30% of the time with additional time given for discussion. End of course evaluations made reference to the high level of knowledge and experience of the facilitators and the benefits of the exchange of ideas among participants. However, there were also references to the need for shorter presentations and more time for discussions, consistent with an information loaded course. A common negative comment from participants is that courses were too short; 'there was too much to take in such a short time,' consistent with an information loaded approach.

Examples of good practice used within the Commonwealth Secretariat are consistent with a more experiential approach. One provides experience through short attachments in relevant Ministries followed by reflection and planning activities. Some training activities have engaged participants in the process of developing country evaluation frameworks which they then use to evaluate their own contexts' 'states of readiness'; this too is consistent with an experiential approach. These training experiences were rated highly by participants.

**Recommendation 21: Training programmes follow an experiential approach which is consistent with best practice in adult learning with greater use made of attachments and a wider range of learning opportunities apart from traditional classroom-based training.**

### ***Understanding of local context***

The CFTC evaluation identified only one incidence of poor programme design identifying trainers' lack of awareness of local factors with a focus on Canadian/ UK conditions. This was more strongly identified as an issue in the placement of short and long-term advisers who were not familiar with local context. This was also identified as an issue during the field visits where a few participants felt there was an over-reliance on case studies from the country of origin of the facilitator or training provider.

In the TCTP a common way to maintain focus on local context is through asking participants to present country papers and these are described as being used as case studies for

discussion. However, it is questionable whether up to 2 days of listening to one another's country papers is the best use of expensive training time.

Training providers and participants found the presence of a Commonwealth Secretariat adviser at training programmes to be useful as they were described as having an overview of the context in which participants worked and could clarify points for the facilitator. However, it would normally be seen as the responsibility of the training provider to be familiar with the local context of the participants, with advisers providing all the relevant background information on the need for the course, the needs of the participants and evaluating course content to ensure relevant case studies are used.

Almost all participants in TCTP in Singapore talked about the 'Singapore Experience' and how much Singapore had achieved over the past 40 years. Indeed the TCTP is an opportunity for Singapore to showcase its considerable achievements over this period. For many participants it was motivating to know that such change could happen and for a smaller number of people motivating to believe they could be a part of leading that change. All participants felt there was much to learn from the Singapore Experience. Following presentations on aspects of Singapore's achievements, participants were given the opportunity to reflect on how it related to their own context.

The majority of participants also valued the opportunity to learn about their fellow member countries context and to benchmark their own country's progress against that of others.

**Recommendation 22: Commonwealth Secretariat advisers provide training providers with background papers and relevant case studies related to the countries that are participating in the training to support the course development process. Training providers also receive a copy of the application forms and pre-training tasks completed by participants to enable them to tailor the course to meet specific contexts and needs.**

### ***Number of participants***

It is generally accepted that in order to be effective a training event should have no more than 30 participants as larger numbers limit the opportunity for participation and feedback. Where larger groups are used it indicates an approach which focuses on presentation of information followed by question and answer sessions and group tasks which either have no feedback or where a great deal of time is spent on group presentations.

Most Commonwealth Secretariat training programmes have between 20 and 30 participants with some Malta programmes having only 15 but some national training events have had between 45 to 62 participants. Training providers acknowledged they prefer to have fewer participants but there was pressure from Ministries to accommodate more; some participants felt that the courses should be repeated to accommodate the demand.

**Recommendation 23: To meet the recommendations of best practice no training event should have more than 30 participants.**

### **5.4.5 Mechanisms for Follow-Up**

Whether the purpose of training is institutional change and/ or improved individual performance in the workplace the provision of follow-up support is a major indicator on whether or not it will be achieved. A number of mechanisms for follow-up support have been identified.

### ***Action Plans***

Most training programmes require participants to develop an Action Plan related to the thematic area of the training. In most cases participants were asked to develop an Action Plan as a task and present it to their colleagues for discussion. In one case participants were asked to write an Action Plan after the training event and send it to their adviser, no participants completed their action plans.

In most cases there was no further contact from the adviser or training provider to see whether the action plan had been implemented; where this was the case none of the Action Plans had been completed. In some cases the action plans were not part of participants' core work but were ideas they had identified from the training; this may be one of the reasons why they are not completed as the most common reason given was 'no time' or 'no buy-in from colleagues'.

Only where there has been further contact and support from the adviser following the workshop have Action Plans been carried out successfully.

### ***Workshop Materials***

All training events provide participants with a set of workshop materials. National and regional training events are more likely to provide both hard and soft copies of the materials including presentations. In many cases participants reported they had used these materials to make presentations to colleagues on their return to work.

In Singapore, while participants are given substantial hard copies of handouts they are not given soft copies or any presentations and other materials that are within the copyright of the institutions or individual trainers.

### ***Knowledge-Sharing Systems***

These are the systems in place that enable participants to share ideas, research and experiences with colleagues and a wider community of practice. Only a few countries require participants to make a presentation to colleagues and submit a report about the training they have received. However, there are no systems which facilitate the sharing of materials and unless these are digital they are unlikely to be shared.

A number of participants reported using the materials from the training event within their departments to support ongoing professional development of colleagues. However, this was a personal initiative rather than an institutional system.

### ***Publications***

Some training events have resulted in publications written by participants, these are valued by the participants and provide a reference for them on their return to work.

### ***Community of Practice***

Communities of practice are formed by people with similar interests and goals who engage in a process of collective learning. The group can develop on its own through social networking or can be created with the aim of sharing information and experiences with the group so that members learn from and with each other.

A small number of advisers encourage participants to form a 'Community of Practitioners', however, the resulting contact is variable. In most cases contact would appear to be one-to-one and ad hoc, this may be because e-mail is the principal means of communication rather than an online meeting space where all participants can share their ideas and materials. Some communities have been set up where practitioners can meet on the 'Commonwealth Connects' site and in future this will provide a more useful means of communication.

### **Personal Support**

The majority of participants have no contact with Commonwealth Secretariat advisers following the training event and there is no provision for support from training providers though some participants do make contact with trainers for information or advice. There are no formal mechanisms in place to ensure support from participants' line managers to implement action plans on their return to work and no evidence of any such support being provided.

Only a few advisers provide follow-up support as an integral part of their capacity development process. This support is provided based on identified need while participants work on the implementation of their action plans. This support has included the use of participants as consultants to others, financial support to facilitate building a critical mass in country and personal contact to provide ongoing advice and support.

**Recommendation 24: All training events result in an Action Plan and a range of follow-up activities are provided to support implementation of these plans.**

### **5.4.6 Course Evaluation**

End of course evaluations provide useful feedback on the quality of the operational management of training courses but only have value if the findings are acted upon. There is a standard form that has been developed by GIDD and would appear to be used by a number of other Divisions. Participants of all training events were found to have completed an end-of-course evaluation form. While some of these are analysed and compiled into a report, this does not seem to be a required practice. In national and regional training, evaluation details are summarised in the adviser's 'back-to-office report' but often there is no question by question detail. Dissemination of results of the evaluations is also poor.

Most of the evaluation forms ask participants to identify themselves by name; this is not generally considered good practice as people are less likely to be critical if they have to identify themselves.

All Singapore and Malta training providers have their own end of training evaluation forms; some of these evaluate each session and each trainer separately. In Singapore a number of training providers use these to assess the competence of their trainers and the institution as part of their performance appraisal process and ISO certification. In general, the information collected by the training providers was more comprehensive than that collected through the Commonwealth Secretariat evaluation forms. The Singapore providers send their compiled reports to the POC at MFA which sends them on to the Commonwealth Secretariat adviser. In cases where the Commonwealth Secretariat distributes an evaluation form the training providers do not receive a compiled report.

The range of formats of evaluation forms makes it difficult for the Commonwealth Secretariat to measure quality of courses across institutions. The limited access to the results limits the use of the evaluations for lesson learning.

**Recommendation 25: A more comprehensive evaluation form is developed and used for all training events; results are compiled into a detailed report and used to inform future training events; the report is disseminated to training providers, participants and their line managers.**

#### **5.4.7 Mechanisms for Impact Evaluation**

In order to establish whether the training has resulted in improved performance at an institutional and/ or individual level it is necessary to carry out an assessment of impact. We found no evidence of a systematic approach to impact assessment and where there had been substantial impact there was no formal written record of this.

Some advisers are able to demonstrate an understanding of the impact of their work through the follow-up support mechanism they provide for participants and this makes identification of impact an iterative process.

This lack of formal evaluation means that there is little evidence collected to show the level of impact that the large number of training programmes carried out by the Commonwealth Secretariat have had on individual workplace performance, institutional change or supporting enabling environments.

**Recommendation 26: Impact evaluation is built into the design of the capacity development programme in the most cost-effective way, i.e. through documenting progress during the process of supporting implementation or through an impact study.**

### **5.5 Operational Efficiency**

This section looks at the relationship between cost effectiveness and cost efficiency of Commonwealth Secretariat national, regional and Pan-Commonwealth training programmes.

A major obstacle in the ability to identify cost efficiency is the lack of a central point where information is gathered regarding the type, topic and cost of training, number of participants and host institution. The CFTC evaluation found that information regarding the cost of training, number of participants and length of training was not available. Some departments submitted no data for 2005-06 or 2006-07, others could not provide information related to cost or to number of participants.

#### **5.5.1 Third Country Training Programmes**

Singapore and Malta are currently used for the majority of Pan-Commonwealth training; this has come about by these countries offering to share the cost of training as their contribution to the Commonwealth Secretariat. While these institutions provide excellent facilities and experienced facilitators they are also means by which the financial contributions of these countries are spent within the country itself. This may not be the best value for money for the wider Commonwealth community.

Many participants and training providers made mention of the value of the 'Singapore Experience' in motivating participants and enabling them to identify which aspects of their own country and institutional practices they should address. They also cited the value of sharing experiences with participants from across the Commonwealth as a means of benchmarking their own progress and identifying effective strategies.

Most of these are 'stand-alone' training programmes that do not provide any follow-up support to participants. It is anticipated that if training can only take place as part of a wider capacity development, this may result in a reduction in the number of Pan-Commonwealth and regional training events that take place and/ or the frequency of such training.

#### **5.5.2 Costs Effectiveness of Training**

To measure cost effectiveness there is a need for information related to the outcomes of the course in terms of performance in the workplace. The Commonwealth Secretariat collects no data in this area.

An interesting cost effective/ cost efficient contrast is raised by the number of participants attending training events. Malta and Singapore average 13 and 23 participants per event, while some regional and national training programmes have had 45 to 61 participants. While it may be more cost efficient to have large numbers attending an event, this would be considered too big a number of participants and would impact on the effectiveness of the training experience.

### 5.5.3 Cost Efficiency of Training

To measure the efficiency of Commonwealth Secretariat training provision it is necessary to look at the cost of the training provided, efficiency of the organisation of the training and whether the host institutions/ trainers offer value for money related to their performance.

Obtaining meaningful data on comparative training costs across the Commonwealth Secretariat has not proved possible; consequently we have examined TCTP training as illustrative of some of the issues involved.

From participant interviews and end-of-course evaluations all training providers followed up during this evaluation offer a high standard of training and facilities.

Appendix 8 contains a table which compares costs of Singapore and Malta TCTP and examples of regional and institutional training costs. Based on the data that is available there is a substantial difference in the 'per person' costs of training and daily fee costs.

Costs are made up of institutional costs, participants' accommodation, and the cost of advisers' attendance. The **overall daily cost** of some training courses has risen substantially over the past few years. One Singapore TCTP course has risen from a total of £406 per person per day in 2006 to £672 per person per day in 2009. This cost is considerably above the average for most TCTP training courses in Singapore which are £400 and below. Some training courses are considerably more expensive than other courses because of the disparity in fee rates and also the number of advisers attending the course causing total 'per person, per day' costs to reach over £900.

There is also disparity in the **rates paid to institutions**. The daily professional cost paid to an institution in Singapore is mostly between £1,700 and £2,300<sup>8</sup>. However one institution have charged £6,822 a day for specific course which is excessive when compared to other institutions in Singapore or even the UK. Professional costs for Malta are lower than even the least expensive institutions in Singapore. There is also a range of costs charged for different courses by the same institution, for example in 2008 the Civil Service College charged between £1,544 and £3,729 per day for different courses

There is also considerable difference in the daily costs for **participants' accommodation and per diems** etc. In Singapore in 2009 this ranged from £122 to £266 per person per day. This is higher than in Malta where these costs are between £55 and £178 per person per day.

Costs for national and regional training events held in Kenya include all accommodation costs at the national training facility which means it is not possible to compare the separate budget lines with Singapore or Malta. However, the 'per person per day' cost of £174 is considerably below that of Singapore during the same period and similar to lower cost courses in Malta. Therefore, there is an economic advantage to holding courses regionally; and a professional advantage would be the opportunity to build local capacity.

The disregard for increasing costs in Singapore may in part be that there is little actual outlay to the Commonwealth Secretariat; half of all costs are paid by Singapore and the Commonwealth Secretariat is able to claim a subsidy against the total from UK reducing

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<sup>8</sup> It needs to be noted that currency fluctuations in Singapore have at times added up to 30% of total training costs.



their cost substantially. However, this form of contribution may not be the greatest benefit to other Commonwealth Secretariat Member Countries.

Costs of travel to the TCT are assumed by the participant's Government – in the current economic climate this is becoming a limiting factor to such an extent that Singapore is working with the Commonwealth Secretariat to pilot a locally delivered course in the Caribbean. The costs of travel should also be taken into account in thinking about cost effectiveness/ efficiency although these costs are shared.

### ***Cost of advisers' time***

Information collected by Divisions on cost of training does not include the cost of the Commonwealth Secretariat advisers' staff time, flight or per diems for those times they have attended or carried out the training. This also makes it harder for Commonwealth Secretariat to evaluate the relative cost efficiency of their training programmes.

There are no Commonwealth Secretariat guidelines or criteria on when it is appropriate for an adviser to attend a training event. Advisers reported that they would often attend training they have organised and generally play a role in that training. However, it was also found that on occasion advisers have travelled to a workshop to open and close it which cannot be considered an efficient use of time or resources. This was found to be the case in some training programmes in Singapore where three members of one division attend each training with one member of the team opening and closing the event; in all other Singapore training programmes only the adviser attends and plays a role throughout. In one institutional training programme both an adviser and a programme officer attended.

Having factored in these costs we found that each adviser attending increased the 'per participant per day' costs by an average of £40. Thus, the cost of one adviser attending does not greatly increase the cost per person per day and could be justified where the training is used as a means to target follow-up support and gain greater understanding of the context in which the participants are operating. However, little justification could be found for a larger number of advisers attending.

### ***Length of Training Programme***

One Singapore training provider identified a training programme which took place over 5 days being extended to 6 days because participants complained that a 5-day course gave them no weekend in which they could explore Singapore. Costs of accommodation and training providers in Singapore are high and one must question whether this extension of one day to keep participants happy in this way is best use of Commonwealth Secretariat resources. However, in another case a course was cut from 20 days to 15 days and then from 15 days to 10 days the following year to reduce costs and also attract participants who were unable to leave their offices for such a period of time. The course content was also accordingly re-vamped.

**Recommendation 27: Guidelines are established which outline an acceptable cost of professional fees and accommodation for participants as well as criteria for when it is acceptable for Commonwealth Secretariat advisers to attend training events. There should be a clear purpose for attending which adds to the quality of the training and follow-up support to be provided. No more than one adviser should attend at any time. Other Secretariat officers should attend only when there is a professional (not administrative) purpose for doing so and this is unlikely to be at the same time as an adviser.**



## 5.6 SUSTAINABILITY

Sustainability is critical if training activities are to lead to continued improvement without repeated support. We view sustainability as the ability for learning and development to continue without external support through putting in place systems and mechanisms to ensure ongoing support.

### 5.6.1 Findings related to sustainability

While our working definition of training in section 5.4 looks at what takes place within the training session; sustainability requires training to be part of a wider sphere of action.

In the CFTC evaluation (Finding 5) some training participants stressed the difficulty of not being able to apply their knowledge at work. This was attributed to a number of factors, including: lack of a critical mass of people with shared understanding in their units/departments; no in-country knowledge transfer mechanisms; limited or no post-training support. These factors are indicative of training programmes that are 'one-off' rather than part of a longer-term capacity building strategy. While 'one-off' programmes may be successful in raising awareness and building personal skills, they will not provide the factors needed for sustainable institutional improvement.

#### ***Critical Mass***

A critical mass can be built through national and/ or institutional programmes provided for sufficient number of people to lead the change as well as for staff who support implementation.

There is some evidence of Commonwealth Secretariat programmes working at national or institutional level to build a critical mass within specific countries. In some countries this has involved building the capacity of a local training institution to facilitate the training which has then enabled them to respond to further training requests from their own Ministries. However, in a number of cases there has been no contact with local training institutions even when there are institutions providing courses in the same thematic area as the Commonwealth Secretariat training. These are lost opportunities for improved sustainability.

**Recommendation 28: Training providers are identified and their capacity built to provide high quality national and regional training programmes and other forms of support. A number of Singaporean training providers are currently doing this for the Commonwealth Secretariat and other donor agencies and more TCTP support can be provided in this way.**

#### ***Knowledge-Sharing Mechanisms & Post-Training Support***

The provision of follow-up mechanisms has been found to be important in the supporting effective implementation. These areas were considered in section 5.4.7 which found that only a few advisers provided follow-up support which led to sustainable change but that some mechanisms could be strengthened. Apart from the use of e-mail to maintain contact with fellow participants, there was no mention of the range of online resources to support capacity development and information sharing.

Innovations like 'Commonwealth Connects' is a valuable resource to support communication and support. This Commonwealth Secretariat webspace can host communities of practice where participants can share their ideas and seek advice as well as provide access to documents they have developed and links to literature. There are also opportunities for participants to become members of well established international online communities for their field of practice. No mention was made of the use of new communication technologies

to maintain contact, share ideas or host training programmes through learning platforms like Elluminate and DimDim. The use of such technologies would reduce the need for travel and provide more frequent opportunities for 'meeting'.

**Recommendation 29: New technologies are exploited to support knowledge sharing through discussions forums, document sharing and 'real time' online meetings and training sessions. It is anticipated that training in the use of the media and post-training tasks which require the use of the media will be necessary to encourage use in the initial stages.**

## **5.7 OUTCOMES AND IMPACT**

Training is of little value to institutions in member countries unless it translates into improved performance. Training effectiveness is a measure of how well training activities achieve their intended results. This section looks specifically at the quality of the training that participants experience in Commonwealth Secretariat training programmes; i.e. how well training activities have achieved their intended results.

This section looks at how Commonwealth Secretariat evaluates the outcomes and impact of their training programmes. The link between training and outcomes/impact is a difficult one; it is difficult to attribute impact to training as there are many other factors at play.

### **5.7.1 Findings Related to Outcomes / Impact**

#### ***Evaluation of outcomes and impact***

Although it is difficult to attribute change in institutional or individual performance to a specific training event, the advisers make little attempt to do so. A formal evaluation of training programmes or other capacity building programmes by advisers is rare.

In the 2007/2008 Annual Performance Report some divisions reported their training activities as an achievement in itself with no reference to the impact the intervention had made. The CFTC evaluation (Finding 4) identified that training programmes have helped to enhance the technical competence of individuals; that the skills developed were relevant to the execution of individuals' duties and provided opportunities for networking and sharing best experiences. Challenges to developing organisational capacity (Finding 5) were identified as high turnover of staff and poor identification and prioritisation of training needs by national public service commissions. While the former is outside the control of the Commonwealth Secretariat, the latter could more easily be supported.

A small number of evaluations of training programmes have been carried out, usually of larger recurring programmes. However, in some cases it is those responsible for the training that have carried out the evaluation which may reduce the objectivity of the studies. Approaches to capacity development which engage participants in a longer-term process have a greater potential to relate training and other support to impact through ongoing monitoring of progress and some advisers have a record of the progress made by participants and the outcomes of their activities. However, they have not yet reached the stage of measuring impact.

#### ***Inappropriate level of intervention***

The results and indicators of the strategic plan clearly indicate the level of change which Commonwealth Secretariat aims to bring about - these are very ambitious and require change at the highest level of government if they are to be achieved. On a number of occasions training appears to have taken place which will have no impact at a strategic level. This training has been to build specific skills of groups of people who have no role to play in

institutional development. While this training has been identified as needed by the respective MC countries, Commonwealth Secretariat would need to consider the sustainability of training at this level if the relevant support systems are not in place to continue the training.

**Recommendation 30: The process of measuring outcomes and impact is planned from the inception of the capacity development plan and engages relevant member country stakeholders in the design and evaluation process. Capacity development plans are evaluated to ensure interventions are set at an appropriate level to support achievement of the high level goals of the Commonwealth Secretariat strategic plan.**

## **Box 8: Best Practice Approaches**

We have identified three approaches which are consistent with best practice that are currently used by staff of the Commonwealth Secretariat.

### **APPROACH ONE**

#### **a) The first stage is awareness-raising.**

Through the CHOGM, Ministerial meetings and their own research, advisers identify thematic areas where specific support is needed and the countries which need that support. The adviser for that thematic area then holds regional meetings and workshops to raise the awareness of key individuals from those countries. Countries are often aware of the benefits of specific approaches or initiatives; this stage aims to raise their awareness of what it is, what it can do, and how it can be implemented.

#### **b) The second stage is building competencies and developing skills.**

During this stage the Commonwealth Secretariat adviser provides a range of capacity building support to enable the initiative to be put in place

#### **c) The third stage is supporting implementation of projects**

During this stage the Commonwealth Secretariat adviser supports the countries to identify and take on more advanced projects and provides them with technical advice to enable them to do so. This could be through CFTC.

#### **d) The final stage is supporting sustainability**

During this stage the adviser supports countries to share what they have learned and build links across countries to support self-sufficiency and self-self cooperation.

### **APPROACH TWO**

#### **a) Identify key staff working in a specific area**

This is done to ensure that the most appropriate people attend the training provided. This would be people most able to lead the change that has been identified as needing to take place

#### **b) Peer Review Forum**

A Forum is held to diagnose the specific needs in developing member countries. This phase is used to help participants identify their countries' 'state of readiness'. The adviser works with the participants to develop tools to enable them to self-evaluate progress and identify what needs to be in place in order for their country to progress. It also links with their personal Action Planning.

Participants have the opportunity to work alongside a peer in a government institution in order to experience and reflect on working practices.

Following the work experience, participants have the opportunity to reflect upon and share their experiences with their peers and trainer. Based on their evaluation of the state of readiness of their own context and reflection of their work experience they are supported to develop an appropriate

Action Plan to implement on their return to work.

**d) Establish Community of Practitioners**

The participants are encouraged to establish a community of practitioners and use one another as a resource in the post-training phase. This is mainly done one to one through e-mail.

**e) Provide targeted support**

The adviser follows up on the progress of individual participants and provides support either through in-country training to support implementation of specific activity, support to enable a participant to act as consultant in another country; or through long-term external support to an activity.

**f) Participants as consultants**

Participants who have built experience in a particular area in their own country are encouraged to act as consultants for their peers. This ensures the use of consultants who have experienced the challenges of implementation and an understanding of the context of their peers.

**APPROACH THREE**

Carry out high level meetings with regional leaders to establish local need based on the CHOGM mandates. Provide support to new governments to enable them to identify the support they need and raise their awareness of the role Commonwealth Secretariat can play in providing that support. Mediate provision of support by Commonwealth Secretariat and other agencies.

## Box 9: The challenge of working at the right level - Human Rights Training for the Police

The Human Rights Unit has developed training on Human Rights for police training institutions which has now been delivered to participants from 42 countries over the past 5 years.

An initial analysis suggested that training would be an appropriate response to the identified demand for improved awareness of Human Rights among service providers and the training was piloted in West Africa. By delivering to Police training institutions it was hoped that approaches would be embedded across delivery at a national level. A manual was also developed which police trainers could use subsequently.

Understanding of human rights among police will often reflect official government attitudes and in some Commonwealth countries, where democratic processes may not have been strongly embedded, there can be a strong institutional culture to overcome. In Jamaica respondents described a huge change in perception about what is considered acceptable behaviour by police from the relative impunity they operated with some decades ago. Here, following the participation of several officers in a regional training course, the training is now offered as part of core training to new recruits, senior staff are tasked with supervising their practice and any police officer involved in a fire arms incident has to attend a refresher course. However, there were concerns that impact has been limited because a critical mass of officers had not been trained, some participants have moved to posts where they can no longer influence other colleagues and no follow-up was offered by the Commonwealth Secretariat Human Rights Unit or the trainers themselves. In the wider context no attempt has been made to develop coherence between the approach of these trained police and the approaches of other service providers such as the health services.

Overall, the spread of the training since its initial piloting demonstrates that this training is needed in many Commonwealth countries. In several countries, including the Maldives, requests for follow-up have followed the initial training. In some cases this has been possible, particularly where governments themselves have invested resources. However, as a model of good practice, although the training clearly responds to a perceived need at the level of service delivery, and has been supported by senior managers within police forces, the Human Rights Unit has no strategy to influence key policy makers within government of countries where the police have taken part.

This limitation also highlights a structural issue for the Secretariat. The Human Rights Unit is tiny and POCs relate to GIDD rather than smaller units such as this one, making access to the key influential decision-makers in a particular country very challenging for the Human Rights Unit staff if the GIDD Regional Advisor is not supportive/ available.

## 6 CONCLUSIONS AND WAY FORWARD

While there are many varied examples of good practice across the Divisions of the Commonwealth Secretariat there is a need for a consistent approach to capacity development that builds on the strengths of the approaches found and ensures effective outcomes for Member Countries. The evaluation found great commitment and motivation among the advisers of the Commonwealth Secretariat to serve Member Countries through building capacity in a range of thematic areas. However, a general lack of understanding of best practice approaches in capacity development that is preventing their training activities from having a sustainable impact.

### 6.1 Conclusions

#### *Institutional Issues*

There is a need for a 'Commonwealth Secretariat' approach to capacity development; and the role of training within capacity development in order to achieve strategic goals. We found no common approach and wide interpretations of the purpose and role of training in relation to the work of the Secretariat.

The Commonwealth Secretariat Strategic Plan (2008/2012) identifies training as one of a number of modes of delivery that can be used in organisational and institutional capacity development rather than the training as a 'stand-alone' or 'one-off' activity which is how it is generally used across the Commonwealth Secretariat.

There is also a need for a common understanding of what it means for training to be demand-led. A number of Commonwealth Secretariat advisers described training as 'demand-led' because it is based either on priorities set at CHOGM and meetings with Ministers or requests from MCs through the PCPs and POCs. However, others felt that in order to be 'demand-led' they must respond to all direct Member Country (MC) requests as the Commonwealth Secretariat is funded by those MCs. We have identified a potential Commonwealth Secretariat definition of 'demand-led'.

Topics of training are generally responsive to the pillars of the Commonwealth Secretariat Strategic Plan (2008/2012); however, the thematic areas identified in the plan are broad enough that almost any topic can be justified. The thematic areas of Commonwealth Secretariat training are generally relevant to national development plans of countries and to the global development context.

If institutional change is to be effective, appropriate policies and strategies need to be in place to support the change. While training may be effective at the level of improved competencies - if the relevant policies and strategies are not in place it may be very difficult to achieve the changes desired.

Stakeholders at all levels need to play a greater role in the deciding what training should take place or what other forms of support can be provided. Only in a small number of cases is the engagement of stakeholders explicit in the capacity development approach taken.

#### *Communication*

There is a need for greater communication across the Commonwealth Secretariat divisions, within divisions, between advisers and PCP and POCs as this is a major restraint to cross sectoral practices. For example, POCs and PCPs are often unaware of training events which are held in response to requests made directly to individual Commonwealth Secretariat advisers. Many were also unaware of the thematic areas within GIDD and the divisions within the Commonwealth Secretariat. This lack of information limits their ability to influence

the training that takes place and disempowers them from taking a more structured approach to capacity building for the ministries they serve.

While most people identified substantial improvement in this area over the last year, there is no formal system for ensuring that (a) regional advisers are aware of what is taking place in their respective regions regarding support provided by another division, or (b) for advisers from across the divisions to know what other initiatives are taking place in a specific region or country. This may result in lost opportunities for collaboration and cost sharing as well as possible duplication of activities.

### ***Budget***

Individual advisers are allocated an annual budget from their department which gives them a large degree of autonomy in terms of what activities they carry out. These amounts vary from adviser to adviser and there appears to be no specific criteria set for how these funds are allocated to Divisions or advisers.

There are also no criteria with regard to how adviser's individual budgets should be allocated across countries, regions or types of support provided; it is a decision made by individual advisers. There is no requirement for a needs assessment to provide evidence of the need for specific activities and budget allocations are not results-based. There are also no criteria for the proportion of funds that should be allocated to planned activities and unplanned requests for support. While this approach to budgeting may enable responsiveness to requests by advisers, the fact that budgets cannot be carried over to later years is a disincentive to longer-term planning of capacity building interventions.

It is understood that the Secretariat has recently introduced a new planning and budgeting tool that will help in prioritisation of work areas and focus on results in future.

### ***Needs Identification***

The Commonwealth Secretariat advisers use a number of approaches to needs identification; however, most focus on the priorities identified at the CHOGM which is at too high a level to be of use in planning specific capacity development programmes. There is need for a greater focus on needs identification at country, institutional and individual level at different points of the capacity development process.

### ***Selection of Participants***

There is a need for advisers to work with key stakeholders in Member Countries and play a proactive role in the selection of participants to ensure that those selected will make the maximum impact on their return to the workplace.

### ***Training Providers***

Training is delivered by Commonwealth Secretariat advisers, facilitators from local training providers, regional and international experts and Third Country training providers in Malta and Singapore. There is no standardised approach to the recruitment of independent facilitators or training institutions for training programmes, it takes place through personal contact, word of mouth and past experience. There is a need for greater transparency and reporting on performance through end of training evaluations to be included in the decision making process.

### ***Effectiveness of Training***

There is a need for advisers to have a common understanding of what constitutes good training and the role of training in capacity development. There appears to be an implicit assumption that an expert in a specific area can also train others in that area; this is an assumption that needs to be questioned. Furthermore, without a sound understanding of what effective training is, it may be difficult for advisers to adequately evaluate the quality of

training offered by external trainers and training institutions. The language most advisers or trainers used to describe how training takes place did not include the vocabulary or terminology generally used to describe what takes place in effectively designed training sessions.

### ***Preparation***

There is need for adequate time for participants to complete an application process and pre-training task to ensure they are prepared for the training and committed to post-training implementation. There was generally insufficient time and materials provided for appropriate preparation participants in order that they might gain the most from the training provided and pre and post-training tasks were not generally set for participants.

### ***Evaluation of Training***

While evaluation forms are commonly used across all Commonwealth Secretariat training, the information gathered is very general and not as useful as it could be in informing the design of future training programmes. Evaluation reports are not sent to participants in the training, the departments which nominated them or to POCs who managed their nomination; therefore countries are not able to evaluate the value of training provided or whether the intended workplace results have been achieved. This further limits their influence on the training that takes place as they do not have evidence of relevance or quality to refer to.

### ***Cost Effectiveness / Cost Efficiency***

As there is no follow-up to training programmes to identify the extent to which they have improved performance there is no mechanism for establishing cost effectiveness. There is a need for guidelines on how to cost the various components of training programmes and limits set for fee rates and accommodation. The cost of different training programmes can vary enormously within the same locality and even the same institution. In addition, in costing out programmes, Commonwealth Secretariat Advisers' time is not taken into account.

### ***Sustainability***

There are very few mechanisms for sustainability built into Commonwealth Secretariat training programmes. Sustainability or the ability for learning and development to continue without external support is crucial if training activities are to lead to continued improvement and capacity building. Reasons for lack of sustainable impacts include lack of enabling environments, lack of a critical mass of people with shared understanding; and limited post-training support.

## **6.2 Way Forward**

Based on our understanding of the Commonwealth Secretariat's goals, operational strengths and weaknesses and financial constraints within which it operates we have identified a series of guidelines which we propose can be used to promote discussion and identification of an effective Commonwealth Secretariat-wide approach to capacity development. They build on the best practice approaches that have been identified within the Commonwealth Secretariat, our own understanding of capacity development processes and best practice identified in the reports of a number of agencies. These guidelines can be found at Appendix 10 and if adopted as set out there would result in the following set of actions for the Commonwealth Secretariat.



## **STAGE 1: PLAN TO MEET IDENTIFIED NEED**

The main task of this phase is needs identification that takes place with stakeholders, this phase is critical for long-term success. A rigorous needs assessment supports more holistic and cohesive approaches to capacity development and provides the opportunity for a longer term approach and greater interaction across Commonwealth Secretariat divisions. It informs the development of a country level capacity development strategy.

### **A Needs Assessment**

**1** Needs assessment takes place on three levels: Pan-Commonwealth, country and thematic level.

CHOGM and other high level Pan-Commonwealth meetings identify the thematic areas and priorities where member countries want support.

A country level needs assessment will identify priority needs within countries, the drivers for change and the incremental steps needed to build an enabling environment for reforms to progress. This needs assessment should bring together the views of both the political and civil service and enable the Commonwealth Secretariat to identify where and how their activities can bring long-term sustainable gains. It is also intended to facilitate identification of opportunities for cross-sectoral working and mainstreaming of gender, governance and human rights in Commonwealth Secretariat activities thus ensuring coherence of support within each country.

A needs assessment at thematic level will support identification of the countries where support is most needed, a deeper understanding of the enabling environment or 'state of readiness' to implement reforms; the key institutions and individuals to champion and lead change; and the level and type of support required. It will also enable identification of countries, institutions and training providers which can provide support to others through mentoring, attachments, study visits, training etc. It supports identification of where and how the Commonwealth Secretariat is best placed to provide that support.

**2** The needs assessment process would be led by Commonwealth Secretariat advisers who have responsibility for capacity development; participants in the needs assessment would include:

- CHOGM meetings
- PCP/ POC meetings
- Pan-Commonwealth and regional meetings of Ministers
- Participants in Pan-Commonwealth, regional, national and institutional training programmes
- Donor agencies operating in each country
- Human Resource Departments responsible for capacity development across the public sector
- NGOs working in thematic areas

**3** Typical questions that would guide the needs assessment would include:

- What are the priority needs? What are the incremental steps in the process leading to improved performance?
- Which are the key institutions to drive specific reforms or performance related change?

- What is the 'state of readiness' to implement performance related change? What are the 'Drivers of Change?'
- Who will be the champions of the process?
- What are the key drivers to be supported?
- How can a critical mass be developed?
- What can the Commonwealth Secretariat do to provide support? (broker support from other agencies; long-term advisor; capacity development programme etc.)
- What support is being provided? Who is providing it? How effective is it?
- What further support is needed? Who can provide it? (first looking at wider donor portfolios before looking internally with ComSec)
- What will be the outcomes of Commonwealth Secretariat support?
- Which key personnel/ positions are to be targeted for support activities (If required)
- What support activities will be most effective?
- Which national and regional institutions have the capacity or potential capacity to provide support: including training, coaching, mentoring services
- What role can national institutions play in building a 'critical mass'.

**4** Country plans would be developed through analysis of this information and would be used to target support at an appropriate level of intervention, i.e. ensure an enabling environment is in place before or in tandem with supporting institutional capacity to implement. This document would guide Pan-Commonwealth, regional, national and institutional capacity development activities. It would act as a reference for thematic advisers to help to ensure that all activities take place at an appropriate level to build institutional capacity or the critical mass to bring about change. It would identify opportunities for:

- brokering support from donor agencies and INGOs
- working in partnership with donors or INGOs to support specific areas where Commonwealth Secretariat can add value
- bespoke Commonwealth Secretariat led programmes for discrete areas that are essential for progress but not supported by other agencies
- cross-sectoral working within the Commonwealth Secretariat
- mainstreaming of cross-cutting themes

## **B Role of Commonwealth Secretariat Advisers**

As was mentioned in section 5.3.1 while examining the Management of Training we have focused on GIDD although many aspects are illustrative of more general and widespread practice within the Commonwealth Secretariat.

There is a clearer distinction between the role of the GIDD Regional Advisers and the Thematic Advisers.

**1** The regional advisers focus on specific areas of the capacity development process that their in-depth understanding of regional and country needs best places them to perform. They do not organise or carry out training but focus on the planning and evaluation stages of the capacity development process.

They work with key stakeholders in national reform processes to identify where the greatest support is needed to effect change; where there are gaps in provision of support which cannot be provided through other means in the short-term and with the support of advisers assess the needs and negotiate support. This would go some way to ensure that support provided is demand-driven.

They are well placed to identify key people and institutions within the region that can provide support for reform processes in neighbouring countries and build cross-regional collaboration mechanisms.

The regional advisers use the results of the needs assessment to develop regional and country development plans that identify the priority areas for Commonwealth Secretariat support. This serves a number of purposes:

- Look at the 'bigger picture' to identify duplication and gaps;
- Identify Commonwealth Secretariat support across all thematic areas;
- Plan for capacity development to take place in a systematic and coherent way within each country and region;
- Identify opportunities for working with donor agencies, local training providers, and NGOs working in priority thematic areas;
- Identify opportunities for gender, human rights and governance to be mainstreamed in all thematic areas.

Regional advisers are also responsible for reporting on impact of the various Commonwealth Secretariat inputs, both those where there has been direct action for capacity development and where they have brokered support.

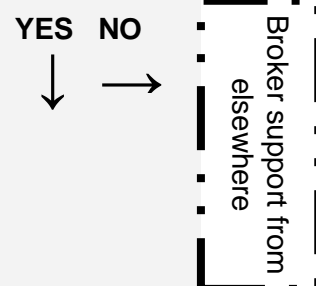
**2** The thematic advisers are responsible for the development of long-term capacity development plans for their specific thematic areas. These plans are based on needs identification at Pan-Commonwealth, regional, country and institutional level. All capacity development plans are evaluated against the 'Best Practice Guidelines'.

Plans are 'demand-led' in that the demand for support is established through the needs identification. It is possible that the number of 'ad hoc' requests may fall as needs will be identified proactively; however, there is also the possibility they may rise due to increased awareness of Commonwealth Secretariat activities. Thematic advisers will work with requestors and other key stakeholders to use a systematic approach to requests for support as described in Box 10 below.

## Box 10: Systematic response to requests for support

### Identify:

- the root causes of the problem
- at what level support is needed: policy, institutional, individual
- whether it requires a wider programme of support or is a 'quick win' that will have sustainable impact
- what type of support is needed?
- who should provide the support?
  - ❖ is it within CWS core thematic areas?
  - ❖ is it at a level strategically appropriate to CWS' goals?
  - ❖ can the level of support required be provided within the adviser's available budget/ time without endangering the effectiveness of other planned programmes?



## C Effective Communication

The regional advisers play a key role in establishing and maintaining communication across Commonwealth Secretariat Divisions, individual advisers and relevant political and civil/ public service representatives in each country. They host biannual meetings with heads of Commonwealth Secretariat Divisions or their delegated advisers to facilitate an 'exchange of information' across the Divisions which in turn is communicated in divisional meetings. The regional adviser looks for opportunities for synergy in the activities taking place and reports on country-specific issues to all Divisions.

Regional advisers maintain regular contact with their PCPs/ POCs and key civil service representatives and are responsible for gaining their support for country level and thematic needs identification and impact evaluations.

They ensure adequate understanding of the information on the structure of the Commonwealth Secretariat, the range of support available and how that support can be accessed through the needs assessment process. They report on country activities as well as more detailed annual reports that support country level awareness of Commonwealth Secretariat inputs and impact.

A central database accessible by all advisers supports building a calendar of activities in specific thematic areas and regions/ countries and provides advisers with information on what is happening in each region and in each thematic area. It is the responsibility of all advisers to ensure their record of activities and monitoring of impact is up to date and this will form part of their performance management assessment.

## D Capacity Development Plan

Thematic advisers are responsible for developing capacity development plans that meet the needs of identified stakeholders and build on the added value that Commonwealth

Secretariat provides through an ability to facilitate sharing and lesson learning across Commonwealth countries.

They help countries to benchmark progress against one another and against global trends in best practice and enable them to build support mechanisms. This provides exceptional added value for countries and can provide a means of self-evaluation that is often not possible through traditional donor mechanisms.

The range of support mechanisms that can be utilised and the approach that training can play is described below.

## **STAGE 2: PROVIDE APPROPRIATE SUPPORT**

Commonwealth Secretariat advisers provide support which is responsive to the needs of specific governments, institutions and individuals based on the priorities and actions identified through the needs assessment process and which stakeholders commit to undertake in order to improve country and/or institutional performance.

Support is provided as part of a capacity development plan developed in partnership between thematic advisers and relevant stakeholders in country. This does not imply a rigid plan but rather the engagement of participants in a process of continuing evaluation of what they have achieved, what support (from Commonwealth Secretariat, other agencies and through their own actions) has been most effective and what further (if any) support is needed. Opportunities for working with other agencies and mechanisms for sustainability are built throughout the process.

Key mechanisms of support within a capacity development plan are:

- ❖ direct support through short-term or long-term consultant
- ❖ study visits
- ❖ attachments
- ❖ access to a mentor
- ❖ access to shared learning networks and online meetings
- ❖ training to develop conceptual understanding using critical reflection of own context
- ❖ building capacity of local training institution
- ❖ training in specific skills to support implementation

If a 'stand-alone' activity is to take place there must be a clear rationale and evidence that it will lead to sustained impact.

## **E Training Venues and Purpose of Training**

The selection of training venue is based on the purpose of the training and the needs of the participants who will attend. Training takes place at four levels, Pan-Commonwealth, regional, national and institutional - for each of these training events the participants and purpose will differ and the training venue should be selected accordingly.

**1** Pan-Commonwealth training and regional training events provide the opportunity to bring together participants who carry out a similar role and is aimed at senior officials who are in a position to influence policy and lead public sector reform or advocate for change. Pan-Commonwealth and regional training are not appropriate for building discrete technical skills.

Training institutions are identified which have the potential to support regional training and the expertise of experienced facilitators is used to build capacity through shared planning, facilitation and evaluation of training. The country level needs assessments would identify these institutions. Such training will not take place unless it is part of a wider capacity development programme.

**2** National training will take place for one of two strategic purposes: (a) supporting national needs assessment, planning or evaluation and (b) building a critical mass within a country. Wherever possible this is led by or in partnership with a local training institution in order to ensure sustained capacity to continue building capacity.

The country level needs assessments would identify these institutions. Such training will not take place unless it is part of a wider capacity development programme. National training programmes will not take place unless they are part of a larger capacity development programme.

**3** Institutional training will take place for the purpose of building a critical mass within an institution to implement reforms and improve institutional performance against its results. It will focus on leadership, management and higher level operational skills that are required to implement reform processes. They will take place as part of wider government reform and when there is either an enabling institutional environment in place or in preparation for this. Such training would be part of a wider capacity development plan but such a plan may be the responsibility of other agencies. The country-level needs assessments will identify the institutions to provide this training. Where necessary, experienced facilitators will build capacity through shared planning, facilitation and evaluation of training.

**4** Ongoing training will be provided for Commonwealth Secretariat staff to enable them to evaluate the quality of training provided by institutions and in the development of appropriate training programmes.

## **F Selection of participants/ Establish a clear purpose for attending training**

The provision of support begins with the selection of appropriate participants who can drive forward the improved performance. Regional and thematic advisers play a proactive role in the identification of participants to take part in training and other support activities to ensure engagement and commitment of those who can lead change.

This begins during the needs assessment process where the rationale for support is identified and continues into the application process. The application process requires all training participants and their line managers to work together to establish a purpose for attending the workshop and to identify clear post-training-workplace related outcomes.

Once selected participants complete a pre-training task, this could either be part of the needs assessment process or a second tier of selection, i.e. only those who show a commitment to use benefits gained from the training course in their workplace are selected.

#### Box 11: Application form questions to establish purpose

##### ***Application form questions to participant***

These questions are suggested replacements for Q17 in the current participants' section of GID/1:

- |                            |  |
|----------------------------|--|
| Personal Development:      | Please indicate how the activity will support your personal or professional development and what benefits you expect to gain from attending this training course?  |
| Institutional development: | Please indicate what benefits you expect your institution to gain from your attendance at this training course?  |
| Identified need:           | Describe how the need for you to attend this training course was identified?   |
| Agreed outcomes:           | Please describe: <ul style="list-style-type: none"><li>❖ how you intend to use what is gained from the training course in your workplace</li><li>❖ the outcomes you have agreed with your line manager</li><li>❖ how you will evaluate the impact of your actions.</li></ul> |

##### ***Application form questions to line manager***

These questions are suggested replacements for Q2 and 3 in the current line managers' section of GID/1:

- |                            |  |
|----------------------------|--|
| Selection of nominee:      | Please describe why this nominee is the most appropriate person to select for this training course.  |
| Institutional development: | Please indicate what benefits you expect your institution to gain from your nominee's attendance at this training course.  |
| Identified need:           | You have worked with your nominee to identify specific actions to be carried out on their return and the outcomes to be achieved. What process took place to identify the post-training outcome that was selected? |
| Agreed outcomes:           | Please describe how you will monitor and evaluate the nominee's performance in implementing this activity?   |

#### **G Attendance of Commonwealth Secretariat adviser at training events**

Commonwealth Secretariat advisers attend training only when their presence will add value substantial value to the quality of the training or will support the follow up activities to be carried out. Appropriate actions at the training event include:

- i) facilitation of a substantial percentage of the training where expertise is not available within the training provider carrying out the training;
- ii) mentoring national training institutions;
- iii) carrying out needs assessment and facilitating evaluation and action planning in order to provide appropriate follow-up support.

In the case of (i) and (ii) the adviser would fulfil this role for only a short period of time until local capacity is built and a clear exit strategy is in place. In scenario (iii) attendance is

necessary in order to build relationships with the participants and identify how best to provide follow-up support.

Where the focus of the course is on the development of technical skills at institutional or national level it is unlikely the adviser would need to attend; their focus is on a more strategic level of intervention. Also, there is likely to be little need for an adviser when an external facilitator is also provided.

## **H Timeline for selection of participants and preparation for the training event**

This timeline facilitates identification and preparation of appropriate participants as well as participant and training provider preparation for the event.

- ❖ All requests for nominations are sent to POCs **21 weeks** before the planned date of the training event.
- ❖ All application forms are submitted to the POCs **14 weeks** before the training event begins; The POC sends these on to the Commonwealth Secretariat adviser within 2 weeks.
- ❖ All participants are notified of their place on a training course **8 weeks** before the training event begins. This provides sufficient time for the course to be cancelled if there is insufficient interest. (If a proper needs assessment is done this is unlikely to be the case). The Commonwealth Secretariat adviser notifies the participants and their line managers directly and also sends the lists of participants to the POCs. Participants and line managers are notified of the pre-training task at the same time as the selection.
- ❖ The pre-training task takes no more than 6 hours to complete and is submitted to the Commonwealth Secretariat adviser (and forwarded to the training provider) **4 weeks** before the training event begins. This allows participants one month to complete this task. These tasks are sent directly to Commonwealth Secretariat adviser and copied to the participant's line manager. If the task is not completed the participant is not permitted to attend the course; this task is an indication of the participants' commitment.

## **I Clear objectives and approach based on adult learning**

The adviser and training provider use the country papers, application forms and results of pre-task to develop a programme which meets the needs of participants. Objectives clearly indicate the purpose of the training and its anticipated outcomes.

The training approach should support a cycle of experience, reflection, conceptualisation and planning. The training event provides opportunities for participants to gain experience through attachments and study visits or engage in experience related assignments; use these experiences to reflect on their own context to construct their own knowledge and meaning and use this to identify where their actions on return to work are best directed.

Each participant keeps a 'reflective journal' or 'learning journal' in which they document their understanding and learning as the course progresses; this is used as the basis of their action plan. The need for an action plan and commitment to implementation is in place from the application process and is identified as an outcome from the outset of the training.

An end of course evaluation form provides detailed information on the various areas of the course including the approach used; the facilitation skills and knowledge of the facilitators; the materials provided; the approach used; the relevance of the course to their work.

This information is compiled into a report and it is the responsibility of the adviser to ensure it is distributed to the participants, POCs, training provider and line manager who completed the application form.



The participants' progress in implementation of their Action Plans will be monitored and evaluated based on plans agreed with participants during the training event. They will be given guidelines on how to report on their progress and how that information will be used. Their progress will be used to develop case studies that can be used to support others with implementation.

An understanding of the mechanisms needed to support sustainability is discussed during the training to enable participants to build this into their Action Plans.

## **J Based on Needs Assessment**

There are three levels of needs assessment: the first is the country level needs assessment, the second during the application process; at the third level the needs assessment will take place in two ways:

- ❖ the advisers' and/ or training providers' assessment of participants' and country needs based on their observations during the training event
- ❖ participants' assessment of needs carried out as part of the training event

This enables a partnership approach to determining the follow-up support to be provided and is used to build support networks where participants identify their relative strengths and weaknesses and how they can support one another.

## **STAGE 3: SUPPORT SUSTAINABILITY**

To support sustainability a range of support mechanisms are put in place. Many of these will require financial support from the adviser to enable them to take place; but they place responsibility for them taking place on the participants themselves. At the beginning of the training the participants are made aware of what form these mechanisms can take and identify how best they can be used to support their own work.

## **K Mechanisms for follow-up**

Build awareness of the mechanisms for support that can take place into the training; these can include the following:

Participants submit a **report on implementation** of their action plans 3 months and 6 months following the training event. Guidelines are given on the format of these reports and the reports are submitted for feedback.

The advisor will also maintain **individual and group contact** with participants through an online 'community of practice'.

Action plans identify what participants plan to achieve following the training event. Many of these may require the support of participants' line managers and some may require a 'buy-in' from a higher level, others may require the development of a critical mass to implement. Participants may identify a need for **adviser support** to support implementation. This could be through:

- ❖ ongoing interaction by the adviser with line manager and higher levels
- ❖ provision of long or short-term consultant
- ❖ support to enable in-country training of critical mass
- ❖ source mentor from outside the group

The adviser supports the **capacity building of a local training institution and/ or private training providers** through provision of an external facilitator with 'training of trainers' skills to work with local providers to build their skills while carrying out the training.

**Communities of practice** are formed by people with similar interests and goals who engage in a process of collective learning. The group can develop on its own through social networking or can be created with the aim of sharing information and experiences with the group so that members learn from and with each other. Many of these communities of practice now 'meet' online, 'Commonwealth Connects' can be used to host this. The training event can be used to build the skills of participants in using such a forum. The more means of communication the forum can provide the more useful it will be perceived, i.e. sharing ideas, sharing documents, online conferences, links to websites which contain information related to the thematic area and motivating members to identify how the forum can best meet their needs. The adviser is an active member and uses this mechanism to interact with the participants.

Participants identify opportunities for **peer exchange visits** where one country is further ahead in the implementation of specific area than another or where a specific example of good practice has been identified that others can learn from. The adviser structures the exchange to ensure it is an appropriate learning experience.

Participants identify **peer mentors** from within the group to support them in different areas where they have identified a need for further support. These can be between participants who are planning interventions in a similar area or where one has already been successful in the process. Individuals may identify more than one mentor for specific purposes. Commonwealth Connects can be used to facilitate these one-to-one or small group dialogues.

Training will raise participants' awareness of the importance of effective **knowledge-sharing mechanisms** within their institutions and enable them to plan how they can begin to build such mechanisms in their own institutions.

#### Box 12: Some positive feedback ideas on developing Communities of Practice

Encouraging people to contact each other after the end of a training session does not mean that this will happen. Just saying that people should speak to each other at the end of a training session doesn't mean they will. A community needs to be developed from within the training session, headed by the facilitator or the adviser running the workshop.

Box 13: Some feedback ideas on the need for adequate pre- and post-programme support:

- An online system for participants to access both before and after the programme could assist the development of a community throughout the planning stages, the actual course, and the follow-up.
- Pre- and post-programme support could easily be done through a website that hosts course materials, has a discussion board, and acts as a network for participants.
- The website could also be the place to host the evaluations of the site, with the participants able to see the evaluations of the courses they plan to take and have taken.

Box 14: Some Feedback ideas on Commonwealth Secretariat online presence:

- A website dedicated to Commonwealth Secretariat training could be developed that advertises the courses, gives information on how to sign up to them, etc. This should be linked to the existing Commonwealth Secretariat websites and data collection systems.
- It could list the courses, what the objectives are, how it was developed, etc. This would allow people to see what courses would be best for their own learning, and would allow public service staff from member countries to see the types of courses that are available to them, instead of having to rely on POCs or their managers to nominate them for training.
- It could also be the site that POCs and PCPs submit their requests for training, with the ability to follow the training programme development from start to finish. This would stop requests being lost in the mail or in the office, they could receive a confirmation that Commonwealth Secretariat has received the request they sent to a website.
- We could require the course participant's expectations to be filled out pre-programme. This would enable them to know what to expect from the training, and what the facilitators should provide. Any post follow-up course could be based on filling the gaps between what was expected/required and what was provided.

## **L Monitoring and evaluation**

Advisers maintain contact with participants during the implementation process and gather evidence on progress from them and their line managers. They analyse the implementation reports to identify where further support may be needed and provide advice to participants. These reports are used by the adviser as evidence of progress in their own performance management process.

How the evaluation takes place is established at the planning stage and a time frame established for each participant through the action plan. Advisers are responsible for monitoring and reporting on progress during the implementation period using indicators developed with the participants.

Country level information from these reports is shared with regional advisers who provide country specific support and information to the thematic adviser. All summaries of ongoing progress and results of evaluations are posted on the community of practice webspace.

Evaluation findings are used to support further planning.

#### Box 15: Some feedback comments on Evaluations

If course evaluations are filled out, they should be analysed to produce the best possible follow-up courses. The follow-up courses could be designed in part by the participants of the former course through the online network that exists. The participants could then be brought back together for a follow-up training course; this would re-introduce all of the members and would reacquaint them. This would definitely facilitate the development of a community of practitioners, as they have met and known each other, and worked together to develop the follow-up course.



### Terms of Reference

#### **Evaluation of the Commonwealth Secretariat's Training Programme**

##### **1. Issues and Purpose of the Evaluation**

The delivery of training programmes is one of the dominant modes through which the Secretariat engages in Technical Co-operation with member states. In FY 2005/06 over 4200 representatives of member states participated in training courses that were organised, managed and part-delivered by the Commonwealth Secretariat. The majority of these programmes were funded through the CFTC, with some being funded by Extra Budgetary Resources.

An evaluation of the training programmes conducted by the Secretariat was mooted by the authors of the Strategic Gap Filling Evaluation in 2006; this recommendation suggested a more detailed examination of training programmes (short-courses, longer term programmes and scholarship awards) to determine their effectiveness and continued relevance.

Almost all divisions in the Secretariat use the provision of training to achieve their capacity development objectives. In addition, workshops and seminars are arranged as opportunities to promote networking, information exchange and the sharing of best practice. Taken together, these activities account for a large proportion of the Secretariat's expenditure for Technical Co-operation.

An Issues Paper was prepared in 2008 which provided some detailed statistics on the extent and focus of the training and workshops conducted under the Commonwealth Secretariat's programmes, a review of the Secretariat's approach and methodology to training and some analysis of limitations of the modality to deliver effective capacity building outcomes. The Issues Paper has been circulated to all Divisions for feedback comments and a seminar was held to provide an opportunity for consultation (See Issues Paper).

There has been support expressed by most of the Divisions during preliminary discussions that suggest there is a wide interest in examining training. For the staff managing programmes and the Secretariat as a whole, the concern is to have a clearer understanding of training as a method of technical assistance and capacity building. This should satisfy accountability requirements, improve overall program performance and support Secretariat and partner learning.

The expected outcomes of the proposed evaluation study will have multiple and far-reaching effects to stakeholders. The governments will see the Secretariat supporting relevant and specific requirements of member countries for technical assistance and skills training. Donors also want the Secretariat to be able to report with clear and credible evidence of this. The programme managers will have greater understanding of the design and implementation of training activities and greater consistency in the application of planning and monitoring processes and criteria for them.

Taking the perspectives of all these groups of stakeholders, here are the broader questions that need to be addressed in the evaluation (a more detailed list of questions is provided in Annex A):

1. To what extent the Secretariat's training programs contribute to the development agenda of member countries and goals of the Strategic Plan?
2. What are we trying to achieve through the training activities?

3. How can we make the mechanisms of training more relevant and contribute to key objectives of national and regional organisations?
4. Are we able to build sustainable local level expertise as a result of our training interventions?
5. How can we best manage programmes of this kind in terms of achieving results and strategic goals?
6. What are lessons learned for consideration in designing future training programmes?

The evaluation study will be designed to address these questions and to provide suggestions and options for rethinking and re-designing Secretariat's approaches to training. Because of the long-term nature of many of the training activities, a reasonable perspective is needed to be able to come to sound conclusions about relevance and effectiveness across various sectors and countries. It is therefore proposed that the evaluation will examine activities supported and implemented during the period starting from the first year of previous Strategic Plan 2004/05 up to now.

As the scope of the training programme is very extensive, the evaluation will require a significant level of analysis and data review to ensure findings are evidence based and well representative of the range of activities undertaken. Given the financial constraints, the study should attempt to cover each of the regions, most of the training modalities, at least one country of the Third Country Training (TCT) programme and all those divisions that have substantial training portfolio. Moreover, it may be appropriate for the examination of the Human Rights Unit's Police Training programme to be undertaken as a separate case study within the overall evaluation. This will be a matter for further consideration in the discussion of the final design of the study.

## **2. Objectives of the Evaluation**

This evaluation will broadly examine the Secretariat's training work giving emphasis on the viability of the existing mix of training modalities, the conceptual approach and development rationale, an assessment of sectoral strategies and regional and institutional characteristics of training provision. It will also review, where applicable, the operational and managerial aspects affecting the achievement of training objectives.

1. Exploring the concept of training as a means of development will venture into the complex issues of development effectiveness, theory of human change and organisational development and sustainability. Related aspects of this examination will inevitably touch on the following elements:

- a) The conceptual justification of training and the extent to which it provides a strong and consistent rationale for technical assistance in response to specific development needs;
- b) How well do the criteria for selection of training activities reflect Secretariat comparative advantage and strategic development requirements for country or region;
- c) An analysis of the sustainability of the benefits of training provided through various modalities;
- d) The degree to which training provided through the Secretariat programmes contributes to capacity building of targeted institutions and positive changes;

The conceptual aspects of training for development are complex and difficult to measure. This analysis will need to draw on the latest development literature examining the

effectiveness of various methods of training and the experiences of different approaches by other donors. The practical responses of organisations and best practices in these kinds of development interventions are also highly relevant.

Critical to achieving effective and sustainable capacity development through training is the relevance of training activities to the organisational and cultural situation into which it is placed. The study should therefore take on board and explore such questions as: How well has the institutional dynamic been explored and understood before the type of training is agreed? Under what conditions does training of individuals translate into program results at an organisational level? And, what are the related operational and ideological preconditions that lead to the creation of enabling environments for sustainable development and promotion of democratic political processes?

2. In the exploration of these issues the focus must also be on the management of training activities throughout the whole cycle, from design through to evaluation. The main questions here are:

- a) How well the linkages between the policy goals and training needs are defined and understood; are decisions made in conjunction with member governments, what is the rationale for such activities; and the budget allocation?
- b) The degree of participatory involvement by the member country in the design and management of the training activities and further utilization of outcomes.
- c) Is there effective coordination across regions and, within the Secretariat, among different sectoral specialists to enhance impact and improve quality and sustainability of training?
- d) How are lessons developed and applied to the future training programmes and the use of programme data and information in a transparent manner to support management decisions?
- e) The contractual and management aspects of the programme indicate a focus on the efficiency and effectiveness of management systems, workflow and resources may also be warranted.

Drawing on these points, therefore, the evaluation will have the following objectives:

1. To review current thinking on the relevance, effectiveness and sustainability of training and in the light of this, assess the Secretariat's strategy and approaches to development through training;
2. To examine the rationale, design and assessment criteria used in the development and delivery of the training activities and identify appropriate changes to enhance effectiveness and impact;
3. To review management procedures and systems for quality control and performance reporting and the contribution to improved organizational learning, feedback and improvement;
4. To examine the criteria and information base for effective resource allocation and programme planning, in particular the effective use of results information to guide programme decisions;
5. To assess the efficiency of management controls, coordination procedures and contractual arrangements used in delivery of training programmes.

Using the above analysis the evaluation will make recommendations on the following:

1. Relevant policy issues and 'best practice' design parameters for training programmes in the Secretariat, taking into account the changing international experience in provision of development assistance through training;
2. Planning, design and review criteria to ensure the training portfolio effectively supports organisation's strategic objectives and goals;
3. Planning and management systems, quality assurance procedures, guidelines and staff training and organisational arrangements to meet efficiency and effectiveness standards;
4. Measures to assess and report on the ongoing effectiveness, sustainability and impact of training-related interventions.

### **3. Evaluation Methodology and Approach**

An examination of what makes for effective training should be based on detailed consideration of three core groups of questions (See Annex A, Key Questions). Strategic planning, operational approaches and results-oriented focus on outcomes and impacts are the three important and inter-linked elements that are to be analysed, throwing light on success factors, inhibitors or the cause of negative outcomes.

A number of training-related evaluation studies have been conducted by the Secretariat over recent years. They covered long-term technical assistance programmes such as Strategic Gap Filling, training activities embedded in projects, training workshops and various regional training initiatives. These evaluation studies have differed somewhat in methodology and in scope which makes it difficult to extrapolate consistent or comparable findings on specific questions. However, where appropriate, past evaluation studies need to be examined carefully as part of this study.

An important operational principle of the study is to take a utilization focused approach. Involvement of the stakeholders in the study is essential in this approach and is particularly pertinent in examining the whole issue of the definition, scope, design and operational arrangements. The evaluation will be a useful means of drawing on the experience of programme managers in analysing these issues as well as an important contributor to improved learning within the organisation about training programmes, what works, what does not and how to enhance sustainability. The evaluation itself can be seen as a tool for capacity building within the Secretariat in programme design, analysis, quality assurance and structured approach to implementation.

It is therefore proposed to undertake the study in a series of steps, commencing with a review and assessment of training programming framework, organisational arrangements and implementation systems. A more detailed understanding of these factors will inform later analysis of impact and sustainability. On the basis of this review, a more targeted field assessment programme can then be developed to examine in detail the result of management and implementation procedures in contributing to effective training outcomes. Feedback from the field assessments to the internal training policy and design will be an essential next step.

The evaluation will have two main stages. Stage One will be undertaken as a desk review, through consultations, training data analysis, focus groups meetings, key stakeholder interviews, brainstorming sessions and reviews of documentation. This may include discussions with key stakeholders overseas but would not require field assessments. There will also be a strong emphasis on providing a forum for Secretariat staff involved in training activities to review and reflect on this important programme. It will consist, *inter alia*, of the following tasks:

1. An examination of the rationale, design and assessment criteria used in the development and implementation of training programmes;



2. A review of management procedures, and systems for quality assurance, monitoring, performance assessment and reporting and for learning and feedback of results information to inform decision making;
3. An assessment of the approach to and any criteria used for planning, designing and resource allocation;
4. A review of coordination and consultation processes and an assessment of the extent to which these contribute to improved design and outcomes of training activities.

Based on this analysis, and drawing on current thinking among development practitioners and researchers about the design and effectiveness of training, Stage Two will involve a targeted series of field assessments to gauge the effectiveness and impact of Secretariat projects. Drawing on the initial assessment of the Programme, including the overall approach to the design and implementation of the relevant interventions, activities will be selected for a more detailed field assessment to determine the effectiveness of project initiatives in contributing to the Secretariat's strategic goals.

The field assessment will be important in illustrating the factors affecting the outcomes of technical assistance interventions as well as pointing to best practices to ensure sustainable benefits from training. The field study will also be important in supporting the rationale developed for any new approach or design parameters recommended for the future programme. In conclusion, the study will provide recommendations on the programme as outlined above.

#### **4. Timing and Resources for the Evaluation**

Stage One of the study will be conducted over the period to August 2009. It is estimated to require up to 20 person days for the programme review, analysis and documentation and preparation of the forward evaluation programme. A draft report on this stage will be prepared for consideration by the Secretariat. Included in Stage One will be the recommended design and field work schedule for the Stage Two of the evaluation. All the required support to the study will be provided from SPED Evaluation Section.

The resource inputs and scheduling of the Stage Two, the field assessments, will be estimated as part of Stage One hence it is not yet possible to indicate definitively the level of resources that may be required for the field component of the evaluation. This will be developed more fully towards the end of Stage One of the study.

## APPENDIX 2 EVALUATION FRAMEWORK

	Sample Questions	Illustrative indicator	Sources of data	Methods (tools)
Issues				
RELEVANCE / STRATEGIC	<p><b>RATIONALE FOR TRAINING</b></p> <p><b>Why? Should the Secretariat support training? If so, what kind?</b></p> <p>des) To what extent do training programmes contribute to ComSec's strategic plan and partner country plans?</p> <p>des) How does the training supported by ComSec contribute to the Secretariat's portfolio of work?</p> <p>des) What are the objectives of ComSec supported training?</p> <p>des) <i>Are training interventions linked to Secretariat projects and technical assistance achieving more sustainable results than stand-alone training? What are the reasons for this?</i></p> <p>des) How much influence does ComSec HQ / member countries have on training courses?</p> <p>eval) Is training the most appropriate mechanism to achieve the impact identified in ComSec Strategic Plan?</p> <p>eval) If the uptake and implementation of knowledge derived from training programmes is beyond the scope of control of the Secretariat, should the existing high levels of investment in training provision be reviewed?</p>	<p>ComSec-wide rationale for use (or not) of training as part of building capacity to achieve strategic priorities</p> <p>DWPs &amp; PDPs provide rationale for use (or not) of training as modality of support</p>	<p>ComSec Strategic plan / APR</p> <p>Heads of Departments and Divisions</p> <p>Heads of Departments and Divisions</p> <p>ComSec Advisers and Programme Officers</p> <p>PCPs/POCs</p> <p>Strategic plans</p> <p>Country plans of selected countries</p> <p>M&amp;E reports</p>	<p>Document review</p> <p>Interviews</p> <p>Meetings</p> <p>Country visits</p> <p>Online Survey</p> <p>Forum</p>

Issues	Sample Questions	Illustrative indicator	Sources of data	Methods (tools)
	<p><b>DESIGN AND ASSESSMENT</b></p> <p><b>Why does the Secretariat support training?</b></p> <p>des) What is the <b>‘theory of change’</b> that underpins ComSec’s current approach to training?</p> <p>des) Does the ComSec have an institutional approach to capacity building?</p> <p>des) <b>B1</b> To what extent is training explicitly part of a wider capacity building strategy? (<i>balance of demand driven or supply driven</i>)</p> <p>des) (<b>Best Practice</b>) What kind (if any) of capacity building initiatives are most successful in strengthening organisations to deliver improved services? Is there an institutional understanding of this?</p> <p>eval) What is the conceptual justification of training and the extent to which it provides a strong and consistent rationale for technical assistance for specific development needs.</p> <p>eval) Are there any areas of training that are easier than others to translate into institutional improvements?</p>	<p>Agreed internal policy outlining the level at which training will be targeted at country, regional or PCW level.</p> <p>Consistent approach to training as part of capacity building articulated</p> <p>Articulation of theory of change for development</p>	<p>ComSec Strategic plan / APR</p> <p>Heads of Departments and Divisions</p> <p>ComSec Advisers and Programme Officers</p> <p>PCPs/POCs</p> <p>Country plans of selected countries</p>	<p>Document review</p> <p>Interviews</p> <p>Meetings</p> <p>Country visits</p> <p>Online Survey</p> <p>Forum</p>

	Sample Questions	Illustrative indicator	Sources of data	Methods (tools)
Issues				
STRATEGIC MANAGEMENT	<p><b>MANAGEMENT PROCEDURES FOR QUALITY CONTROL, and PERFORMANCE REPORTING</b></p> <p><b>EFFECTIVE RESOURCE ALLOCATION</b></p> <p><b>How do CSW officers make judgements about whether and what kind of training to fund?</b></p> <p>How does the Commonwealth Secretariat make decisions about how budgets are allocated to divisions/advisers?</p> <p>How do advisers make decisions about how to allocate resources to programmes/training etc?</p> <p>What factors influence the decision to fund the implementation of a training activity as opposed to any other type of developmental intervention?</p> <p>How are training needs assessed?</p> <p>How are programmes targeted?</p> <p>To what extent do partner stakeholders engage in decision making for capacity development</p> <p>Roles of POC; PCP; Reg Adv; thematic adv; trainers; training providers in identification, design and delivery of training</p> <p>Are workshops and training events initiated with outcomes in mind or have they become habits?</p> <p>Is the Secretariat delivering courses in priority development areas for its member states? Are there any courses that should be 'sun-setted'?</p> <p>What factors determine when a course is 'sun-setted'? Are these the correct factors?</p> <p>To what extent do training programmes achieve the Commonwealth Secretariat strategic objectives for training?</p>	<p>Training needs assessments undertaken with country partners and regularly reviewed</p> <p>Strategic priorities agreed at Divisional/ Departmental level and made known to other teams in ComSec and country partners.</p> <p>Frameworks for providing training in place at Divisional and Departmental level.</p> <p>Evaluation of training is linked to plans</p>	<p>M&amp;E reports on impact training and other modalities of support</p> <p>Heads of Departments and Divisions</p> <p>ComSec Advisers and Programme Officers</p> <p>PCPs/POCs</p> <p>Participants in training and their employers</p> <p>Impact evaluations related to training by development partners</p>	<p>Document review</p> <p>Interviews</p> <p>Meetings</p> <p>Country visits</p> <p>Online Survey</p> <p>Forum</p>

	Sample Questions	Illustrative indicator	Sources of data	Methods (tools)
Issues				
EFFECTIVENESS	<p><b>Who?) Are the right trainees benefitting from ComSec training?</b></p> <p>How are course participants identified?</p> <p>Are the correct participants identified in order to effect lasting institutional change?</p> <p>What improvements could be made in the selection process?</p>	<p>PDPs and M&amp;E framework includes indicators related to participant selection process.</p> <p>Clear criteria and rationale for selection of participants</p>	<p>M&amp;E reports on impact training and other modalities of support</p> <p>Heads of Departments and Divisions</p> <p>ComSec Advisers and Programme Officers</p> <p>PCPs/POCs</p> <p>Participants in training and their employers</p> <p>Impact evaluations related to training by development partners</p>	<p>Document review</p> <p>Interviews</p> <p>Meetings</p> <p>Country visits</p> <p>Online Survey</p> <p>Forum</p>
EFFECTIVENESS	<p><b>What is good training?</b></p> <p><b>Is the training funded by the Secretariat well implemented?</b></p> <p>What curriculum design methods are used in the Secretariat's training programmes? (needs assessment; objectives; audience; best practice, course evaluation (quality/use) training approach?</p> <p>What is the main intended outcome of ComSec's training (objectives) (knowledge transfer; occupational skills; bringing about change in working practices)</p> <p>What follow-up takes place after the training event?</p> <p>What ex-post evaluation is planned to evaluate impact/outcomes?</p> <p>How is the performance of trainers perceived?</p> <p>To what extent is the structure of the training related to the purpose?</p> <p>Is training 'delivered' by the right institutions / people?</p> <p>Is the training offered of good quality?</p> <p>How effective is training design and delivery? Did training programmes meet the objectives/overall purpose?</p>	<p>ComSec has a clear definition of training and an agreed policy outlining the level at which training will be targeted at a country level. (<i>repeated indicator from relevance section</i>)</p> <p>Outcome and impact level indicators agreed during training design.</p> <p>Training needs assessment includes consideration of different training modalities/ methodologies.</p>	<p>M&amp;E reports on impact training and other modalities of support</p> <p>Heads of Departments and Divisions</p> <p>ComSec Advisers and Programme Officers</p> <p>PCPs/POCs</p> <p>Participants in training and their employers</p> <p>Impact evaluations related to training by development partners</p>	<p>Document review</p> <p>Interviews</p> <p>Meetings</p> <p>Country visits</p> <p>Online Survey</p> <p>Forum</p>

<b>Issues</b>	<b>Sample Questions</b>	<b>Illustrative indicator</b>	<b>Sources of data</b>	<b>Methods (tools)</b>
<b>OPERATIONAL EFFICIENCY</b>	<p>Is the training cost effective? (costs in relation to results): national/ regional/TCT?</p> <p>Is the training cost efficient? (costs per person per event)</p> <p>Is appropriate use made of local expertise over external expertise?</p> <p>Is there a clear rationale whether training should take place at a national/regional/Pan Commonwealth level? (efficiency/effectiveness)</p> <p>Efficient use of personnel and budgets?</p>	<p>Data is available on cost efficiency of programmes; including training components;</p> <p>Post workshop evaluation includes performance of trainers based on their TORs</p>	<p>PIMMS data</p> <p>Heads of Departments and Divisions</p> <p>ComSec Advisers and Programme Officers</p> <p>PCPs/POCs</p> <p>Participants in training and their employers</p> <p>TORs for trainers</p>	<p>Document review</p> <p>Interviews</p> <p>Meetings</p> <p>Country visits</p> <p>Online Survey</p> <p>Forum</p>
<b>SUSTAINABILITY</b>	<p>Does CS have an exit strategy for each specific programme?</p> <p>Is sustainable local expertise being built as a result of training interventions?</p> <p>How far are the benefits of different modes of training sustainable?</p>	<p>PDPs/CBS include indicators and activities related to sustainability</p> <p>'Readiness' of enabling environment to support envisioned change is part of rationale for training programmes</p>	<p>Heads of Departments and Divisions</p> <p>ComSec Advisers and Programme Officers</p> <p>PCPs/POCs</p> <p>Participants in training and their employers</p> <p>TORs for trainers</p>	<p>Document review</p> <p>Interviews</p> <p>Meetings</p> <p>Country visits</p> <p>Online Survey</p> <p>Forum</p>

Issues	Sample Questions	Illustrative indicator	Sources of data	Methods (tools)
OUTCOMES / IMPACT	<p><b>What information does the Secretariat have on outcomes and impact?</b></p> <p><b>Is there identifiable change in trainee / organisational behaviour?</b></p> <p>What perceptions do member governments have of the impact of Secretariat training?</p> <p>How are training outcomes and impact assessed? What evidence exists?</p> <p>Is there an identifiable change in trainee behaviour?</p> <p>Is there an identifiable change in organisational behaviour?</p> <p>Does improved individual capacity lead to improved service delivery?</p> <p>Where is the impact of training felt? (At what 'level'?)</p> <p>What evidence exists of positive changes being made in trainees' institutions?</p> <p>How are Commonwealth Secretariat advisers held accountable for performance against planned outcomes?</p> <p>Is there any rationale for continuing with the Secretariat's existing high levels of training, even if the impact cannot be measured?</p>	<p>Outcome and impact indicators identified in training proposals, linked to capacity building strategy and agreed by relevant country partners nominating participants</p> <p>M&amp;E frameworks in place to assess the design, delivery and impact of training</p> <p>Impact / outcome evaluation is budgeted in PDP</p> <p>Internal studies on impact of different modalities of intervention</p>	<p>M&amp;E reports on impact training and other modalities of support</p> <p>Heads of Departments and Divisions</p> <p>ComSec Advisers and Programme Officers</p> <p>PCPs/POCs</p> <p>Participants in training and their employers</p> <p>Impact evaluations related to training by development partners</p>	<p>Document review</p> <p>Interviews</p> <p>Meetings</p> <p>Country visits</p> <p>Online Survey</p> <p>Forum</p>
3 <sup>rd</sup> COUNTRY	<p><b>What is the comparative advantage of 'delivering' training through the Third Country Training model?</b></p> <p>Why does the Secretariat use this modality?</p> <p>Does the design of courses delivered under the Third Country Training mechanism differ in any significant way from other courses delivered in-country by institutions that do not have a Memorandum of Understanding with the Secretariat?</p> <p>Does the Third Country Training model represent better <b>value for money</b> for the Secretariat than paying for training interventions as and when requested?</p> <p>Is the cost of Third Country Training courses significantly different to other courses and, if so, what are the reasons for this?</p> <p>What evidence exists of the quality of Third Country Training, compared with other training conducted by the Secretariat?</p> <p>What is the demand for the courses offered through the TCT programmes?</p>	<p>Rationale for TCT identified in individual and/or Divisional PDPs..</p> <p>M&amp;E frameworks include indicators for TCT</p>	<p>M&amp;E reports on impact training and other modalities of support</p> <p>Impact evaluations related to training by development partners</p> <p>Heads of Departments and Divisions</p> <p>ComSec Advisers and Programme Officers</p> <p>PCPs/POCs</p> <p>Participants in training and their employers</p>	<p>Document review</p> <p>Interviews</p> <p>Meetings</p> <p>Country visits</p> <p>Online Survey</p> <p>Forum</p>

### APPENDIX 3: INCEPTION MEETING

Virgilio Juvavane	Advisor	STPD
Margaret Bruce	Head of Law Development Section	LCAD
Jo-Anne Sneddon	Programme Assistant ITRC	EAD
Walton E Gilpin	Advisor	SASD
Steve Cutts	Director	SPED
Yogesh Bhatt	Head	SPED
Caroline Pontefract	Director	STPD
Tyson Mason	Evaluation Officer	SPED
Kassum Abdullayev	Evaluation Officer	SPED
Alastair Rabagliati	Head of Programme Coordination Unit	GIDD
Peggy Vidot	Advisor	STPD
Alice Cheung	Programme Officer	GIDD
Munawwar Alam	Adviser / Local Government	GIDD
Pauline Campbell	Programme Officer	GIDD
Rebecca Bassey	Head of Section	GIDD
Roli Dgazon-Johnson	Adviser	STPD



## APPENDIX 4: PRESENTATION AT INCEPTION MEETING

# Evaluation of Commonwealth Secretariat Training Programmes

15<sup>th</sup> October 2009

Philip Dearden and Patt Flett

(Mary Surridge and Jill Edbrooke)

Centre for International Development and Training  
University of Wolverhampton

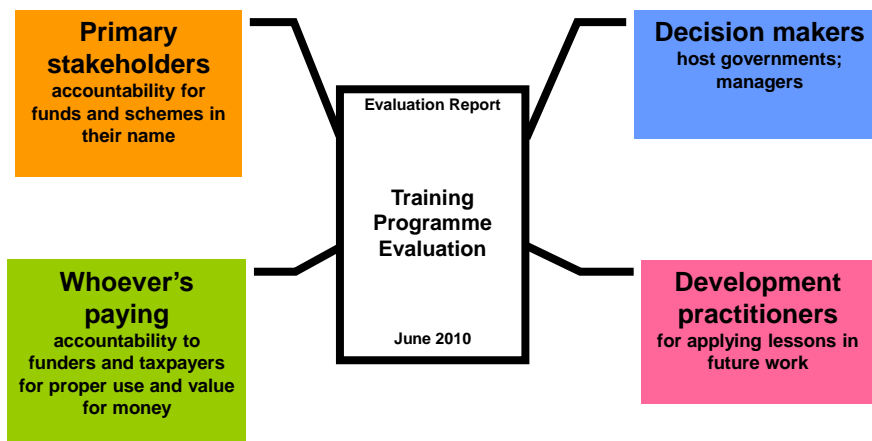
## Purpose of the meeting:

- To meet the Evaluation Team members and understand their planned approach to the evaluation study.
- To discuss a number of 'Impact' and 'Outcome' level key questions that have been identified from the TORs and Issues Paper.

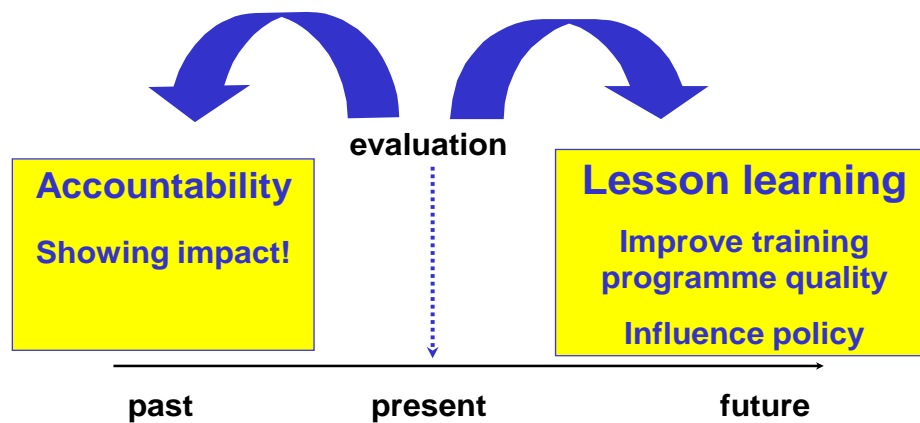
## Importance of the Evaluation

- 2005/06 over 4200 representatives of member states participated in training courses.
- Most funded through the CFTC, with some being funded by Extra Budgetary Resources.

## Who's the Evaluation for?



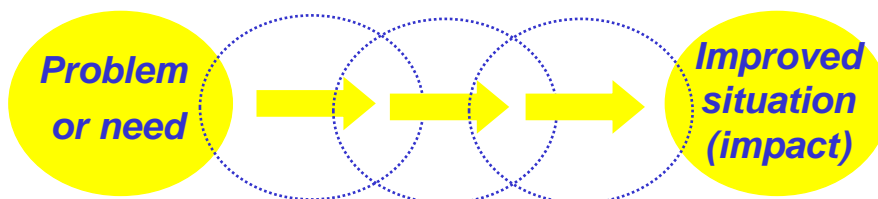
## Why Evaluate Training Programmes?



## Why Evaluate Training Programmes?

Is it simply that the initiative has made a difference?

**Here** → **There**



**TO DEMONSTRATE CHANGE....!!**

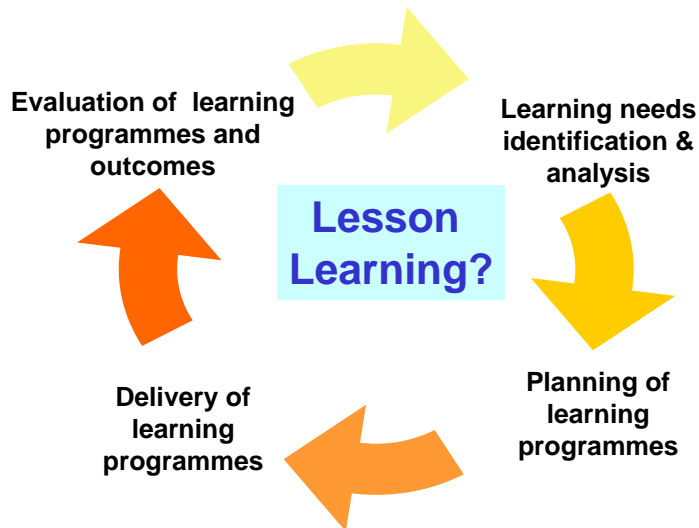
## Questions posed in ToRs

1. To what extent do the Secretariat's training programs contribute to the development agenda of member countries and goals of the Strategic Plan?
2. What are we trying to achieve through the training activities?
3. How can we make the mechanisms of training more relevant and contribute to key objectives of national and regional organisations?

## More Questions posed in ToRs

4. Are we able to build sustainable local level expertise as a result of our training interventions?
5. How can we best manage programmes of this kind in terms of achieving results and strategic goals?
6. What are the lessons learned for consideration in designing future training programmes?

## The Training Cycle



## Training for what?



*... training for what outcome and impact?*  
*... learning results from more than training*

## Further Practical Questions

1. Linkages between the policy goals and training needs
2. Budget allocation?
3. Participatory involvement by the member country?
4. Coordination?
5. Lessons learned?
6. The contractual and management aspects of the programme?

## Objectives of the Study

1. To review current thinking on the relevance, effectiveness and sustainability of training;
2. To examine the rationale, design and assessment criteria
3. To review management procedures and systems for quality control and performance reporting
4. To examine the criteria and information base for effective resource allocation and programme planning
5. To assess the efficiency of management controls, coordination procedures and contractual arrangements used in delivery of training programmes

## Expected Topics for Recommendations

1. Relevant policy issues and 'best practice' design parameters for training programmes
2. Planning, design and review criteria to ensure the training portfolio effectively supports organisation's strategic objectives and goals;
3. Planning and management systems, quality assurance procedures, guidelines and staff training and organizational arrangements to meet efficiency and effectiveness standards;
4. Measures to assess and report on the ongoing effectiveness, sustainability and impact of training-related interventions.

## Stage One of the Study

1. Desk review, through consultations, training data analysis, focus groups meetings, key stakeholder interviews, brainstorming sessions and reviews of documentation.
2. An examination of the rationale, design and assessment criteria used in the development and implementation of training programmes;
3. A review of management procedures and systems for quality assurance, monitoring, performance assessment and reporting and for learning and feedback of results information to inform decision making;
4. An assessment of the approach to and any criteria used for planning, designing and resource allocation;
5. A review of coordination and consultation processes and an assessment of the extent to which these contribute to improved design and outcomes of training activities

## DAC M&E criteria

### Relevance

- address needs? consistent with policies and priorities? compatible?

### Efficiency

- use resources well? inputs cf. outputs?

### Effectiveness

- desired objectives achieved? add value?

### Impact

- + and –ve changes? attribution? the 'without' scenario (counter-factual)

### Sustainability

- of activities, outputs, outcome and impact?

## Methodology

Facilitate self-reflection through:

- Face to face semi structured interviews
- Focus group discussions
- Telephone interviews
- Online discussion forum

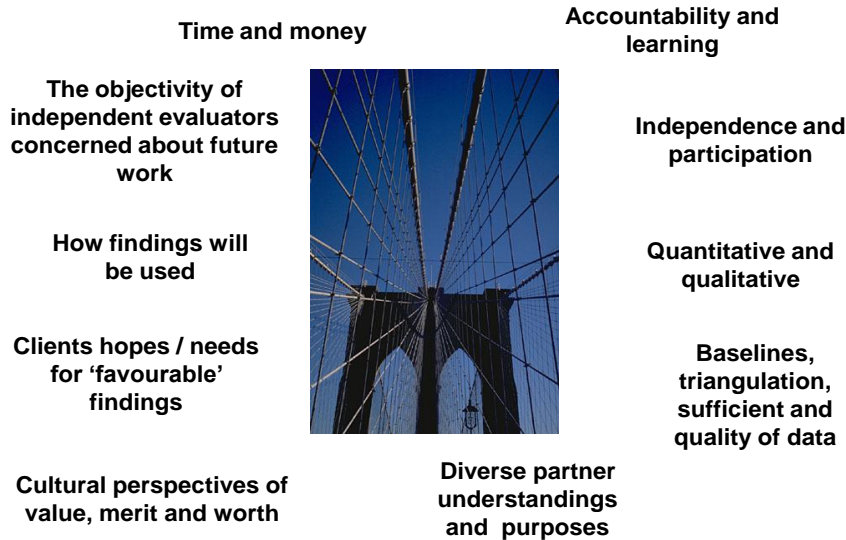


Also:

- Evaluation Framework
- Document Review
- Critical Episode Analysis
- Country Case Studies
- Good Practice Analysis
- Mapping and Tracking



## Tensions in Evaluation



## Questions for discussion today

1. How are decisions made about what capacity building should take place within each member country?
2. How much influence does your department have over the training that takes place in member countries, i.e. selection of participants; curriculum; approach taken, etc?
3. What do you believe is the most effective means of building capacity for improved service delivery?
4. What are the challenges you face in providing training which improves institutional capacity to deliver services?
5. What are the challenges you face in providing demand driven training?

**Many thanks**

## APPENDIX 5: DOCUMENTS CONSULTED

Report	Year
Achieving the Goals: The Performance of Commonwealth Countries in Achieving the Millennium Development Goals in Education and the Dakar Education for All Goals. Packer, Steve Packer and Carlos Aggio	2006
Annual Performance Report 2007/08 Commonwealth Secretariat	<b>2009</b>
Annual Performance Report 2008/2009, Commonwealth Secretariat	<b>2010</b>
Capacity Development Concept Note, UNDP	<b>2008</b>
Commonwealth Manual on Human Rights Training for Police	2006
Commonwealth Secretariat Assistance to Member Countries 2007/08 SPED	2009
Commonwealth Secretariat Strategic Plan 2004/05-2007/08	2007-2008
Commonwealth Secretariat Strategic Plan 2008/09-2011/12	2011/2012
Country Assistance Program Evaluation for Sri Lanka. Proposed Evaluation Approach. Njoman Bestari ADB Operations Evaluation Division	2006
Country Assistance Program Evaluation for Sri Lanka: Inclusive Development and Conflict Resolution: Major Challenges in the Future	2007
Decentralisation in Swaziland: : Report of a High-level Workshop held in Piggs Peak, Swaziland, 406 February 2008 Munawwar Alam (ed)	2009
Decentralisation in the Gambia: Report of a High-level Workshop on 'Managing Change in Local Governance' held in Banjul, The Gambia, 7-9 April 2008 Munawwar Alam (ed)	2009
Evaluation of the Commonwealth Fund for Technical Co-operation (CTFC). Volume 1. Evaluation Series No. 83 Universalialia	<b>2008</b>
Evaluation of the Secretariat's Strategy for Gender Equality and Gender Mainstreaming. Surridge, M. et al	2007
Evaluation of the Strategic Gap Filling Programme of the Commonwealth Secretariat Evaluation Volume 1 Evaluation Series No 78 Heather Baser, Peter Morgan and Julia Zinke et al ECDPM	2007
Evaluation of training activities supported by the Commonwealth Secretariat: Issues Paper SPED	<b>2009</b>
Financing Local Government Commonwealth Secretariat Local Government Reform Series. Devas, N. et al	2008
Human Rights for Peace and Development (Leaflet) HRU	
Managing Change in Local Governance. Managing the Public Service Strategies for Improvement Series: No. 15 Munawwar Alam and Andrew Nickson (Eds)	2006
Mainstreaming Human Rights in the Commonwealth Secretariat Chaloka Beyani and Paul Hunt, HRU	2004

Report	Year
Monitoring and evaluation of Capacity and capacity development Watson, D. Discussion paper No 58B ECDPM	April 2006
Pan-Commonwealth Third Country Training Programme: Workshops on Enhancing Enterprise Effectiveness. Programme Evaluation. SBP	2006
SDRN Rapid Research and Evidence Review on Emerging Methods for Sustainability Valuation and Appraisal. A report to the Sustainable Development Research Network Sigrid Stagl	2007
Singapore-Commonwealth 3 <sup>rd</sup> Country Training Programme: Developing E-Government and e-Business Strategies. Programme Evaluation Questionnaire	2006
Strengthening Voices of Small and Developing Countries:10 Years of Diplomatic Training Diplo Foundation and Commonwealth Secretariat	
The Concept of Capacity Draft version Peter Morgan ECDPM	2006
The Challenge of Capacity Development: Working Towards Good Practice, OECD	2006
The Power of Change ODA	1992
The Role of Employee Reactions in Predicting Training Effectiveness <i>Tan, J.A. Hall, R.J, Boyce, C.</i> Human Resource Development Quarterly, vol. 14, no. 4, Winter 2003	2003
Using Training to Build Capacity for Development An Evaluation of the World Bank's Project-Based and WBI Training IEG World Bank	2008
<b>Internal unpublished documents and data</b>	
All Divisions Training Data Summary	15.10.2008
CPAD Data Summary	2005-6 & 2006-7
GIDD Calendar of Events from	2002 – 2009
GIDD Data Summary	15.10.2008
Notes on a Roundtable Discussion on ComSec Training, facilitated by Mr. Kim Whitaker	09-2008
Singapore/Commonwealth Third Country Training Programme: GIDD Activities FY 07/08	27.11.2009
Singapore/Commonwealth Third Country Training Programme: GIDD Activities FY08/09	
Training Analysis Summary	15.10.2008

## APPENDIX 6: COMMONWEALTH SECRETARIAT INTERVIEWS

Alastair Rabagliati	Head of Programme Coord Unit	GIDD
Chaitali Chattopadhyay	Programme Officer	GIDD
Alice Cheung	Programme Officer	GIDD
Pauline Campbell	Programme Advisor	GIDD
John Wilkins	Head of TPG	GIDD
Munawwar Alam	Adviser / Local Government	GIDD
Roger Koranteng	Adviser / Governance	GIDD
Anthony Ming	Adviser / ICT	GIDD
Kaifala Marah	Adviser / PEM	GIDD
Rebecca Bassey	Head of RPG	GIDD
Jasim Jasimuddin	Adviser / Asia	GIDD
Oluwatoyin Job	Adviser / West Africa	GIDD
Joan Nwasike	Adviser / Caribbean	GIDD
Taiamoni Pifeleti	Adviser / Pacific	GIDD
Rachel Rank	Programme Officer / Asia	GIDD
Lorraine Howe	Programme Officer / Africa	GIDD
Adeyami Ogunmefun	Programme Officer / Caribbean	GIDD
Tim Newman	Head TC & ID	GIDD
Caroline Pontefract	Director	STPD
Virgilio Juvane	Advisor	STPD
Roli Degazon-Johnson	Adviser	STPD
Peggy Vidot	Advisor	STPD
Dr Joseph Amuzu	Adviser / Health	STPD
Dr Meena Shivdas	Adviser / Gender	STPD
Ms Elsie Onubogu	Adviser	STPD
Mr Akbar Khan	Director	LCAD
Margaret Bruce	Legal Officer	LCAD
Mark Guthrie	Adviser	LCAD
Cyrus Rustomjee	Director	EAD
Cheryl Bruce	Adviser	EAD
Jo-Anne Sneddon	Programme Assistant ITRC	EAD
Walton E Gilpin	Advisor / DMS	SASD
Jarvis Matiya	Adviser	HRU

## Field Visit Interviews

### Ghana

Name	Position / Organisation
George Agyemang Sarpong	Director of Legal Education and Director of Ghana School of Law, Accra
Nana Fredua Owibu-Agyeman	Registrar Ghana School of Law, Accra.
Prof Justice V.C.R.A.C. Crabbe	Course Director, Legislative Drafting Course, Ghana
Ms Estelle M. Appiah	Director of Legislative Drafting, Attorney-General's Department, Ministry of Justice, Ghana.
Mark Guthrie	Commonwealth Secretariat Adviser, Constitutional and Legal Affairs Division.
Roger Coventry	Criminal Justice Advisor British High Commission, Accra.

### Singapore

Name	Position / Organisation
Denise Cheng	Ministry of Foreign Affairs Assistant Director, Technical Cooperation Directorate, Ministry of Foreign Affairs
Chin Jun Wan	Technical cooperation Officer, Technical Cooperation Directorate, Ministry of Foreign Affairs
Flynn Ong	Civil Service College, Manager , Africa and Middle East Desk
Al Ruzaiman	Civil Service College, Senior Executive, Africa and Middle East Desk
Elaine Tsai	Singapore Cooperation Enterprise, Manager, International Partnerships
Peifen Zhuo	Singapore Cooperation Enterprise, Assistant Manager, Training
Prof Thomas Menkhoff	Singapore Management University, Practice Associate Professor of Organizational Behaviour, Lee Kong School of Business. Course Director for K4D
Ms. Kuo Pey Juan	Singapore Management University, Associate Director, Office of Executive Education
Remy Khung Chee Teck	PSB Academy, Manager, Business Development, Corporate Learning and Consulting
Dr Danny Lam Kwong-Foo	PSB Academy, Managing Consultant, Course Director
Charlene Ang Hwee Ling	PSB Academy, Vice President, Corporate Learning and Consulting
Ms Lim Siew Siew	Singapore eGovernment Leadership Centre, Deputy Centre Director
Ms Lim Hooi Ling	Singapore eGovernment Leadership Centre, Course Manager for Developing eGovernment and eBusiness strategies
Cheong Vin Mei	Singapore eGovernment Leadership Centre, Assistant Manager (Operations) (met us but not present at meeting)
Ms Merlin Toh Bee Keng	Nanyang Technological University, Manager, Centre for Continuing Learning
Mr Tan Soon Meng	Nanyang Technological University, Senior Assistant Director, Centre for Continuing Learning

## Belize

Name	Position / Organisation
Mr Charles Gibson	POC Chief Executive Officer, Ministry of Public Service
Mr Julio Palacio	POC Head of Department Ministry of Public Service
Ms Garnet	CP Ministry of Economic Development, Commerce and Consumer Protection Administrative Officer
Participants from various courses Carol Harrison	Human Resource Public Sector Management 2008
John Borland	
Ms Martinez	Human Development and Social Trans Ministry of Human Development Ministry of Public Service,
Carol Harrison	Ministry of Finance and Foreign Affairs
Gayle Garnet	Ministry of Health
Mr Simpson	Ministry of Health
Sylvia Usher	Ministry of Human Development
Edicta Ciego	Public Utilities and National Energy Management Ministry of Public Service,
Lenina Ken Franco	Ministry of Labour and Local Government
Bernadette Nicholson	Ministry of Health
Reynard Sheppard	Department of Transport
Gayle Garnet	Ministry of Economic Development
Carol Gentle	Ministry of Corporate Affairs
Rosa Dias	Ministry of Education
Sharlotte Thurton	Ministry of Public Service
Lenina Ken Franco	
Jacqueline Joseph	Ministry of Public Service Monitoring and Evaluation (Granada) , Training of Trainers (MIND Jamaica) -
Cynthia Castillo	Head of Department General Sales Tax
Maxine Davies	Income Tax Department, Administrative Officers
Liseth Castillo	Income Tax Department, Administrative Officers

## Maldives

Name	Position / Organisation
Hussain Niyaz	PCP; POC at Min Foreign Affairs Additional Secretary, Ministry of Foreign Affairs
Khadyja Zahir	Deputy Additional Secretary, Ministry of Foreign Affairs
Dr Hassan Saeed,	Human Rights Police Training – Meeting with participants of training (Purna Sen)

<b>Name</b>	<b>Position / Organisation</b>
	Attorney General at time of training and is now leader of an Opposition political party
<b>Ahmed Ameen</b>	Human Rights Commission of the Maldives Director, Education and Media Department
<b>Fathimath Mohamed</b>	Trainer
<b>Zaheen</b>	Trainer
<b>Mr Ahmed Hassan Didi</b>	Participants in Third Country Training in Singapore - Executive Director, President's Office Study Programme for Permanent Secretaries, Managing Networked Governments (Civil Service College, Singapore) Oct 2007
<b>Mr Mohamed Shahdy Anwar</b>	Member of Privatization Committee, Presidents Office Leadership programme on PPP, (Nanyang Technological University, Singapore) Oct 2009
<b>Mr Ahmed Mifzal</b>	Advisor on Investment, Member of Privatisation Committee, Ministry of Economic Development Leadership programme on PPP (Nanyang Technological University, Singapore) Oct 2009
<b>Mohammed Shefeeu</b>	Anti-Corruption Commission Good Governance (Civil Service College, Singapore)
<b>Fathmath Anula</b>	Anti-Corruption Commission Good Governance (Civil Service College, Singapore)
<b>Mr Musthafa Luthufee</b>	Director General, Civil Service Commission Managing Public Sector Performance (Civil Service College)

## Malta

<b>Name</b>	<b>Position / Organisation</b>
<b>Sandro Curmi</b>	<b>Ministry of Foreign Affairs - Second Secretary</b>
<b>Mariella Grech</b>	<b>Counsellor</b>
<b>Andre Farrugia</b>	<b>Malta International Training Centre MSc FCII FIRM, Director of Studies</b>
<b>Joseph V. Tabone</b>	<b>COMNET, Chairman</b>
<b>Marthese Azzopardi</b>	<b>ALFIR - Manager Office Administration</b>
<b>Brigugli Lino</b>	<b>Economics Department, University Campus Professor</b>
<b>Maryrose Vella</b>	<b>Professor</b>
<b>John Portelli</b>	<b>VISNET - CEO</b>
<b>Sylvana Bugeja</b>	<b>Head of Administration</b>

## Botswana

<b>Name</b>	<b>Position / Organisation</b>
<b>Dr. Taufila Nyamadzabo (PCP)</b>	Ministry of Finance and Development Planning Secretary, Economic & Financial Policy
<b>Ms Kegenele Malikongwa (POC)</b>	Chief Economist



<b>Name</b>	<b>Position / Organisation</b>
<b>Mr Victor Manyanda (POC)</b>	Directorate of Public Service Management Training Coordinator
<b>Bothale Makgekgenne</b>	Directorate on Corruption and Economic Crime (DCEC) Acting Director Good Governance, (Civil Service College, Singapore) 2003
<b>Jackson Madzima</b>	Deputy Head of Training and Development (newly appointed)
<b>Lekena Moleko</b>	Training Officer
<b>Eugene Wasetso</b>	Head of Investigations, Senior Assistant Director
<b>Nicodemus Keddy</b>	Participants in in-country training (33 in total) April – May 2009 Appreciation of the Mid-Management Role and the Operational Craft Intelligence Officer)
<b>Sethunya Rathedi</b>	Anti Corruption Officer
<b>Letihogonolo Spike Matlale</b>	ACTO Investigations
<b>Edrik Letsapa</b>	Corruption Prevention Officer
<b>Boikobo Molelekwe</b>	Investigator
<b>Martha Moseki</b>	Principal of Anti-Corruption Office, transferred to another Ministry Better Governance, Managing Corruption Promoting Integrity, (Civil Service College, Singapore) 2009
<b>Bernice Bothate</b>	Participants in Kenya Performance Management Systems training Performance Improvement Coordinator, Directorate on Corruption and Economic Crime
<b>Reabetswe D Koosenye</b>	Asst Director (Reforms), Ministry Transport and Communication
<b>Kolobetso Sejakgomo</b>	District Performance Improvement Coordinator, Ministry of Local Government
<b>Sipora M Tsnope</b>	Performance Improvement Coordinator, Ministry of Minerals, Energy and Water Resources
<b>Matshidiso Rebecca</b>	Public Expenditure Management (Third Country Training) Principal Internal Auditor, Ministry of Local Government Public Expenditure Management, Programme, Internal Audit and Internal Control (New Zealand, 2009)
<b>Ms Dithong Kabomo</b>	Director of Internal Audit, Public Expenditure Management, Programme, Internal Audit and Internal Control (Civil Service College, Singapore) 2008
<b>Mr I Bagopi</b>	Deputy Commissioner of Police, Support Services, Botswana Police College, Otse
<b>Mr Boelekwe Pharithi</b>	Deputy Director of Training
<b>Ms Thaleng L Johwa</b>	Quality Assurance Officer
<b>Mr David Rapula</b>	Senior Training Officer, International Programmes
<b>Ms Dipontsho Pharithi</b>	Training Officer, International Programmes
<b>Mr Isaac Lesego Pule</b>	Training Coordinator (HQ)
<b>Mr Godfrey Phonchi,</b>	Trainer, Botswana Police College, Otse
<b>Mr David Mothale Ratsatsi</b>	Multigrade Teaching Director, Curriculum Development and Evaluation, Ministry of

<b>Name</b>	<b>Position / Organisation</b>
	Education
<b>Mr Sir-Wonder Masebola</b>	Principal, College of Education Ministry of Education, Francis Town
<b>Susan Makgothi</b>	Examinations Council (previously with Ministry of Education)
<b>Mr Cornelius Dekop</b>	Participants in (other) Third Country Training in Singapore Deputy Secretary, (Development Programme) Leadership Programme on Public Private Partnerships (Nanyang Technological University, Singapore) October 2009
<b>Patrick Shubo</b>	Performance Improvement Coordinator, Ministry of Finance Development and Planning, Advanced Certificate in Quality and Productivity Management

## **Jamaica**

<b>Name</b>	<b>Position / Organisation</b>
<b>Andrea Shepherd Stewart (PCP)</b>	PCP, POC , Manager, Multilateral Technical Co-operation Unit Planning Institute of Jamaica PIOJ
<b>Ms Diaz</b>	Ministry of Finance Scholarship Unit
<b>Halcian Halimore (POC)</b>	Ministry of Finance Scholarship Unit
<b>Dwight Moore</b>	Ministry of Finance – Contracts Manager and Chair of Career Development Committee at time of training (Public Management, Singapore 2008)
<b>Onika Miller</b>	Office of the Prime Minister Permanent Secretary to Office of the Prime Minister (Executive Leadership, Singapore 2007)
<b>Natalee Burton,</b>	Police Force Inspector
<b>Erroll Grey</b>	Sergeant, Jamaica Constabulary Staff College
<b>Carol Allen</b>	Sergeant, Caribbean Search Centre,
<b>Catherine May Lord</b>	(by email), Assistant Superintendent of Police, Manchester (Regional Police Human Rights Training, Jamaica 2008)
<b>Hope Blake</b>	Internal Audit Building Pyramids in the Valleys courses, Canada, Trinidad, Ghana)
<b>Marcel Holder,</b>	Building Pyramids in the Valleys courses, Canada, Trinidad, Ghana)
<b>Suzette Campbell</b>	Building Pyramids in the Valleys courses, Canada, Trinidad, Ghana)
<b>Candice Rochester</b>	Attorney General's Office Attorney General's Chambers (Public Sector Leadership MIND 2007)
<b>Ms Carnegie</b>	Legal Drafting Unit (Legal Drafting, University of Barbados 2005-6)
<b>Mrs Ruby Brown</b>	Management Institute for National Development MIND Chief Executive Officer
<b>Shawnette Henry</b>	Marketing Manager
<b>Samantha Demel</b>	Logistic Coordinator and course participant (Public Private Partnerships)

<b>Anne Marie Smith</b>	Manager DLPD, course participant (Common Assessment Framework, Leading Leadership)
<b>Georgia Sinclair</b>	Senior Learning facilitator, course participant (Leading Leadership)
<b>Tameka Brown</b>	Regional Manager, course participant (Leading Leadership)
<b>Glynis Salmon</b>	Director Marketing and Communications
<b>Gregory Christie</b>	Anti-Corruption Commission for Parliament, Contractor General's Office Contractor General (Better Governance – Challenges and Issues in Corruption Control for Senior Policy Makers, Singapore, 2010)
<b>Craig Beresford</b>	Senior Director, Non-Construction Contracts
<b>Dr Adolph Cameron</b>	Jamaica Teaching Association/ Caribbean Union of Teachers General Secretary JTA/ Secretary General CUT
<b>Roderick Sanatan,</b>	Caribbean Institute of Media and Communications CARIMAC Coordinator ICT Projects, CARIMAC University of West Indies

## Kenya

<b>Name</b>	<b>Position / Organisation</b>
<b>Jackson Kinyanjui</b>	Ministry of Finance - PCP was out of country Director, External Resources Department, Ministry of Finance
<b>Jane Musundi</b>	FAD Division Head, External Resources Department, Ministry of Finance
<b>Elijah Wachira</b>	Performance Management Systems Training Trainers and participants in PMS training - Deputy Director, Business Development, Kenya Institute of Administration
<b>Samuel Macharia</b>	Lecturer, Kenya Institute of Administration
<b>Patrick Gachagua</b>	Lecturer, Kenya Institute of Administration
<b>Robi K Ochieng</b>	Lecturer, Kenya Institute of Administration
<b>Angela Oloo Okumu</b>	Lecturer/Researcher, KIA/KIPPR
<b>Muthoni Gachire</b>	Lecturer, Kenya Institute of Administration
<b>Jacqueline Wanjangi</b>	Lecturer, Kenya Institute of Administration
<b>Muthoni Mwangi</b>	Lecturer, Kenya Institute of Administration
<b>Maundu Matenzawa</b>	Council Planner / Economist, Kenya National Examinations
<b>Josephine Muritu</b>	Assistant Commissioner, Commission for Higher Education
<b>Walter Malenya</b>	Ministry of State Human Resource Department Senior Assistant Director, Human Resource Development, Office of the Prime Minister, Ministry of State
<b>Alice Yalla (POC)</b>	Senior Assistant Director, Coordinator of Development Partnership programme including CFTC, Office of the Prime Minister, Min of State
<b>Jane Kiragu</b>	Gender and Law Meeting with trainers (consultant and judges separately) (Meena Sayeed) Managing Director, SATIMA Consultants Ltd
<b>Judge Martha Koome</b>	Member of the Kenya Women Judges Association

<b>Judge Mary Ang'awa</b>	High Court Judge
<b>Judge Sarah Odeyo</b>	Consultant / retired - facilitator on training programme
<b>Kubai Kasiani</b>	Public Finance Management, Deputy Director of Budget, Ministry of Finance

## APPENDIX 7: ONLINE SURVEY

### Evaluation of Commonwealth Secretariat Training Programmes

#### 1. Commonwealth Secretariat Training Evaluation

Thank you for joining this survey. It should take you around 15 minutes to complete and contains 18 questions about 6 aspects of training:

- A. The relevance and strategic context in which training is developed
- B. The effectiveness and management of training
- C. Training programmes provided
- D. Efficiency
- E. Sustainability
- F. Impact

Please complete what is appropriate for your experience and use the final comment box to raise any additional points you feel to be important.

It will help us to analyse responses if we know which Division you work in - your response will be anonymous within our reporting. We can not identify individuals who respond.

##### 1. Which Division do you work in?

## Evaluation of Commonwealth Secretariat Training Programmes

### 2. Relevance and strategic aspects of Training

**1. How appropriate is it for the Commonwealth Secretariat to use training as a modality of capacity building?**

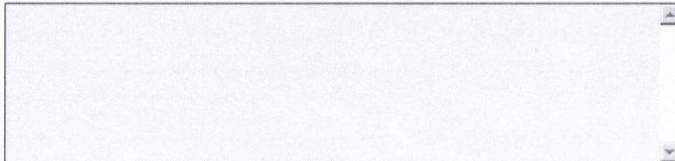
☐ Very appropriate

☐ Sometimes appropriate

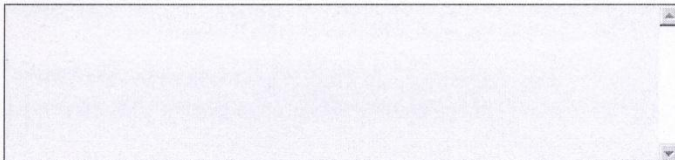
☐ Rarely appropriate

☐ Not appropriate

**2. How do you decide what training programmes to provide?**

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**3. How are participants selected for the training programmes you provide?**

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**4. To what extent do member governments send the most appropriate representatives to the training programmes you provide?**

☐ Always

☐ Often

☐ Sometimes

☐ Rarely

## Evaluation of Commonwealth Secretariat Training Programmes

### 3. Effectiveness / Management

#### 1. What training have you received from Commonwealth Secretariat that helps you to develop training?

- ☐ Training Needs Analysis   ☐ Curriculum Development   ☐ Training Evaluation   ☐ Impact Assessment   ☐ Best practices in Capacity Building   ☐ None   ☐ Other

Comment

#### 2. How effectively does CS provide training programmes that meet the needs of member government institutions

- ☐ Extremely well   ☐ Well   ☐ Poorly   ☐ Not at all

Comment



## Evaluation of Commonwealth Secretariat Training Programmes

### 3. To what extent are the following elements a part of your training programmes?

#### Planning

	Always	Sometimes	Rarely	Never
Based on CS strategic plan	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Based on a local training needs assessment	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Designed to lead to institutional change	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Clearly defined measurable outcomes	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Pre-training assessment form	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Comment

#### 4. Delivery/ Content

	Always	Sometimes	Rarely	Never
Transfer knowledge on a specific subject area	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Build occupational skills	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Share and reflect on own and others working practices	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Engage in experiential learning in host institutions (public/private)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Ongoing formal distance learning	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Identification of needs for further training	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Comment



## Evaluation of Commonwealth Secretariat Training Programmes

### 5. Sustainability

	Always	Sometimes	Rarely	Never
Develop personal post training work related action plan	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Develop institutional post-training action plan related to work	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Online network of practitioners	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Informal network of practitioners	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Develop 'best practice' publications	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Comment

### 6. Impact

	Always	Sometimes	Rarely	Never
End of training programme evaluation	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Follow up questionnaires to participants / participants' employers	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Review of impact in next training event with same participants	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Tracer studies	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Impact evaluation (individual competence)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Impact evaluation (organisational change)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Comment

## Evaluation of Commonwealth Secretariat Training Programmes

### 4. Efficiency of Training

**1. How effectively does CS build partnerships with development partners and national/regional training institutions to respond to identified training needs?**

☐ Extremely well    ☐ Well    ☐ Poorly    ☐ Not at all

Comment

**2. Are there effective mechanisms in place to ensure coherence of training programmes within and across ComSec divisions?**

☐ Very effective    ☐ Effective    ☐ Poor    ☐ None

Comment

**3. How do you calculate the cost effectiveness of your training programmes?**

## Evaluation of Commonwealth Secretariat Training Programmes

### 4. What percentage of your budget is spent on training?

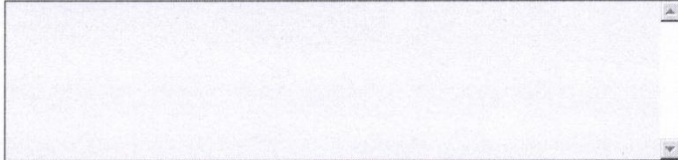
Comment



## Evaluation of Commonwealth Secretariat Training Programmes

### 5. Sustainability and Impacts of Training

**1. Which types of training programmes do you believe lead to the greatest level of sustainability?**



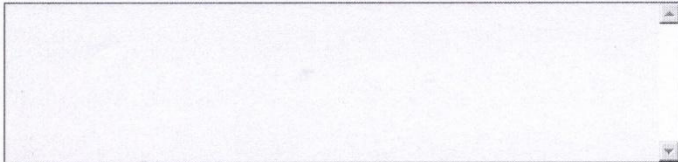
**2. To what extent is the training provided by the CS effective in contributing to improved government institutional performance in member countries?**

- ☐ Extremely effective    ☐ Effective    ☐ Not effective    ☐ Not at all effective

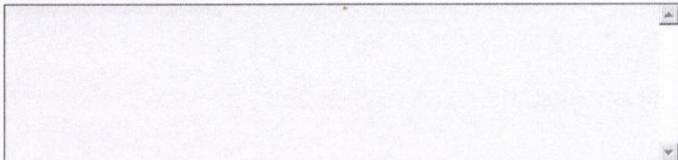
**3. How effectively does CS support member governments to identify and prioritise training needs to help them achieve strategic goals?**

- ☐ Extremely well    ☐ Well    ☐ Poorly    ☐ Not at all

**4. What key issues do you feel this evaluation should address?**



**5. Thank you for completing the survey - if you have further comments please use this box.**



## APPENDIX 8: COSTS OF TRAINING

Title	Institution	Key contact	Dates	# days	number of participants	professional costs - £	Prof. costs per day	Participants' in-country costs - £	In-country costs per person / per day	ComSec Adviser costs - £	ComSec adviser travel / per diem costs - £	Total cost	Total cost per person / per day
<b>SINGAPORE THIRD COUNTRY TRAINING PROGRAMMES</b>													
Study Programme for Permanent Secretaries "Managing Complexity for Networked Government"	Civil Service College	John Wilkins, Head, Thematic Programmes Group, GIDD	2010 - no prog										
			2009 - no prog										
			24 – 28 Nov 2008	5	21	18,646	3,729	23,835	227	1,701	3,500	47,682	454
			22 – 26 Oct 2007	5	22	14,328	2,866	24,672	224	1,701	3,500	44,201	402
			26 July to 2 August 2006	6	13	13,741	2,290	19,500	250	1,701	3,500	38,442	493
			2005 - no prog										
Managing Public Sector Performance	Civil Service College	Joan Nwasike, Acting HRM Adviser, GIDD	2010 - no prog										
			9 – 20 Feb 2009	10	22	21,045	2,105	50,216	228	3,402	4,500	79,163	360
			18 – 29 Feb 2008	10	24	16,775	1,678	49,255	205	3,402	4,500	73,932	308
			2007 - no prog										
			2006 - no prog										
			2005 - no prog										
2010 Better Governance – Challenges and Issues in Corruption Control for Senior Policy Makers 2005 - 2009 Better Governance – Managing Corruption, Promoting Integrity	Civil Service College	Roger Koranteng, Adviser, Governance, GIDD	1 - 12 February 2010	10	22	19,928	1,993	47,289	215	3,402	4,500	75,119	341
			9 – 20 Feb 2009	10	26	20,290	2,029	60,436	232	3,402	4,500	88,628	341
			25 Feb – 7 Mar 2008	10	22	16,173	1,617	37,127	169	3,402	4,500	61,202	278
			29 Jan - 05 Feb 2007	10	27	14,415	1,442	34,232	127	3,402	4,500	56,549	209
			24 Apr - 05 May 2006	10									
Public Expenditure Management Programme – Internal Audit and Internal Control	Civil Service College	Kaifala Marah, Adviser, Public Expenditure Management, GIDD	2010 - no prog										
			2009 - no prog										
			21 Jan – 1 Feb 2008	10	26	15,441	1,544	59,359	228	3,402	4,500	82,702	318
			27Nov -08 Dec 2006	10	17	14,512	1,451	34,545	203	3,402	4,500	56,959	335
			2006										
			2005										
Developing e-Government and e-Business Strategies	Singapore e-Government Leadership Centre, "Institute of Systems Science, National University of Singapore**"	Tony Ming, Adviser, ICT, GIDD	1 - 12 February 2010	10	19	21,205	2,121	39,382	207	3,402	4,500	68,489	360
			9 – 20 Feb 2009	10	19	21,590	2,159	41,638	219	3,402	4,500	71,130	374
			12 – 23 May 2008	10	21	19,736	1,974	42,264	201	3,402	4,500	69,902	333
			05 - 16 Mar 2007	10	21	18,623	1,862	32,232	153	3,402	4,500	58,757	280
			*6 - 17 Feb 2006	10									
			2005										

Title	Instituion	Key contact	Dates	# days	number of participants	professional costs - £	Prof. costs per day	Participants' in-country costs - £	In-country costs per person / per day	ComSec Adviser costs - £	ComSec adviser travel / per diem costs - £	Total cost	Total cost per person / per day
Knowledge for Development	Singapore Management University	Tony Ming, ICT Adviser and M Jasimuddin, Regional Adviser, Asia, GIDD	2010 - no prog										
			25 – 29 May 2009	5	18	34,109	6,822	21,209	236	1,701	3,500	60,519	672
			09 - 16 May 2007	6	19	23,023	3,837	20,489	180	2,430	3,500	49,442	434
			03 - 10 May 2006	6	19	24,902	4,150	15,434	135	2,430	3,500	46,266	406
			2005 - no prog										
International Disaster Management Programme	Civil Defence Academy Singapore	Julius Kaberere, Adviser, Strategic Response Group, GIDD	3 - 14 May 2010	10	24	TBA - current		TBA - current					
			18 – 29 May 2009	10	24	17,627	1,763	63,898	266	3,402	4,500	89,427	373
			2008 - no prog										
Advanced Certificate in Quality and Productivity Management	Productivity and Standards Board Academy	M Jasimuddin, Regional Adviser, Asia, GIDD	2010 - no prog										
			2009 - no prog										
			2 – 13 June 2008	10	20	17,359	1,736	38,641	193	3,402	4,500	63,902	320
			22 Jan - 09 Feb 2007	15	18	15,411	1,027	35,231	130	5,103	5,500	61,245	227
			13 - 31 Mar 2006	15									
			2005	no data									
Singapore's Strategy for Enhancing SME Competitiveness Through Technology Acquisition	no data	SASD	2009 7-11 December	5	no data	17,683	3,537	no data	371	4900	10500		
Competitiveness in the Services Sector: Strategies and Lessons for the Commonwealth'	no data	SASD	2009 1-7 April	5	25	21,400	4,280	21,414	171	4900	10500	58,214	466
Singapore's Strategies for SME Internationalisation: Lessons for the Commonwealth'	no data	SASD	2009 1-7 April	5	24	16,488	3,298	20,814	173	4900	10500	52,702	439
Business Development Strategies for enhancing SME Competitiveness	no data	SASD	2008 14-18 March	5	23	11,844	2,369	No data	122	4900	10500		no data
SME and Institutional Standards: The Challenges of remaining competitive	Productivity and Standards Board Academy	SASD/ EAS	2007 17-24 April	6	26	35921	no data	30000	192	7000	10500	83,421	535

Title	Instituion	Key contact	Dates	# days	number of participants	professional costs - £	Prof. costs per day	Participants' in-country costs - £	In-country costs per person / per day	ComSec Adviser costs - £	ComSec adviser travel / per diem costs - £	Total cost	Total cost per person / per day
Policies and Institutions to improve SMEs Competitiveness: Singapore's lessons for Commonwealth Developing Countries	Singapore Cooperation Enterprise	SASD/ EAS	2006 13-19 November	5	25	57402	no data	30000	240	4900	10500	102,802	822
Enhancing the Competitiveness of Small and Medium Enterprises (SMEs) in the Tourism Sector in Commonwealth Countries		SASD	2006 22-28 March	5.5	27	no data	no data	22522	152	7000	10500		
SME Cluster Development Strategies for Enhancing Enterprise Competitiveness in Commonwealth Developing Countries	no data	SASD	2005 26-30 Sept	5	22	12660	2,532	15024	137	4900	10500	43,084	392
Globalisation For The New Economies and Challenges For Commonwealth Developing Countries	no data	SASD	2005 5-9 December	5	24	11947	2,389	16214	135	4900	10500	43,561	363

Title	Instituion	Key contact	Dates	# days	# participants	professional costs - £	Professional costs per day	Participants' in-country costs - £	In-country costs per person / per day	ComSec Adviser costs - £	ComSec adviser travel / per diem costs - £	Total cost	Total cost per participant / per day
<b>MALTA THIRD COUNTRY TRAINING PROGRAMMES</b>													
Workshop on the Construction of an Index to Measure Economic Resilience	Island & Small States Inst. University of Malta	Prof Lino Briguglio / C Vigilance	2010					This workshop was conducted for four years (2004-2007) only as part of a policy formulation exercise.					
			2009										
			2008										
			2007	3	54	8728	2909	71940	444	1215	3728	85,611	528
			2006	3	29	8728	2909	21272	245	1215	3728	34,943	402
			2005	3	25	9488	3163	20512	273	1215	2796	34,011	453
Post Graduate Dip in Contemporary Diplomacy - 2wks in Malta 10 mths on line (UNTIL 2007/8). Modern Diplomacy for Small States from 2008/9	DiploFoundation	Jovan Kurbalija/ Sylvana D Brown / P Campbell	2010										
			2009	10	12	7,787	779	15,687	131	3,402	3,500	30,376	253
			2008		6	8,377		17,569	n/a	3,402	3,500	32,848	n/a
			2007		7	8,636		16,614	n/a	3,402	3,500	32,152	n/a
			2006		5	10,150		13,890	n/a	3,402	3,500	30,942	n/a
Competitiveness Strategies for Small States (*1 courses alternate each year)	Island & Small States Inst. University of Malta	Prof Lino Briguglio / D Brown	2010										
			2009										
			2008	12	10	6,251	521	10,000	83	3,402	3,500	23,153	193
			2006	14	8	9,514	680	8,702	78	4,860	3,500	26,576	237
Banking and Finance in Small States (*1 courses alternate each year)	Island & Small States Inst. University of Malta	Prof Lino Briguglio / D Brown / C Marian	2010										
			2009	8	21	7,498	937	18,143	108	2,916	3,500	32,057	191
			2008										
			2007	11	15	9,315	847	13,469	82	4,131	3,500	30,415	184
			2006	14	20	12,195	871	18,968	68	4,860	3,500	39,523	141



Management of Coastal Resources	EuroMed Centre on Insular Coastal Dynamics - Uni of Malta	Dr Anton Micallef D Brown	2010										
			2009	9	9	9,505	1056	7,502	93	3,159	3,500	23,666	292
			2008	14	10	10,328	738	14,034	100	4,860	3,500	32,722	234
			2007	14	14	8,762	626	12,998	66	4,860	3,500	30,120	154
			2006	14	15	8,282	592	16,243	77	4,860	3,500	32,885	157
			2005										
Port Operations and Management	Malta Freeport	John Portelli D Brown	2010										
			2009	14	12	8,250	589	9,291	55	4,860	3,500	25,901	154
			2008	14	12	4,954	354	10,722	64	4,860	3,500	24,036	143
			2007	14	25	7,873	562	17,127	49	4,860	3,500	33,360	95
			2006	14	22	10,204	729	10,257	33	4,860	3,500	28,821	94
			2005										
Insurance Regulation and Supervision	Malta International Training Centre	Dr Andre Farrugia	2010										
			2009	5	12	12,916	2583	10,085	168	1,701	3,500	28,202	470
			2008	5	9	12,167	2433	7,860	175	1,701	3,500	25,228	561
			2007	10	9	7,747	775	7,366	82	3,402	3,500	22,015	245
			2006	14	17	14,115	1008	22,191	93	4,860	3,500	44,666	
			2005										
Legal Frameworks for ICT	COMNET.IT	Joe Tabone Davindra Ramnarine / Pauline Campbell / Tony Ming	2010										
			2009	6	16	5,487	915	17,119	178	2,430	3,500	28,536	297
			2008	9	10	5,994	666	14,577	162	3,159	3,500	27,230	303
			2007	10	15	13,962	1396	19,711	131	3,402	3,500	40,575	271
			2006										
			2005										

**APPENDIX 8: COST OF TRAINING**

Title	Instituion	Dates	number days	number of participants	professional costs - £	Professional costs per day	Participants' in-country costs - £	In-country costs per person / per day	ComSec Adviser daily costs - £	ComSec adviser travel / per diem costs - £	Total cost	Total cost per person / per day
<b>REGIONAL, NATIONAL AND INSTITUTIONAL PROGRAMMES IN KENYA AND BOTSWANA</b>												
Performance Management Systems (Regional)	Kenya - KIA (plus Botswana facilitator)	1-12 June 2009	10	31	47170	no data	included	no data	3402	3500	54072	174
Performance Management Systems (National)	Kenya - KIA	20-30 april 09	10	41	32889	no data	included	no data	3402	3500	39791	128
Performance Management Systems (Regional)	Kenya - KIA	25 June - 6 July 2007	10	30	40034	no data	included	no data	3402	3500	46936	151
Appreciation of the Mid-Management Role and the Operational Craft (Institutional)	Singaporean facilitator	May-09	10	33	7300	730	9300	28		6000		
Risk assessment	(Botswana facilitator)	Feb / March 2010	3 x 2 day courses	20 people per day (60 people	12000		0	0	0	0	12000	100
*3 x 2 day courses for 20 people per event		This was a cost sharing activity with the Botswana government - costs were for fees, venue, equipment, travel, meals and refreshments etc. as well as additional costs to support implementation in the field after the training event.										

## APPENDIX 9: COUNTRY REPORTS

### BELIZE

#### Meetings held with:

##### 1. POC

- **Mr Charles Gibson**, Chief Executive Officer, Ministry of Public Service
- **Mr Julio Palacio**, Head of Department Ministry of Public Service

##### 2. PCP Ministry of Economic Development, Commerce and Consumer Protection

- **Ms Garnet**, Administrative Officer

##### 3 Participants from various courses:

- Human Resource Public Sector Management 2008 (ran in parallel with a course on Policy Development for Senior Managers (CEOs and Ministers) – **Carol Harrison**, **John Borland**, **Coast Guard**, **Ms Martinez**, Human Development and Social Trans??
- Job Descriptions 5 days, 2009 around 50 participants – **Carol Harrison**, **Gayle Garnet**, **Mr Simpson**, Ministry of Health, **Ms Martinez**, **Sylvia Usher** Ministry of Human Development, **Edicta Ciego**, Public Utilities and National Energy Management, **Lenina Ken Franco**, Ministry of Labour and Local Government
- Financial Management 1 month, 2009 - **Carol Harrison**, Ministry of Finance and Foreign Affairs, **Bernadette Nicholson**, Ministry of Health
- Change Management 3 days, 2010, 62 participants – **Reynard Sheppard**, Department of Transport, **Gayle Garnet**, Ministry of Economic Development, **Carol Gentle**, Ministry of Corporate Affairs (?), **Rosa Dias**, Ministry of Education, **Ms Martinez**, **Edicta Ciego**, **Charlotte Thurton**, Ministry of Public Service, **Lenina Ken Franco**
- Monitoring and Evaluation (Granada) – **Jacqueline Joseph**, Ministry of Public Service
- Training of Trainers (MIND Jamaica) - **Jacqueline Joseph**
- ??? **Rosalinda**

##### 4. Finance Ministry

- **Cynthia Castillo**, Head of Department General Sales Tax
- **Maxine Davies**, **Liseth Castillo**, Income Tax Department, Administrative Officers

## A COUNTRY TRAINING PROFILE/ STRATEGIC RELATIONSHIPS

### Commonwealth Secretariat Training Activities

*PPC/ POC arrangements:* POC is in the Public Service Ministry which sends out details of training to Heads of Department. PCP is CEO in the Office of Economic Development and not in the country at the time of this visit. The person interviewed during the visit was not aware of the role of the Secretariat in technical support/ funding (not included in the list of IFIs supporting key areas). N.B. in Belize the equivalent of Permanent Secretaries in the Civil Service are politically appointed Chief Executive Officers who are the accounting officers (financially liable) for the work of their Ministry for a 3 year term, renewable to 5 years.

Seven other countries across the Region have similar challenges in relation to politicians and newly appointed civil servants who are not familiar with their roles/ responsibilities so the Regional Advisor has tried to encourage the use of retreats following their election, to discuss priorities with Ministers/ Heads of Government – only then can she be certain that their will be sufficient high level political will to support the training she funds. The Public Service Ministry play an important role in relation to development of the Public Services, especially training at the moment – formerly placed more emphasis on technical specialist support attached to Ministries. In 2008 when the current government came to power the PCP took the initiative to propose a team building retreat to familiarise Ministers and CEOs with their responsibilities and foster a team approach. GIDD brought in ex-Prime Ministers and Ministers to contribute to this meeting. Respondents differed in assessing this – one suggested it was very positive, another that CEOs responded more positively than Ministers, some of who have resisted follow-on.

### Relevance of Commonwealth Secretariat Training

In Belize the Public Service staffing needs complete review. As one respondent put it, “a change of paradigm is needed to support skills development for people without qualifications”. Most staff in the Service have had limited educational opportunities and the Service is in need of restructuring, but the trade unions are opposed to staff cuts/ dismissals. The

Secretariat is supporting development of proposals to establish a Public Service College which would allow staff capacity to be developed. Initial proposals for recategorising staff came through training which used an appreciative enquiry process, facilitated by IPAC in 2008. This also allowed training needs to be identified (there are far too many categories to be manageable at present – all with job descriptions many years out of date). These were the first fundamental steps towards getting the Civil Service fit for purpose, supported by the Prime Minister and by the GIDD Regional Advisor. Other donors have been consulted/ are contributing, e.g. UNDP, OAS

The training for multi-grade schools coincided with a government initiative to increase the number of teachers by introducing a ‘Certificate in Primary Education’ for graduates to be fast tracked over a year of evening classes, so was very timely and follow-up can be given because these probation teachers will have tutors reviewing their practice during their first teaching year.

#### **Links with Other Training Programmes**

*Regional coordination:* Helps to develop “oneness”.

## **B EFFECTIVENESS: QUALITY OF TRAINING**

### **Selection of participants**

Advertised in Public Service and staff are nominated by their Ministries. Overseas course information is passed to the relevant Ministry and nominations are sent to the POC. Need to work on reducing the use of training overseas as a “reward” or as a way of getting difficult staff “out of the way” for a while. Several staff have been on Third Country Training in Singapore over the years and participants are regularly sent on Regional trainings. Participants selected for courses appear to be appropriate – not all Heads of Department have taken up the opportunity to participate in the 3 core Human Resource courses offered.

### **Needs Assessment**

Respondents were generally very positive about the process of identifying priorities and the iterative development of training in response to the needs identified by the GIDD Regional Advisor over the past 3 years. Agreement that it is important to reach as many staff as possible, but that workshops have too many participants (the plan has been to work with 30-40 but generally over 50 have attended). Participants valued the opportunity to get an overview across different Ministries, sharing experiences and networking, which helps to create momentum for change. Other more technical training has also been offered/ taken up e.g. maximising tax revenue collection, but it was not possible to interview beneficiaries or trainers. The workshop on multigrade teaching appears to have responded to a real training need – the respondent interviewed had been teaching for 21 years and although her current post in a teacher training institution is supposed to cover management of regular *and* multi-grade schools (which tend to be in the poorer communities), she has never herself taught in a school where multi-grade teaching was used. Again, the external facilitator and Advisor inputs were judged to be excellent, appropriate to the context and well presented, with a participative methodology used and opportunities for sharing experience and good practice.

### **Training Approach**

*Monitoring of training:* Participants are asked to submit a report, although these aren’t necessarily followed up. Public Service Ministry has sent staff on the Monitoring and Evaluation course run by the Secretariat in Granada and monitoring systems are being put into place.

## **C MANAGEMENT OF THE TRAINING**

### **Facilitation of Training**

All the people interviewed stressed how valuable it was having external facilitators on the courses funded through the Secretariat because Belize is such a small country, making it more difficult to remain impartial and objective in terms of human resource development (everyone knows everyone/ is related to someone). Basic training is outsourced locally, but tends to respond to formal education requirements and advancement rather than performance or institutional training needs analysis.

*Facilitation* by external tutors and GIDD Advisor is seen as excellent, tailored specifically to the needs of participants, relevant subject matter, participative methodology and good use of group work.

*Support materials:* Participants felt these are well prepared and useful complement to the Public Service Regulations. The materials were focused and offered references that participants could use to follow-up. (not seen). In the workshop on multi-grade teaching the materials were also judged to be of good quality and the respondent interviewed uses the Manual produced for teaching, copying the notes for students.

### **Communication**

*Coordination with the Secretariat:* Mainly through the Regional Advisor in GIDD, however individual advisors sometimes go directly to the Ministry involved in training. Priorities are decided through consultation with high level staff and

Ministers.

### **Roles and Responsibilities**

*PPC/ POC arrangements:* POC is in the Public Service Ministry which sends out details of training to Heads of Department. PCP is CEO in the Office of Economic Development and not in the country at the time of this visit.

### **Evaluation**

Limited follow-up by the Ministry of Public Service at present. No feedback is sought about impacts of Third Country Training. Recent participation in the Monitoring and Evaluation course has highlighted the issue within the staff team and the CEO is supportive of moves to develop systems to improve monitoring.

## **D EFFICIENCY/ COST EFFECTIVENESS**

*Cost base:* The training run in 2010 for job descriptions cost B\$38,000 (about £12,635) for 60 people over 5.5 days. (around £40/person/ day including accommodation)

Prefer to develop national training as it is more cost-effective and can reach more staff – training is such a high priority at present at all levels. Need to increase the amount of training offered through the Secretariat in-country to 2 tranches/ year because there are too many participants (over 60 in the recent course, which was intended for up to 40).

The pace of the HR training i.e. doing one course each year and working on implementation of new skills/systems from this, appears to be appropriate. It takes time to generate momentum for change, even when this is driven from both top down and bottom up. One limiting factor can be the costs associated with change, and two examples were noted where a Ministry had revised plans for systemic change to develop a more gradual costed approach that could be borne by the Ministry of Finance – the Ministry of Public Service is working Department by Department to negotiate restructuring, and the staff interviewed from the Income Tax Office are seeking to operationalise their Strategic Plan (generated in 2008 after CATA input) in stages rather than all at once.

In practical terms, last minute booking which took the recent workshop over anticipated attendance by more than 20 suggests that the systems for advertising national trainings offered with GIDD support need to be improved. One person commented that the circular arrived on Friday for a Monday start!

## **E SUSTAINABILITY**

Several respondents perceived the politicisation of higher posts as key issue limiting reform and strategic development following training because they feel that the strategic vision is influenced significantly by the 5 year election cycle. Indeed, the expectation of Senior staff is that they will probably only serve for 5 years, which together with external recruitment can limit appropriate capacity development and institutional memory.

The expectation (expressed by respondents) of developing a more team approach across Departments following the Policy Development course in 2008 does not appear to have been achieved – no examples of cross-departmental working were offered and the Ministry of Public Service did not follow-up the course. Although the materials were appreciated, they do not appear to have been used widely after the course.

*Third Country* and Regional Training in Singapore was regarded overwhelmingly as being of very good quality, as is Regional training. Effectiveness depends on support available on return, which has been variable.

*Support materials:* Participants felt these are well prepared and useful complement to the Public Service Regulations. The materials were focused and offered references that participants could use to follow-up. (not seen). In the workshop on multi-grade teaching the materials were also judged to be of good quality and the respondent interviewed uses the Manual produced for teaching, copying the notes for students.

Strategic approach to development of local training capacity being taken.

Ministry of Public Service has followed up the training on job descriptions and sees itself as a pilot which can be used to support implementation across other Ministries. The Finance Secretary has given approval and Trade Unions are now being consulted. The Regional Advisor has supported standardisation/ Quality Assurance by reviewing new job descriptions and commenting where short cuts have been taken (some Ministries have reviewed the descriptions, but “cut and pasted” from old ones). Some of the staff who took part in the HR trainings felt that there wasn’t complete buy-in/ support for follow-on by Heads of Department, which limits their attempts to implement changes. It was suggested that there might be better buy-in more if the policy focused training in 2008 was followed up as a parallel process to the training focused on restructuring and developing human resource capacity.

The POC is conscious that the Secretariat is providing support which should be used to build sustainable in-country capacity to offer training year on year. Staff in the Ministry are being supported to develop their training capacity.

Different approaches are being used to build sustainable capacity in appropriate skills. Some have been described earlier, another is Cut-it where graduates are placed as trainees for 12-24 months before being appointed to a level that relates to

their academic levels. Staff on the multi-grade teaching workshop have formed clusters to pool resources since the workshop.

The course for HODs on policy development (3 days in 2008) had a clear expectation that an action plan would be produced by each participant. In practice some things have been easier than others to operationalise, but for example in the General Sales Tax Department a project management approach *has* been adopted and formalised.

The Regional Advisor expressed frustration that training per se will not generate sustainable solutions e.g. the training in Belize to support restructuring of the Public Service needs to be accompanied by new legislation through a Public Sector Act – the Secretariat should provide a holistic strategy to support the range of actions needed, not just training. In Trinidad and Tobago it was possible to ‘ride on the back’ of World Bank initiatives to change Human Resource Management policies. There needs to be coherence across the Secretariat e.g. working with Political Affairs to get intelligence of needs when new governments are elected, and with the Legal Division to support legislative changes/ drafting. Recent restructuring of GIDD – initially created in 2005 to separate technical assistance and management services training – has seen a technical assistance unit established within GIDD. Advisors job descriptions also need to be updated to reflect this! (to lead Belize by example!)

# BOTSWANA

## Meetings held with:

### 1 Ministry of Finance and Development Planning

- ✦ Dr. Taufila Nyamadzabo (PCP), Secretary, Economic & Financial Policy
- ✦ Ms Kegenale Malikongwa (POC), Chief Economist

### 2 Directorate of Public Service Management

- ✦ Mr Victor Manyanda (POC), Training Coordinator (2nd year as POC)

### 3 Directorate on Corruption and Economic Crime (DCEC)

- ✦ Bothale Makgekgenne, Acting Director  
Good Governance, (Civil Service College, Singapore) 2003
- ✦ Jackson Madzima Deputy Head of Training and Development (newly appointed)
- ✦ Lekena Moleko Training Officer
- ✦ Eugene Wasetso, Head of Investigations, Senior Assistant Director
- ✦ Participants in in-country training (33 in total) April – May 2009  
Appreciation of the Mid-Management Role and the Operational Craft  
Nicodemus Keddy (Intelligence Officer)  
Sethunya Rathedi (Anti Corruption Officer)  
Letihogonolo Spike Matlale (ACTO Investigations)  
Edrik Letsapa (Corruption Prevention Officer)  
Boikobo Molelekwe (Investigator)
- ✦ Martha Moseki, (was Principal of Anti-Corruption Office, transferred to another Ministry)  
Better Governance, Managing Corruption Promoting Integrity, (Civil Service College, Singapore) 2009

### 4 Participants in Kenya Performance Management Systems training

- ✦ Bernice Bothate, Performance Improvement Coordinator, Directorate on Corruption and Economic Crime
- ✦ Reabetswe D Koosenye, Asst Director (Reforms), Ministry Transport and Communication
- ✦ Kolobetso Sejakgomo, District Performance Improvement Coordinator, Ministry of Local Government
- ✦ Sipora M Tsnope, Performance Improvement Coordinator, Ministry of Minerals, Energy and Water Resources

### 5 Public Expenditure Management (Third Country Training)

- ✦ Matshidiso Rebecca, Principal Internal Auditor, Ministry of Local Government  
Public Expenditure Management, Programme, Internal Audit and Internal Control (New Zealand, 2009)
- ✦ Ms Dithong Kabomo, Director of Internal Audit,  
Public Expenditure Management, Programme, Internal Audit and Internal Control (Civil Service College, Singapore) 2008

### 6 Botswana Police College

- ✦ Mr T E Tsimako, Commissioner of Police, Gaborone
- ✦ Mr I Bagopi, Deputy Commissioner of Police, Support Services, Botswana Police College, Otse
- ✦ Mr Boelekwe Pharithi, Deputy Director of Training
- ✦ Ms Thaleng L Johwa, Quality Assurance Officer
- ✦ Mr David Rapula, Senior Training Officer, International Programmes
- ✦ Ms Dipontsho Pharithi, Training Officer, International Programmes
- ✦ Mr Isaac Lesego Pule, Training Coordinator (HQ)
- ✦ Mr Godfrey Phonchi, Trainer, Botswana Police College, Otse

### 7 Multigrade Teaching

- ✦ Mr David Mothale Ratsatsi, Director, Curriculum Development and Evaluation, Ministry of Education
- ✦ Mr Sir-Wonder Masebola, Principal, College of Education Ministry of Education, Francis Town
- ✦ Susan Makgothi, Examinations Council (previously with Ministry of Education)

### **8 Participants in (other) Third Country Training in Singapore**

- ✦ Mr Cornelius Dekop, Deputy Secretary, (Development Programme)  
Leadership Programme on Public Private Partnerships (Nanyang Technological University, Singapore) October 2009
- ✦ Patrick Shubo, Performance Improvement Coordinator, Ministry of Finance Development and Planning,  
Advanced Certificate in Quality and Productivity Management

## **A. COUNTRY TRAINING PROFILE/STRATEGIC RELATIONSHIPS**

Botswana has benefited from a range of programmes

- ✦ Third Country Training Programmes the most recent of which include:
  - Better Governance
  - Public Expenditure Management
  - Study Programme for Permanent Secretaries
  - Leadership Programme on Public Private Partnerships
  - Knowledge Development
  - Advanced Certificate in Quality and Productivity Management
  - Managing Public Sector Performance
  - International Disaster Management
  - Development of e-Government and e-Business Strategies
  - Coastal Recreation (Singapore) – this is for recreational use of Okavango Delta
  - Executive head Programme (Malta)
  - Legislative Frameworks for ICT (Malta)
  - Public Service Management (Canada)
- ✦ Regional Programmes
  - Performance Management Systems (Kenya)
  - Multigrade Education (Lesotho)
  - Nomadic Education (Kenya)
  - Disaster Management (Uganda)
  - Legislative Drafting (Ghana)
- ✦ In-country programmes
  - Appreciation of the Mid-Management Role and the Operational Craft (Good Governance) – requested by DCEC
  - Risk Management in Local Government – requested by Ministry of Local Government
  - Public Procurement - requested by Public Procurement and Asset Disposal Board and Ministry of Finance
  - Strategic Resource Planning

In country programmes have generally come about through contacts made through

- ✦ attendance at Third Country Training in Singapore or New Zealand (Good Governance and Public Expenditure Management);
- ✦ invitations to regional training programmes (Performance Management Systems and Multigrade Teaching);
- ✦ reputation of institution (Botswana Police College) – for police from Ghana

Most training takes place out of country as a response to Commonwealth Secretariat requests for nominations. An increasing amount of in-country training has been identified through the motivation of individuals who have participated in Commonwealth Secretariat regional or TCTP.

The programme areas are felt to be in line with the Government of Botswana's public reform strategy. Each Ministry has carried out an identification of training needs and this is submitted to the Directorate of Public Service Management where the POC combined the information and sent it to the Commonwealth Secretariat adviser.



The DCEC has currently been restructured and has set up its own training section which it intends will provide all training for DCEC staff. The thematic adviser for Good Governance has carried out training with DCEC staff and is in contact with new head of the training section.

The thematic adviser for Public Expenditure Management is currently supporting the Ministry of Local Government to cascade the use of risk registers across all local government offices.

The education adviser from STPD is working with the Curriculum Development and Evaluation Department to provide further support (not necessarily training) for improved quality of Multigrade Education in rural Botswana.

The POC of the Directorate of Public Service Management is responsible for the development of professional development activities for government staff, he believes that the training provided by the Commonwealth Secretariat cannot be sourced from other donor agencies. Inputs by other donor agencies includes:

- ✦ Singapore Government – corruption control (technical skills)
- ✦ China – medical (medicine, laboratory technical skills, traditional medicine), technical (electricity) and engineering (water)
- ✦ Japan / JAICA – corruption control (technical skills)
- ✦ AUSAID – MOU for longterm training at postgraduate level (10 per annum)
- ✦ USAID – all support for projects

One participant of Pan-Commonwealth training in New Zealand has since introduced risk registers into Local Government in Botswana and is currently being supported to organise training across Local Government to ensure a critical mass of auditors with skills to develop risk registers. She has also had the opportunity to visit Ghana to share her approach.

## **B. EFFECTIVENESS: QUALITY OF TRAINING**

### **Selection of participants**

For regional and TC training organized by the GIDD thematic advisers, requests for nominations are sent to the POC at the Directorate of Public Service Management, he forwards the requests to appropriate Ministries based on his understanding of their needs. Selection of participants is made by Ministries in Botswana who request submissions from their staff. .

Based on the positions held by participants in Commonwealth Secretariat training, they have the level of authority to lead change in their respective Ministries. Both in-country and regional training sessions have between 20 and 30 participants.

### **Assessment of Need**

When institutional training takes place, need is assumed to have been identified by the institutions, however, responses from participants indicated that the training had not been entirely appropriate for their role. Participants for regional training are selected by Ministries and were from the appropriate office. No specific needs identification was carried out.

### **Training Approach**

Participants in regional and institutional training felt the quality of training and facilities were very good for national, regional and TCTP. All training was described as lecture with discussion and some tasks. Participants were asked to develop an Action Plan at the end of the training, however, no-one has followed up on their implementation and Action Plans had not been completed due to pressure of work; a number of pts said they still intended trying to carry out their plans

A trainer identified for local training activities was observed and found to have appropriate content knowledge but limited training skills.

### **Support Materials**

Most participants in Regional and TCTP identified the materials they received as useful and some had used them for further training activities in their department.

## **C. MANAGEMENT OF THE TRAINING**

### **Facilitation of training**

All participants felt that the facilitation skills of advisers and trainers were good, however, poor training skills were identified in training carried out by local trainer.

### **Communication**

Poor communication between the PCP and POC which the PCP views as a problem. The POC knew the advisers who offered training; the PCP did not; neither the POC nor the PCP had met the regional adviser.

### **Roles and responsibilities**

PCP responsible for coordination of donor funded activities and POC of identifying participants in regional training and TCTP. Neither aware that training could also be requested and had no understanding of the departments within Commonwealth Secretariat or the thematic areas that were supported.

### **Evaluation**

End of course evaluation takes place but no results sent to POC or participants. There is no ex-post evaluation to measure

effectiveness of training on workplace practices.
<b>D. Efficiency/Cost Effectiveness</b>
<p>The lack of ex-post evaluation makes any calculation of cost effectiveness impossible as end of workshop evaluation results do not necessarily translate into improved effectiveness in the workplace.</p> <p>POC identified it was easier to go to Singapore than Malta because of visa issues, he was organising for someone to attend training in coastal tourism (Okavango Delta). .</p> <p>POC felt that Botswana could afford to send people to training where it was relevant to their work. He had accepted all offers of training and had not requested any. Had taken advantage of opportunity to send more participants to regional training when other participants could not attend.</p> <p>The POC had no knowledge of Commonwealth Secretariat activities with the Department of Curriculum, but believed he would be advised if people needed funds for travel.</p>
<b>E. Sustainability</b>
<p>There has been no follow up with any of the participants in the institutional training, regional training or TCTP.</p> <p>One participant in Pan-Commonwealth training held in New Zealand has had substantial support from the Commonwealth Secretariat adviser and has been successful in building a critical mass of practitioners with skills in developing risk registers; the use of risk registers is now considered a requirement at local government. The intention of the participant is to continue until risk registers are mainstreamed across government.</p> <p>There is no indication of a timeframe for the funding of Sierra Leone police in Botswana: training is provided in Botswana and funded through the Commonwealth Secretariat. No move to build capacity of trainers in Sierra Leone or transfer funding.</p> <p>Institutional training was carried out by the Commonwealth Secretariat adviser and consultant from Singapore. There was no contact with local training institution. A number of the staff interviewed said they wanted training to deal with more technical areas rather than management as they had no role in the decision making process. Some had since attended training held locally which met those needs.</p>

## GHANA

The meetings in Ghana were held during a short extension of a Consultancy visit for another client.

### Meetings were held with:

- George Agyemang Sarpong – Director of Legal Education and Director of Ghana School of Law, Accra
- Nana Fredua Owibu-Agyeman – Registrar Ghana School of Law, Accra.
- Prof Justice V.C.R.A.C. Crabbe - Course Director, Legislative Drafting Course, Ghana
- Ms Appiah, Director of Legislative drafting Ghana.
- Mark Guthrie, Commonwealth Secretariat Adviser, Constitutional and Legal Affairs Division.

Telephone interviews held with recent Ghanaian students.

- Nana Okyiri
- Yagra Kudulo
- Yvone Odoom Asumgmah

## A TRAINING PROFILE/ STRATEGIC RELATIONSHIPS

### Commonwealth Secretariat Training Activities

The Commonwealth Fund for Technical Cooperation through the Governance and Institutional Development Division (GIDD) has offered the Pan African Legislative Drafting course in Ghana for the past five years.

A wide variety of reasons as to why the course was conducted in Ghana were given by the different staff met. Among the reasons are:

- English language is used
- Ghana has a very good Law School which has a good reputation across Africa
- Standards of living in Accra are good but cost of living are not too high

### Links with Other Training Programmes

There are no specific links with other programmes.

## B EFFECTIVENESS: QUALITY OF TRAINING

### Selection of Participants

The Com Sec need to be more discerning with the selection process for this course. It would appear that the majority of participants work hard on the 12 week course. However it is reported that in the past some participants have been on the course for “a break from work.” Application forms needs more justification of why participants should be offered a place and a description of what they will do as a result of the course.

Selection process needs to be greatly – consideration should be given to greater involvement of the Training provider in the process. The appropriateness of some participants needs to be questioned e.g. a number of participants from Mozambique whose English was too weak to allow them to really benefit in the way they should have done. It may be better value-for-money to have a smaller number of really appropriate participants than many when some are present because they are there “collecting per diems”.

### Needs Assessment

The original needs assessment undertaken was facilitated by LACAD and GIDD and the Heads of Legislative Drafting Offices in the Commonwealth. No real needs are assessed from Ghana. Rather the training course is provided on the basis that there is enough need from across Africa. Demand for the course is fairly high and each year between 15 to 25 participants attend.

### Training Approach

The overall impression of a good well planned course being conducted by some enthusiastic and teachers/trainers supported by a good administrator team.

They are usually intensive class room sessions with a small number of well qualified and experienced staff. A considerable amount of the course is based on tutorials on a one-to-one basis.

## **C MANAGEMENT OF THE TRAINING**

### **Facilitation of Training**

#### **Communication**

Communications with Com Sec's Point of Contacts (POC) across African countries are adequate.

#### **Roles and Responsibilities**

There is a good working relationship between the Com Sec Advisers, Course Organisers and the Law School.

Responsibilities are generally clear and broadly cover:

1. The Law School is responsible for course content and quality of delivery.
2. Com Sec Advisers select participants and assist in provided quality assurance.

#### **Evaluation**

The quality of the course is generally high and the end-of-course feedback sheets demonstrate a fairly high degree of participant satisfaction with the courses. Some of the courses have been slightly adjusted and modified over the years and there is now a feeling that the course generally works well.

The course has been acclaimed as a very good programme by the Heads of Legislative Drafting Office in Africa.

## **D EFFICIENCY/ COST EFFECTIVENESS**

To date a total of over 100 participants have been trained on the course.

The cost of the course is reportedly approximately one tenth of a similar course in the UK.

## **E SUSTAINABILITY**

No impact study has been undertaken. Because of this it's very hard to find any real concrete evidence of the longer term impact of the training.

The course organisers met reported that they many participants utilise their new knowledge on return home but cannot but cannot point to any real evidence beyond networking and increased shared knowledge and in some cases skills.

Aside from the new knowledge gained participants are often given a refreshing time away from their work where they have a stimulating and enjoyable experience. There is emerging (but mixed) evidence of participants keeping in touch with course organisers and with fellow participants. Sometimes this is done for professional reasons but often simply for social reasons.

Ideally the course should be reviewed and seriously refreshed (maybe even completely renewed) every few years. Currently only minor "tinkering" takes place.

Data bases for alumni need to be established and updated on a regular basis. Likewise all course organisers should be encouraged to keep records of past training participants so that follow up activities can be undertaken and impact studies organised easily

The course organiser's recognise the value of helping develop "a community of professional practice". Email lists and Face book sites need to be established for all courses so that participants can communicate freely and easily after their courses.

An Impact Assessment should be commissioned and undertaken as soon as possible. With potential feedback from the 100 alumni this could add real value to the current programme.

# JAMAICA

## Meetings held with:

### 3. PCP; POC

- ✦ **Andrea Shepherd Stewart (PCP)**, Manager, Multilateral Technical Co-operation Unit, Planning Institute of Jamaica PIOJ
- ✦ **Ms ??? Diaz, Halcian Halimore (POC)**, Ministry of Finance Scholarship Unit

### 4. Ministry of Finance

- ✦ **Dwight Moore** Contracts Manager and Chair of Career Development Committee at time of training (Public Management, Singapore 2008)

### 5. Office of the Prime Minister

- ✦ **Onika Miller**, Permanent Secretary to Office of the Prime Minister (Executive Leadership, Singapore 2007)

### 6. Police Force

- ✦ **Natalee Burton**, Inspector and **Erroll Grey**, Sergeant, Jamaica Constabulary Staff College,
- ✦ **Carol Allen**, Sergeant, Caribbean Search Centre, **Catherine May Lord** (by email), Assistant Superintendent of Police, Manchester (Regional Police Human Rights Training, Jamaica 2008)

### 7. Internal Audit

- ✦ **Hope Blake, Marcel Holder, Suzette Campbell**, (Building Pyramids in the Valleys courses, Canada, Trinidad, Ghana)

### 8. Attorney General's Office

- ✦ **Candice Rochester**, Attorney General's Chambers (Public Sector Leadership MIND 2007), **Ms Carnegie**, Legal Drafting Unit (Legal Drafting, University of Barbados 2005-6)

### 9. Management Institute for National Development MIND

- ✦ **Mrs Ruby Brown**, Chief Executive Officer
- ✦ **Shawnette Henry**, Marketing Manager
- ✦ **Samantha Demel**, Logistic Coordinator and course participant (Public Private Partnerships)
- ✦ **Anne Marie Smith**, Manager DLPD, course participant (Common Assessment Framework, Leading Leadership)
- ✦ **Georgia Sinclair**, Senior Learning facilitator, course participant (Leading Leadership)
- ✦ **Tameka Brown**, Regional Manager, course participant (Leading Leadership)
- ✦ **Glynis Salmon** Director Marketing and Communications

### 10. Anti-Corruption Commission for Parliament, Contractor General's Office

- ✦ **Gregory Christie**, Contractor General (Better Governance – Challenges and Issues in Corruption Control for Senior Policy Makers, Singapore, 2010)
- ✦ **Craig Beresford**, Senior Director, Non-Construction Contracts
- ✦ **Latoya Harris**, Special Investigator (Better Governance – Managing Corruption, Promoting Integrity, Singapore 2009)

### 11. Jamaica Teaching Association/ Caribbean Union of Teachers

- ✦ **Dr Adolph Cameron**, General Secretary JTA/ Secretary General CUT

### 12. Caribbean Institute of Media and Communications CARIMAC

- ✦ **Roderick Sanatan**, Coordinator ICT Projects, CARIMAC University of West Indies

## A COUNTRY TRAINING PROFILE/ STRATEGIC RELATIONSHIPS

### Commonwealth Secretariat Training Activities

*Supply driven courses:* The course developed for Police Training by the Secretariat Human Rights Unit was run regionally in 2008 and Jamaica filled 13 of 35 places. There appears to have been no follow-up at a Regional level. Respondents interviewed felt that it was an important course in the national policing context because many staff developed what is now perceived as bad practice as a result of the suppression of crime laws (now abolished) in place during the 1980's. At the same time, the public awareness of citizen's rights has also improved and people are more prepared to claim their rights, so attribution of improved practice is difficult. Respondents felt that strategic follow-up by the Secretariat could include similar training for other public sectors such as the Health and Education Services.

### Relevance of Commonwealth Secretariat Training

Overall a high level of cooperation with donors, which helps the PPC/POC to identify areas where the Secretariat can add value through training that other donors are not prepared to support/ lack the expertise. Third country training appears more supply driven – the courses are not always appropriate to the needs identified by the PPC/POC.

### Links with Other Training Programmes

*Coordination with the Secretariat:* Mainly through the Regional Advisor in GIDD, however individual advisors sometimes go directly to the Ministry involved in training, which makes monitoring more difficult. The Regional Advisor is addressing this. At times the Secretariat may prioritise training that is not a current priority for Jamaica e.g. HIV/AIDS some years ago – other donors were also better placed to offer support at the time. Combination of approaches has been used effectively at times e.g. research into school drop-out rates (who did this?) highlighted the links between criminality, illiteracy and special needs – the Secretariat responded by providing experts who are now developing university courses to train students in specialist areas such as speech therapy (this is really TA leading to training- should we include it?). On occasions a rapid response to requests for training is required e.g. new debt management legislation, which will trigger loan disbursement, and on occasions the Secretariat can be slow to respond.

*Use of mixed approaches:* Some respondents are involved in the Building Pyramids in the Valleys training programme (see Effectiveness Section). GIDD also used a mix of approaches to develop a Regional programme on ICT, building Government capacity in different countries. Training needs were identified (through CARIMAC) and seed money was used to create synergies between countries. The Regional approach was intended to allow learning on good practice e.g. from Bermuda and Central America, while publications produced (Bridges Across the Digital Divide) raised awareness of the programme and led to further work. Participants of training sessions continued to communicate through a network established after the training. ICT is a cross-thematic area and the programme was very practical e.g. electronic commerce across the Region. Both Building Pyramids and Bridges Across the Digital Divide aimed to develop cadres with technical capacity, sharing initiatives across the Region. It seems that limited training has been undertaken in the Jamaican education sector during the evaluation period (Regional workshops on Disaster Preparedness are the only specific example identified) but the Advisor and respondents from CARICOM and the JTA/CUT argued that inputs into Professional Development, such as the Annual Conference of the JTA and work on regional migration should be considered within the evaluation.

## B EFFECTIVENESS: QUALITY OF TRAINING

### Selection of Participants

Done by the Cabinet Secretary at Senior level, and at other levels by the Training Unit of the respective Ministry – this has become more complicated since decentralisation of training to Ministries. It is challenging for the POC to ensure that the “right people” (among those in the “right” position) are selected – one respondent inferred that participants are sometimes selected as a kind of reward for good service. No longer a problem that “the same faces” are selected – Jamaica now has a broad skills base. Police officers selected to take part in the Human Rights training of trainers programme were involved in both direct training and on-the-job supervision/ mentoring i.e. at the time the course was relevant to their posts. Building Pyramids in the Valleys courses specifically targeted participants from internal audit teams, encouraging more than one person to be sent on the different courses which helped to develop ownership and accountability.

Selection of participants = critical for all of the courses. For example, although in the “right” position, not all potential participants on Third Country training would leverage the networking opportunities the courses provide; in relation to the transition between policy and practice where revision of legislation is required, although senior managers can gain insights, one or two respondents felt it would be more effective if Third Country Training (in Singapore) allowed more sharing of good practice or “low hanging fruit”, so that participants could also take immediate and practical steps on their return; one respondent argued that if policy changes are intended, selection of participants should be strategic, and include appropriate Ministries within country to create synergetic momentum for change.

Despite the investment made by the Jamaican Police Force, no clear follow-up strategy was developed that would monitor implementation of the training and embed good practice across the Force. However, the training is now included in basic and refresher training courses.

### Needs Assessment

The path to and from the identification of training needs is not always clear or direct. Work on financial literacy exemplifies how, in some cases, the identification of training is preceded by research on social issues and the links to public services.

The ongoing work on Financial Literacy being supported by GIDD EAD Advisors developed from research initially funded by the Education Advisor in SPED on the impact of migration on the government skills base (brain- and skill-drain). EAD

funded studies looking at export of human skill services across the Region in 2005 as part of a programme on international trade in Barbados. Using the Vulnerability Index, the costs of migration became more explicit. (started looking at teachers and now Health workers – how does this link to the financial literacy?!) Financial literacy was identified as an issue contributing to migration and CARICOM was commissioned involved developing a financial literacy training programme for secondary schools based on identification of good practice case studies (particularly a small initiative funded by the Secretariat in Trinidad and Tobago). CARICOM staff and students have delivered the training whilst it may ultimately lead to changes in the school curriculum, and therefore training needs of teachers, should this programme be considered as innovative participatory research rather than the development of a baseline for training? This is also an example of “bottom up” training needs identification and development, which an institutional training needs perspective might not have identified.

*Training needs analysis (TNA):* This is mandatory for staff, and respondents value the training offered. Police who have been involved in shootings are now obliged to take a refresher course of the Human Rights training and this can also be recommended following annual performance reviews. Concern was expressed that this isn’t always matched to institutional training needs analysis i.e. developing appropriate skill fits. For example one respondent identified a shortage of skills (across the Region) in relation to data handling, another mentioned ICT and referred to the fact that Human Resource Management and TNA is still paper-based, as are salaries. Building Pyramids in the Valleys would be an example of how the analysis of institutional training needs could be integrated with the TNA.

### **Training Approach**

*Training as part of a wider programme:* For the Building Pyramids in the Valleys programme, training is offered as part of a programme which has required a team approach from participants within a country, identification of a national action plan and targets which are monitored and reviewed, technical assistance provided through the Secretariat and exchanges to countries where good practice has been developed (Ghana, Sierra Leone) where appropriate. This combination of training with work experience, networking and technical assistance appears to have been very effective indeed in generating changes in practice and raising awareness across government of the need for improved internal accountability – which participants are hoping will convince politicians of the need for legislative changes. The expertise of the trainers used in both Canada and Trinidad was acknowledged by participants interviewed. The approach of the programme itself (the mix of training linked to work, methodology and assessment of impacts) has been presented to the Head of the Ministry with a proposal to review practice across the Ministry of Finance – and subsequently the respondents intend to use quality assurance reviews to stimulate changes in the approach used by Human Resources for training across the Government, creating leverage through aid conditionality if necessary!

Third Country Training in Singapore and Canada (is this 3CT?) was regarded overwhelmingly as being of very good quality and accreditation through the Universities adds credibility for participants who aren’t career civil servants: use of mixed training techniques and tools, excellent and very knowledgeable trainers, good use of case studies (Singapore) and job shadowing/ placements (Canada), small group work, sharing practice, good logistical management and so on. Although valued, the wide range of issues covered was raised as some participants felt that this limits the depth at which key issues could be covered. Networking between participants and with host country counterparts was also highly valued. Criticisms related to the training skills of specific lecturers/ Advisors and in one case to the lack of support materials available for use after the course. The context in Singapore was viewed as exceptional, both because it allowed participants to share good practice and because the drivers and dynamics are so distinct from most other countries (linked to the longstanding political regime in power). This was viewed as important because it allows participants to envision change in ways that they might not be able to in training settings within their own country/ region (Regional training was also seen to add value in this way compared to country training).

*Support materials:* One respondent suggested that the Commonwealth Policy Series publications should be used to continue processes that training supports for Third Country Training of senior officials, to complement the existing very good case studies with treatment of the subject matter linked to Third Country Training. The Manual produced by the Human Rights Unit to support police training has been incorporated into basic training resource materials, which trainers find very useful, but the audiovisual materials used in the course are not available for national training and the trainers felt that a system of updating the Manual is needed. Individual trainers have been tasked with developing the modules to “keep them alive” – an updating system might also be able to disseminate this at least regionally, particularly where the Rights involved relate to cross-national issues such as trafficking.

## **C MANAGEMENT OF THE TRAINING**

### **Facilitation of Training**

*Delivery of training:* Increasing travel costs and the recession (Jamaica is now under the IMF again) make Third Country Training and other courses where the Secretariat requires Government to cover costs, increasingly difficult to access. A strategic approach is being developed to build national training capacity through Centres of Excellence – MIND and the Institute of Business, UOWI, supported by the Secretariat. MIND is working towards full cost recovery within 2-3 years. Established in 1994 and changed to an Executive Agency in 1999, MIND is now tasked with implementing the Government Human Resource training policy for the public service and provision of strategic advice to government about training needs. As a result the Institution is being repositioned to deliver the necessary leadership and management training which will support the introduction of a performance management system across Government.

National training provision: MIND is one of the centres of excellence offering national training to government staff. Courses may be commissioned by the Secretariat or proposed to it for sponsorship and coordination works reasonably well. It has been almost entirely through the Regional GIDD Advisor (only the Public Private Partnership (PPP) course involved a thematic advisor). Coordination and administration for Regional courses is more challenging as coordination with the POCs across the Region is weak. POCs influence who is actually told about the courses and there is often limited time for scrutiny of participants. The content of the course tends to dictate whether it should have national participants or be offered Regionally – the small island status of many countries is also important in guiding this. On national courses, MIND retains the right to refuse participants they feel are not appropriate, but the last minute scramble and limited pool of potential participants from very small states means this rarely happens for regional courses.

The Scholarship Unit and Cabinet Office liaise with MIND about training needs (Cabinet Secretaries have a retreat every 2 years) and courses are crafted based on the needs identified, with support from the Secretariat. With the exception of the PPP course, MIND proposes methodologies. The monitoring and evaluation of impact is supported only by course design including pre-course proposal requirements for participants to identify areas to work on, MIND is not responsible for follow-up of these proposals and to date there has been no impact evaluation of the courses delivered by MIND. The lack of clarity about who is responsible for follow-up means that this is a real weakness – feel that the Secretariat could influence this by rewarding good practice i.e. create accountability and tie this to future support. MIND creates its own internal accountability by requiring staff it sends on courses to report on the benefits and design skill transfer courses to build internal capacity to deliver that course. Internal data gathering and management capacity of MIND itself is a weakness, which would need to be addressed if it took more responsibility for monitoring and evaluating impact. Participants of MIND courses gave positive feedback on methodology, interaction, sharing practice and modelling opportunities where participants can apply learning. The materials provided and option of follow-on support through on-line communities is also valued. MIND is aiming for a full cost recovery system in its strategic plan so that it does not depend on the Secretariat for funding, although it will continue to be a critical partner. *To what extent does the Secretariat fund MIND? – Joan does not appear to have as much contact as Rosemary did – check with Ruby/ May*

### **Communication**

*Regional coordination:* The POC's across the Region meet biannually and there is reasonable communication/ coordination across the Region (some are far more effective or have greater capacity than others), although an on-line forum set up recently isn't working very well. The GIDD Regional Advisor has played a key role linking networks and creating links e.g. "Bridges Across the Digital Divide" work, which linked research to the public services that would use it and supported cross sectoral work bringing GIDD thematic and geographical advisors together.

### **Roles and Responsibilities**

*PPC/ POC arrangements:* The Commonwealth Secretariat training is coordinated through the Point of Contact, housed in the Scholarship Unit of the Ministry of Finance, whereas technical and other forms of assistance are coordinated through the Principle Point of Contact in the Multilateral Technical Cooperation Unit in the Planning Institute. They develop strategic plans for Training, based on needs assessment, and for Technical Assistance respectively and the PPC brokers the Plan for TA among donors (*check with POC – does it have a plan for training? What is the relative proportion of country/ regional/ third country a) participation and b) costs?*). These roles are clear, but there is very limited contact/ communication so the PPC is not aware of some training and the POC may not be aware of PPC priorities. The Planning Agency holds the Medium Term Development Framework, National Long Term Plan and develops rolling 3 year plans. Previously there were meetings to discuss the POC priorities.

### **Evaluation**

*Monitoring of training:* Used to be the responsibility of the Chief Personnel Officer centrally – little monitoring has taken place since decentralisation. Very limited follow-up to assess the impact of any form of training at present.

## **D EFFICIENCY/ COST EFFECTIVENESS**

Cost base for measuring training: Several examples were identified of programmes which were initially researched to identify key issues or training needs both Regionally and within Jamaica. The research cannot be costed as part of a training, but is fundamental to the training. Tracer studies which would give an indication of long term impact/ effectiveness are almost entirely absent. MIND referred to the need to address this as the Institute develops capacity. The only study identified during the visit related to the number of serving Ministers who had been beneficiaries of Third Country Training. No ex-post evaluations were available.

*Seed money:* In the Bridges Across the Digital Divide programme, and Building Pyramids in the Valleys, seed money has been used for short pilots and exploratory studies and in some cases has added value to the resulting training by allowing good practice to be explored and identified. The work on Financial Literacy has stimulated considerable funding from the Jamaican Building Society, allowing trends across the island among young people to be investigated and adding value to the initial Commonwealth Secretariat funding.

Highly specialised training: the Legal Drafting course offered through the University of Barbados is very specialised, and not available elsewhere, so it is logical to send staff from the Jamaican Government in need of this training to this course (it



is not a popular subject, so students don't finance their own attendance apparently). It also fits with the regional approach to legal drafting within CARICOM to develop model laws and support Attorney Generals joint working.

## **E SUSTAINABILITY**

*Monitoring and evaluation:* Lack of follow-up / strategies for cascading Third Country training means that it is almost impossible to measure its cost-effectiveness in Jamaica. Several respondents highlighted that selection of participants is a crucial aspect and it seems that decentralisation has reduced consistency across the Ministries in this regard, although the POC still makes the final decision. Where the training forms part of an overall framework at country level as it does in the Building Pyramids in the Valleys, the cost-effectiveness would be considerably easier to measure because baselines could be constructed and commitments are monitored – an overall evaluation of the Building Pyramids course is planned in 2011-12 and in Jamaica a review of the learning framework for staff in the Internal Audit team has led to recommendations for the approach to be adopted across key Government Systems.

*Follow-on and Bonding:* Participants on Third Country training or other non-Commonwealth tertiary level training may be bonded i.e. commit to staying in post for a specified length of time. Where Third Country courses are fully covered as they are in Singapore the Government has tried to assign values to allow for bonding to be established. Post-training a report is usually required for Third Country courses – these were not felt to be very useful by the participants and little evidence of effectiveness or active use of these reports by managers was given. One respondent did describe how case study material, made available in Singapore by Institutions that the participants visited, had been extremely useful and used directly in tackling similar issues in Jamaica. The key factor in this is timing i.e. having the appropriate material from a course and being able to apply it/ cascade in a timely manner, which can be very difficult to plan for e.g. the executive level leadership courses cover a very wide range of issues which may/ may not be relevant sooner or later in any beneficiary country. At present no formalised impact evaluation occurs on any courses. One respondent suggested that the POC and relevant Ministries consider setting up conditionality, benchmark and setting times and targets.

*Cascading good practice and training:* The Police Human Rights Training Manual is an example of how the Secretariat has developed materials to support training through research, piloting and subsequent development of the resource. There is potential for this approach to be used more widely, in order to set standards across the Commonwealth in key areas. From a national perspective, investment in 13 participants did not quite provide a critical mass to cascade training across the 19 police divisions (and no framework was put into place for this to happen), however the wider participation of police from across the Region allowed participants to share good practice and identify common issues

The Police Human Rights training has been embedded in basic training and refresher courses. The training of trainers per se is not being sustained and some participants from the course no longer work in positions where they can use the skills acquired (although all those interviewed say it was beneficial at a personal level for their professional practice).

See comments in previous sections about lack of monitoring and evaluation, which contribute to very limited understanding of how sustainable the impacts of training are in practice.

# KENYA

## Meetings held with:

### 1 Ministry of Finance \*PCP was out of country

Jackson Kinyanjui	Director, External Resources Department, Ministry of Finance
Jane Musundi	UK / Commonwealth / IFAD Division Head, External Resources Department, Ministry of Finance

### 2 Performance Management Systems Training Trainers and participants in PMS training

Elijah Wachira	Deputy Director, Business Development, Kenya Institute of Administration,
Group:	
Samuel Macharia	Lecturer, Kenya Institute of Administration
Patrick Gachagua	Lecturer, Kenya Institute of Administration
Robi K Ochieng	Lecturer, Kenya Institute of Administration
Angela Oloo Okumu	Lecturer/Researcher, KIA/KIPPRA
Muthoni Gachire	Lecturer, Kenya Institute of Administration
Jacqueline Wanjangi	Lecturer, Kenya Institute of Administration
Muthoni Mwangi	Lecturer, Kenya Institute of Administration
Maundu Matenzawa	Council Planner / Economist, Kenya National Examinations
Josephine Muritu	Assistant Commissioner, Commission for Higher Education
Agnes Mbogori	Human Resource Manager, Teachers' Service Commission

### 3 Ministry of State Human Resource Department

Walter Malenya	Senior Assistant Director, Human Resource Development, Office of the Prime Minister, Ministry of State
Alice Yalla (POC)	Senior Assistant Director, Coordinator of Development Partnership programme including CFTC, Office of the Prime Minister, Min of State

Group: Eleven participants from a range of ComSec training.

### 4 Gender and Law – Meeting with trainers (consultant and judges separately) (*Meena Sayeed*)

Jane Kiragu,	Managing Director, SATIMA Consultants Ltd.,
Judge Martha Koome	Member of the Kenya Women Judges Association
Judge Mary Ang'awa	Outgoing Head of KWJA, High Court Judge
Judge Sarah Ondo	Consultant / retired - facilitator on training programme

### 5 Public Finance Management - attended PFM training in Singapore and Canada (*Kaifala Marah*)

Kubai Kasiani	Deputy Director of Budget, Ministry of Finance
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## A. COUNTRY TRAINING PROFILE/STRATEGIC RELATIONSHIPS

### Relevance of Training

Kenyan nationals have received a range of training through ComSec, the majority of training programmes offered have taken place in-country, they include:

- Performance Management Systems
- Managing Organisational Change for Senior and Middle level managers in the Civil Service
- Strategic Negotiation in the Public Service (5 days)
- Internal Controls
- Better Governance: Issues and challenges in corruption control for senior policy makers
- Gender and Law

Most of the participants interviewed were from the Human Resource Departments of government ministries. A few had benefited from Third Country Training Programmes in Singapore, and local training organised by GIDD and other ComSec departments. Training in Organisational Change was felt to be very supportive of the needs of managers to lead the reform process in their department; also Performance Management which was being introduced across government.

Participants in Gender and Law training were District Commissioners, Land Tribunal members, Local Chiefs and community elders. TCTP in Malta was identified as problematic because of the difficulty of securing a visa.

### **Role of ComSec training**

The Ministry of State has a member of staff responsible for coordinating inputs from donor agencies and stated that ComSec provides training in areas not provided by other donor agencies. The 11 participants in the focus group discussion received the following training from other donors:

World Bank – Financial Management (1989); Human Resource Management and Development (1997); Management of Training Functions (2002);

Government of China – Economic management (2002); Leadership (2006)

Government of India – Personnel Management (1999)

UNFPA – Economic Development ((1991)

UNODC – Money Laundering (2007); Policy and Drugs (2008)

EU – Foreign Trade Statistics (1994)

USAID – Health Human Resource Management (2009)

The Ministry of Finance also receives requests for nominations but do not pass them on to the Ministry of State; they manage them themselves. There would appear to be very limited exchange of information between the two Ministries and also between staff in the Ministry of Finance. The Ministry of Finance also receives requests for training from Ministries and passes these on to ComSec but in the most recent case has had no reply in six months.

KIA approached the ComSec adviser with the proposal for PMS training as they had had requests from Ministries in Kenya asking for training in this area. ComSec opened up the training to other countries in the region, however, in one instance many participants from other countries were unable to attend because they had too short time to get a visa. Botswana sent additional participants at short notice to make up the numbers as it was a priority area for them.

KIA has ongoing requests from individual Ministries to carry out training in PMS but Ministries can only afford 3 days – while ComSec do a 2 week programme. The opportunity for KIA trainers to participate in the KIA/ComSec course as well as their role in development of the curriculum has enabled them to lead courses for Ministry staff.

Apart from training, a number of respondents felt that attachments are a powerful way of achieving capacity development; ‘once a person has reached a certain level they don’t have such a great need of training, attachments are a better way.’ However, only one respondent had benefited from an attachment in Canada for Public Finance Management.

**Gender and Law Training** This training came about following a STPD workshop in Namibia attended by Jane Kiragu. She in consultation with a group of women judges put forward a proposal to STPD for support in training related to Land Disputes. STPD worked with the group to carry out a needs assessment to determine whether and what action could be taken. The group then developed a programme and facilitated the training.

## **B. EFFECTIVENESS: QUALITY OF TRAINING**

### **Selection of participants**

Participants in training and Ministry of State HR staff believe the right participants are selected for training. This was borne out by colleges in Singapore who felt that generally participants were at an appropriately high level to lead change in their workplace. The majority of training that has taken place is for government officers working at a senior level of government, most of those interviewed had senior positions in the Human Resource Department and many were promoted following the training. The Gender and Law participants were people who are responsible for or influential in resolution of land disputes.

*Each training programme has between 20 and 30, in one case there were 45 participants.*

### **Assessment of need**

Each Human Resource Department (HRD) in each Ministry carries out an assessment of their staff training needs and this is sent to the Ministry of State (MoS) HRD.

In two cases the programmes were designed within Kenya by either the training institution or local consultants and moderated by the ComSec adviser. In other cases the design of programme was carried out by external facilitators with the ComSec adviser.

## **Training Approach**

All participants felt the training was of a high standard and used appropriate methodologies. Methods would appear to be participatory and build on people's experiences. Participants described 'interactive lectures' where there would be presentation with plenary discussion followed by group tasks and group feedback or plenary discussion. They felt that 'interactive lecture' took up about 25% of the time. The PFM training programme in Canada provided opportunity for an attachment and this was found to be extremely valuable.

Case studies were a popular tool, often these were developed from the context of the facilitators, e.g. of Singapore, Malaysia, Botswana but in all cases participants were asked to reflect on their relevance to Kenya and their own work. Participants noted the relevant knowledge, expertise and understanding of the Kenyan context by the ComSec advisers. A common complaint was that the workshops were too short to cover all the areas introduced.

All participants said that at the end of the training they were asked to develop an Action Plan to put in place when they go back to work. These ranged from detailed plans with objectives, timelines responsibilities etc; to bullet points of interventions. However, most said they were unable to complete their Action Plans once back in their workplace and received no further contact to support implementation of their plans. For the TCTP in Singapore participants had to produce a one (1) page paper related to the topic in preparation for training.

## **Support materials**

The KIA provided all training materials and a flash drive of materials as a package for participants. One common complaint of the TCT in Singapore was the limited access to electronic versions of training materials (e.g. power point presentations) that were made available to participants. The Gender and Law training provided participants with a range of appropriate background reading to support their ongoing work.

The Canada programme resulted in the publication of a book using materials developed by participants – 'Transforming Public Finance Management in Africa'. Part of the training included the development of a self-assessment tool for PFM that countries can use to gather their own evidence about their level of PFM effectiveness rather than depend on the IMF PEFA tool which is used by external evaluators. The development of this tool was seen as giving countries greater independence and ownership in the evaluation of their PFM systems which better enables them to implement change.

## **C. MANAGEMENT OF THE TRAINING**

### **Facilitation of training**

The majority of training programmes are offered through local training centres (Kenya Institute of Administration (KIA) and the Kenya School of Monetary Studies) with support from external facilitators. KIA provides a range of training for the government sector and was described as the 'training arm' of the Ministry of State HRM department but is entirely self funding. KIA has provided 2 regional and 1 in-country ComSec funded training in Performance Management. KIA staff developed the initial curriculum which was then edited by GIDD staff; changes have been made since based on feedback from workshops. At each training session KIA has 'funded' members of their own staff to attend the course, i.e. at no additional cost to ComSec. The local training was oversubscribed with 45 participants; regional training has between 28 – 30 participants.

The KIA was found to have excellent training facilities and accommodation. Buildings are modern and attractive and the facility is just outside the city. It has appropriate training facilities and also has a video conferencing suite which was observed in use for a training session with participants from Kenya and Tanzania.

In most cases external facilitators carried out most of the training with support from national facilitators and the ComSec adviser. For the Gender and Law training the facilitators were a gender expert and judges from the regional courts and had experience of training. KIA has used the opportunity to build the capacity of their own staff through 'self funding' a number of staff to attend each workshop. This has meant they have been able to offer training for Ministries when requested.

### **Communication**

Neither POCs nor participants were aware of how ComSec is structured or of the range of advisers/departments for specialist areas, they were also unaware that they could request training. This is interesting in the case of HRD officers from Ministries and the Ministry of State who are in a position to request help in a specific area, and also of KIA who could capitalise on their ongoing relationship to seek support for a wider range of programmes.

### **Roles and responsibilities**

The PCP was not available for interview. The POCs at the Ministry of Finance and at the Ministry of State have different roles: the POC-MoF takes responsibility for ComSec CFTC programmes while the POC-MoS takes responsibility for ComSec (and other) training programmes. The POC in the MoS is a key contact person for ComSec advisers carrying out training; she is responsible for organising the training programmes for Ministry staff.

The ComSec Regional Adviser maintains contact with the MoS to inform them of the training programmes he wishes to carry out and works with KIA to organise the programmes. Most ComSec advisers send their requests for nominations for training of personnel in the public sector to the HR Department of the Ministry of State. This department vets the ComSec proposals for training to determine whether they are appropriate to the professional development needs that have been identified; however, they have never turned down an offer of training. They then forward the request for nominations to the HR departments of the most appropriate ministries based on the information in the TNAs, a decision on the person to attend is decided at that level. ComSec has not carried out a needs assessment to determine which programmes are required. While felt to be needed, the courses are still supply driven with individual advisers making the decision of which courses to offer.

## **Evaluation**

There is an end of workshop evaluation but no evaluation of impact. KIA carries out an end of day evaluation to inform next day activities; they also do an end of course evaluation and these forms are compiled and sent to the ComSec adviser. KIA uses the information to improve following courses.

The MoS holds a database of all training that takes place, including ComSec training, however, no information on the evaluation is sent to the HRD of the MoS.

There is no ex-post evaluation to measure effectiveness of training on workplace practices.

## **D. Efficiency/Cost Effectiveness**

The lack of ex-post evaluation makes any calculation of cost effectiveness impossible as end of workshop evaluation results do not necessarily translate into improved effectiveness in the workplace.

The majority of participants had to produce an Action Plan either during or after their training for post training implementation, however, the majority were not able to carry it out. The reasons given were consistent with the findings of the CFTC report: no support when they returned to their workplace; too busy, colleagues who were resistant to change. However, participants valued the quality of the training provided and felt it contributed to improved personal understanding and effectiveness.

**Gender & Law £13000** total cost for accommodation, facilitators, local travel, per diem and fees for facilitators' preparation time and facilitation of training.

## **E. Sustainability**

The Kenyan Public Sector Reform Strategy identifies a move away from a process approach to Results Based Management. Key areas requiring support to spearhead the reform were identified as: Human Resource Management Systems; Procurement Management Systems; Management Information Systems; Participatory Programme/Project formulation and implementation; Crosscutting issues such as HIV/AIDs, Gender and Environment Management. A Public Sector Reform Strategy and implementation with effect from July 2005.

A major part of the reform process is the development of a Performance Management System and the ComSec training in PMS was developed through requests to KIA from Ministries to provide training in this area. The development of capacity within KIA has increased the ability of KIA to provide training on request from Ministries. Also, the two participants who attended the KIA training stated that the training had supported them to implement PMS in their organisations and also to provide training using the materials from the KIA training. Anti-corruption is another focus of the reform and the opportunity to attend the good governance training would also be appropriate.

No follow up to training takes place and no post evaluation of impact. Participants felt strongly that about the lack of follow up, "Why do they take our email addresses if they don't follow up?" and also a feeling that 'There is no use of people who have been trained' as a resource for others.

The majority of participants felt that the training they had attended had supported them to implement the reform process in their place of work and that they held a position where they could effect change. However, most said that they had not been able to implement the action plans developed in the workshops, reasons included that they were too busy or that they had no support. They could not give specific evidence of how the training had improved performance.

One participant in Public Finance Management (PFM) had the opportunity of a placement in a Ministry in Canada. During the programme participants took one another's contact details and were encouraged to form communities of practitioners. However, most people have not kept contact but it is used for one to one contact with individuals making specific requests for information and guidance from one another. Following the placement in Canada he worked with colleagues to put in place structures for programme based budgets (results based budgets); parliament has now legislated that budgets must be presented in this way. He felt the development of the self-evaluation tool as well as the post-training publication were motivating and provided support for sustainability of activities on return.

# MALDIVES

## Meetings held with:

### 1 PCP; POC at Min Foreign Affairs

- ✦ Hussain Niyaaz, Additional Secretary, Ministry of Foreign Affairs
- ✦ Khadyja Zahir, Deputy Additional Secretary, Ministry of Foreign Affairs

### 2 Ministry of Human Resources, Youth and Sport

- ✦ Deputy Minister, Amina (9763141)

### 3 Human Rights Police Training – Meeting with participants of training (Purna Sen)

- ✦ Police Station Inspectors, Police Sergeants and Training Officer from Police Academy
- ✦ Dr Hassan Saeed, (Attorney General at time of training and is now leader of an Opposition political party)

### 4 Human Rights Commission of the Maldives

- ✦ Ahmed Ameen, Director, Education and Media Department
- ✦ Fathimath Mohamed, Trainer
- ✦ Zaheen, Trainer

### 5 Participants in Third Country Training in Singapore

- ✦ Mr Ahmed Hassan Didi, Executive Director, President's Office  
Study Programme for Permanent Secretaries, Managing Networked Governments (Civil Service College, Singapore) Oct 2007
- ✦ Mr Mohamed Shahdy Anwar, Member of Privatization Committee, Presidents Office  
Leadership programme on PPP, (Nanyang Technological University, Singapore) Oct 2009
- ✦ Mr Ahmed Mifzal, Advisor on Investment, Member of Privatisation Committee, Ministry of Economic Development  
Leadership programme on PPP (Nanyang Technological University, Singapore) Oct 2009
- ✦ Mohammed Shefeeu & Fathmath Anula, Anti-Corruption Commission  
Good Governance (Civil Service College, Singapore)
- ✦ Mr Musthafa Luthufee, Director General, Civil Service Commission  
Managing Public Sector Performance (Civil Service College)

## A COUNTRY TRAINING PROFILE/STRATEGIC RELATIONSHIPS

There is not a great deal of training taking place in the Maldives, but a number of people have attended Third Country Training Programmes in Singapore. The main training in country has been the Human Rights (HR) training by the Human Rights Division of ComSec. Training activities the Maldives has benefited from include:

Study Programme for Permanent Secretaries, Managing Networked Governments (Civil Service College, Singapore)  
Legislative Drafting  
Leadership programme on PPP, (Nanyang Technological University, Singapore)  
Leadership programme on PPP (Nanyang Technological University, Singapore)  
Good Governance (Civil Service College, Singapore)  
Managing Public Sector Performance (Civil Service College, Singapore)  
Human Rights (Maldives)

In 2003 a Human Rights Commission of the Maldives (HRCM) was set up; a recent HRCM report (2010) found that :

Human rights mainstreaming in government policy formulation and service delivery still remains very much a long-term goal rather than an established practice. Although work on compiling a National Human Rights Action Plan was initiated by the HRCM in 2007, the new Government has not done enough progressive work to finalise this plan.

The need for HR training of the police service was identified by the Attorney General of the time who contacted the ComSec Secretary General. The resulting workshop had two objectives: to improve understanding and practices of police related to HR and to build Training of Trainer skills. The

The HRCM carries out training in the Maldives and following the ComSec training of police was asked by the police to carry out further training. However, they played no part in the ComSec training and their training department had not heard of it taking place.

The police training included officers at different levels of management; while they said the training had increased their understanding of a range of issues and helped make them more aware of the implications of their actions none (apart from two officers from the training department) were able to carry out training in their stations as had been planned. The fact that further training was requested from the HRCM was felt to be an indication that the ComSec training had helped them understand the importance of HR in their work. From the discussions it became clear that superior officers would also have benefited from support as some changes needed required decision making power at a higher level.

A number of other donors offer training:

Columbo Plan - funds training opps (longer term Bachelors, Diploma's, Masters) in Malaysia and Singapore

UN - rarely provides training and any support is through project s

Bilateral Aid: India, Malaysia, Australia; Singapore

Malaysia - Civil Service Training Institute (INTAN) and Institute for Diplomacy and Foreign Relations - carry out training but the Ministry of Human Resources, Youth and Sport (MHRYS) works to ensure no overlap of offerings

The beneficiaries of Third Country Training all hold high level positions and had been selected for the positions they held and the reforms they were responsible for implementing.

The PCP was aware of training taking place and had good communication with the POC at Ministry of Human Resources, Youth and Sport; he felt that all activities are relevant to Maldives reform process and strategic goals; and that training takes place in priority areas. He indicated that the new government reforms meant that the PPP and Good Governance training is of particular use to achieve their goals.

## **B EFFECTIVENESS: QUALITY OF TRAINING**

Participants in Third Country Training Programmes hold high level positions and are responsible for government reform processes.

The Ministry of Human Resources, Youth and Sport carries out a needs assessment and has a database of all staff training requirements and skills in demand; they decide where to allocate training nominations but selection of individuals is from Ministry concerned.

All training is based on that offered by ComSec, they do not make requests unless for longer term project assistance, e.g. some members of the privatisation committee attended training in Australia, on their return they requested further support through CFTC. In October last year (2009) there was further training for officers from government sectors engaged in privatisation (no feedback on training). To secure this training the PCP sent the request to the Regional Adviser who forwarded it to HK Yung the PPP adviser.

The HR training was developed by external facilitators contracted by ComSec. The majority of beneficiaries said it was best training they had ever attended. It was described as very interactive with lots of role play, discussion tasks, group work; case studies. While the facilitators did not have in depth knowledge of the Maldives they used approaches which enabled participants to explore and discuss their own context. All participants felt the training had deepened their understanding of what they and their staff do. Participants were asked to complete an Action Plan following the workshop and send it to the ComSec HR Division but no participant who was interviewed had completed it.

Participants who attended the TCT were very positive about the experience and felt it was extremely relevant for the work they do. While the case studies used were drawn from 'the Singapore experience' they were always given the opportunity to discuss them in relation to their own context. The progress that Singapore has made was described as very motivating by participants, 'If Singapore can do it so can we.' Participants in TCT were also asked to develop Action Plans but no-one interviewed had implemented them.

## **C MANAGEMENT OF THE TRAINING**

The Human Rights training was carried out by external consultants who are experts in that field; they were well regarded by the participants. It is unlikely that there is capacity within Maldives to carry out this training at such a high standard.

However, most participants of TCT were not aware of other TCT training taking place or who had attended. This would indicate there is no mechanism to share among colleagues across the public service.

### **Local Institutions**

The HRCM was not involved in the training but has a training department responsible for carrying out training. The HRCM has carried out 'atoll' training of police, government officials, atoll chiefs, administrators, health and education staff, judges and human development committee members in basic Human Rights Awareness (2 days). They have carried out this training for 16 of the 20 atolls with about 30 participants per workshop. Topics in training include: Introduction to HR; Islamic HR; Chapter 2 of the Constitution on Rights; Presentation on Human Rights Commission; Declaration of HR; Introduction to the instruments signed by Maldives; Convention on Rights of the Child; Health and Human Rights; Employment and HR. HRCM has also carried out training for Police and Prison Officers (Jail and HR; Use of Force) & In Feb 2010 they 'trained' 200 police officials and police at the Police Custodians Unit (where people are held before trial).

The HRCM described their methodology as participatory including presentations, discussion, role play, brainstorming, group

tasks related to understanding HR in participants' own sectoral context.

It was a lost opportunity that staff from HRCM did not attend the ComSec training, particularly as it had a ToT component. Participants in the ComSec police training felt the training by the external facilitators was far better than that of HRCM which they described as tending to use a more lecture based approach with fewer activities. This would have been an excellent opportunity to build the training capacity of that organisation to support sustainability and potentially to also monitor impact of training and provide follow up support.

The Civil Service Commission (CSC) is quite new and was formed from the Public Service Division which was within the Office of the President. The CSC has a mandate to provide professional development for Civil Servants and the Director of CSC was not aware of ComSec training opportunities that have been taking place.

Most participants of TCT were not aware of other TCT training taking place or who had attended. This would indicate there is no mechanism to share among colleagues across the public service.

#### **PCP & POC & Regional Advisers**

The role of the PCP is to work with government agencies to prioritise national requirements, collate information on training requirements, mediate and coordinate activities and work closely with MHRY&S on this.

The PCP made it clear that since the last review meeting concerns about communication between ComSec and the PCP had been addressed, communication is now much better. The PCP believes they are aware of most ComSec training that takes place in country; that they may not hear first, but they are always informed. The Regional Adviser sends a biennial report listing activities, including training, that have taken place.

Notifications for overseas training comes to the PCP who forwards them to the POC at the MHRY&S, most in-country training comes to the POC. I was unable to meet the POC but from the discussion with the PCP it was evident that there is close communication between the two departments. The role of the POC is to coordinate training across government; and ensure training meets needs of specific Ministries.

The PCP was satisfied with the level of contact with the Regional Adviser who 'attends most training in-country and always comes to the PCP office at start and end of a visit.'

#### **Evaluation**

The stated objectives of the HR training programme focused on what the facilitators would do rather than objectives for participant knowledge, skills and attitudes. This makes it difficult to evaluate the effectiveness of the training programme for participants. The facilitators' report did not provide evidence of an informative evaluation on the impact of the training on participants and as such could not be used to inform on their future needs.

### **D EFFICIENCY/COST EFFECTIVENESS**

When a request for training is made to ComSec, a proposal is sent to GIDD which includes costs; generally the government provides the venue and ComSec meets all other costs

For TCT training the Maldives provides the airfare and ComSec/Singapore pay all other costs.

### **E SUSTAINABILITY**

No post-training support was provided for the HR training. Participants were asked to develop an Action Plan within a given time period following the training but even where they were developed they were not implemented.

There has been no further support for the participants of the HR training and while they were trained as trainers they have not found it possible to carry out training. It is also unrealistic to expect people who are not trainers to carry out training after a short workshop with a small input on how to train others.

All TCTPs have an end of workshop evaluation but these are not sent to the respective countries. Only one TTCTP participants had had any contact with the ComSec adviser who had organised the training, others had had no contact. There was no reference to communities of practitioners and only one participants had had contact with a ComSec member of staff.



# MALTA

## Meetings held with:

### 1. Ministry of Foreign Affairs

- Sandro Curmi, Second Secretary
- Mariella Grech, Counsellor

### 2. Malta International Training Centre

- Andre Farrugia MSc FCII FIRM, Director of Studies

### 3. COMNET

- Joseph V. Tabone, Chairman

### 4. ALFIR

- Marthese Azzopardi, Manager Office Administration

### 5. Economics Department, University Campus

- Professor Lino Brigugli
- Maryrose Vella

### 6. VISNET

John Portelli, CEO  
Sylvana Bugeja, Head of Administration

## A COUNTRY TRAINING PROFILE/ STRATEGIC RELATIONSHIPS

### Commonwealth Secretariat Training Activities

The Commonwealth Fund for Technical Cooperation through the Governance and Institutional Development Division (GIDD) has offered Third Country Training (TCT) on Malta since 1995. Currently six courses are offered. Previously only five courses were offered. Details of these courses are given in the “Malta Commonwealth Third Country Training Programme (MTCTP) – Announcement of courses and applications deadlines” leaflet published by the Commonwealth Secretariat.

The MTCTP is governed by an MOU between the Government of Malta and Commonwealth Secretariat, signed in 1995. The concept of the Third Country Training programme is principled by the third country, in this case Malta, sharing of its expertise/competitive advantage to another Commonwealth Member state. Malta is a small state and its experiences therefore are of particular relevance to similar Commonwealth small states of which there are 32, including Malta. Malta as a small state within the EU has a lot of lessons to share with other Commonwealth Small States. The Secretariat and the Government of Malta can choose to end this agreement at any time.

A wide variety of reasons for the use of Malta were given by the different staff met. Among the reasons are:

- English language is used
- Malta has developed as a small state and now graduated from “receiving assistance” to “giving assistance”
- Malta is perceived as being a successful small state. With 32 small states in the Com Sec there is, in theory at least, a huge potential for constructive sharing and having an impact
- Recent experience of EU legislation is useful – regulation tried and tested (useful during the recent financial crisis)
- Malta is a small friendly island state – lots of important lessons for others
- Excellent professional work ethic
- Local resource personnel who are keen and willing to share their positive experiences at minimum or no cost
- Climate is generally very good
- Standards of living are good but cost of living are not too high. Cost are cheap by European standards e.g. Professors Salary is only £30000 compared with min of £50,000 in UK, lecturers are often paid a max of £60 for a one hour lecture (this costs covers preparation and delivery).

Malta has a lot to offer and there is generally a feeling of training providers wanting to share good practice. However a wider variety of courses could easily be offered from Malta e.g. courses on Geographic Information Systems (GIS), Competition in Small States, Privatisation and other topics.

**Relevance Commonwealth Secretariat Training**

All courses offered in Malta are relevant in that there is still a demand for them. However as noted below their real usefulness has to be questioned in that there is no real evidence to support any hypotheses of them having a real impact beyond that available anecdotally

**Links with Other Training Programmes**

There are no specific links with other programmes

**B EFFECTIVENESS: QUALITY OF TRAINING****Selection of Participants**

The Com Sec need to be more discerning with the selection process. It would appear that while the majority of participants work hard on their courses However it is reported that some participants are in Malta “on a jolly.” Application forms needs more justification of why participants should be offered a place and a description of what they will do as a result of the course.

Selection process needs to be greatly improved – consideration should be given to greater involvement of the Training provider in the process. The appropriateness of some participants needs to be questioned. It may be better value-for-money to have a smaller number of really appropriate participants without those there for the wrong reasons.

**Needs Assessment**

No real needs are assessed from Malta. Rather a range of training courses in topics where Malta has competitive advantage are provided. Many of these courses have been offered for 15 years. Some courses are widely advertised by the training providers themselves. Demand for most of the courses is fairly high.

**Training Approach**

The overall impression of some good courses being conducted by some enthusiastic and teachers/trainers supported by some excellent administrators.

Although it recognised that courses are updated on a fairly regular basis the content and methodology both need constant updating. In the words of one course organiser the courses offered are “fairly formulaic”. They are usually intensive class room sessions with speakers with occasional “field visits”.

Other forms of learning such as work placements/attachment should be considered. Many training providers visited are undertaking these for the World Bank and EU as well as private sector funders.

**C MANAGEMENT OF THE TRAINING****Communication**

Communications with Com Sec’s Point of Contacts (POC) generally do not work. All training providers consulted made serious complaints about them. Emails are out of date and better communications between POC is required. The Com Sec POC systems needs to be carefully re-examined and a better system developed.

**Roles and Responsibilities**

There is a good working relationship between the Com Sec Advisers, Course Organisers and the Ministry of Foreign Affairs. Roles are generally clear and broadly cover:

3. Course Organisers are responsible for course content and quality of delivery.
4. Com Sec Advisers select participants and assist in provided quality assurance.
5. Ministry of Foreign Affairs takes on a coordinating role and helps with visas etc.

There is a good relationship between the Com Sec and the Ministry and with the Course providers.

**Evaluation**

The quality of the courses is generally high and the end-of-course feedback sheets demonstrate a fairly high degree of participant satisfaction with the courses. Some of the courses have been slightly adjusted and modified over the years and there is now a feeling that the courses generally work and “if it isn’t broke do not try and fix it!”

**D EFFICIENCY/ COST EFFECTIVENESS**

To date a total of over 1100 participants have been trained on Malta. If we assume a rough total budget of £1500 per participant (possibly a conservative estimate as it does not include travel costs) this represents well over £1.5m of spend.

With Malta entering the EU, Schengen visas are now required. These are proving a serious challenge for many participants.

The recruitment and selection cycle should be earlier and longer. This would allow both visa applications to be completed and more pre-course contact and pre-training work to be undertaken by training providers.

It was reported that micro management of individual budget lines is not helpful and simply causes problems. There is a request that course budgets should be a lot more flexible and course organisers should be allowed to be given a lot more professional scope to deliver the courses within an overall agreed total budget.

## **E SUSTAINABILITY**

No impact study has been undertaken. Because of this it's very hard to find any real concrete evidence of the longer term impact of the training. There is however some limited but useful anecdotal evidence of impact (see Box 1).

Many course organisers met reported that they "know they are making a difference" but cannot point to any real evidence beyond networking and increased shared knowledge and in some cases skills.

Aside from the new knowledge gained participants are often given a refreshing time away from their work where they have a stimulating and enjoyable experience. There is emerging (but mixed) evidence of participants keeping in touch with course organisers and with fellow participants. Sometimes this is done for professional reasons but often simply for social reasons.

### *Going the next step – "Building Communities of Practice"*

With a sharp focus on a small number of specialised courses many training providers consulted felt that they would now like to "go-the-next-step" and help shape their alumni in a real "Community of Practice". In the definition of Etienne Wenger, a "Community of Practice" is a self-governed group of people, who share challenges, passion or interest, interact regularly, learn from and with each other and improve their ability to do what they care about. They develop

- To help each other solve problems
- To hear each other's stories and avoid local blindness
- To find synergy across structures
- To keep up with change
- To reflect on their practice and improve it
- To build shared understanding
- To cooperate on innovation
- To find a voice and gain strategic influence

Many of the reflective recommendations/suggestions that come from the course organisers/administrators met are aimed at this next step.

More details on what participants want to do when they get back home should be collected i.e. There should be greater planning for "Impact". The Port Operations and Management Course is an example of good practice here where considerable attention during the course is given to project work and the planned changes that participants want to make back home.

Courses should be reviewed and seriously refreshed (maybe even completely renewed) every few years. Currently only minor "tinkering" takes place. Some (but not all) courses could be "taken to the market" and put out to a free and open tendering process. This would renew and refresh things by bringing in new ideas on both content and delivery.

Data bases for alumni need to be established and updated on a regular basis in both the Ministry of Foreign Affairs and Com Sec. Likewise all course organisers should be encouraged to keep records of past training participants so that follow up activities can be undertaken and impact studies organised easily

Many course organisers recognise the value of helping develop "a community of professional practice". Email lists and Face book sites need to be established for all courses so that participants can communicate freely and easily after their courses.

An Impact Assessment should be commissioned and undertaken as soon as possible. With potential feedback from the 1100 alumni this could add real value to the current programme.

### **Box 1 - Anecdotal evidence of longer term impact from two courses in Malta:**

1. The Vice Chairperson of the Ghana Insurance Institute attended the Insurance Regulation Course

held at the Malta International Training Centre (MITC). On return he requested MITC to assist set up course for Training of practitioners in Ghana. Various packages have now been taught under supervision of MITC in Ghana. MITC have given technical assistance to help Ghanaians develop their own training programmes and develop their own accreditation. Funding for this work was provided by private sector in Ghana and flights paid for by MITC. In the longer term the Ghanaians hope to charge Insurance industry full costs of the new courses to make them sustainable.

2. Following a number of participants from Antigua attending MITC courses the Antigua Insurance industry has now set up their own Diploma course. MITC has been asked provide some guest lecturers for the course.
3. MITC has been asked to help develop a series of training manuals/guidebooks for developing countries for “off Site” and “on-site” supervision visits for insurance market players. This is a manual for regulatory usage in the Public Sector.
4. MITC have had positive follow-up from students who request further follow information from MITC on a range of issues. MITC have provided assistance whenever possible
5. A Dominican student from 1995 who attended the Ports Operation and Management course is now Director for Air and Maritime Authority in Dominica and is now sending his staff onto the course.
6. Following a number of participants from Mauritius attending the Ports Operation and Management course Mauritius has used the model of Malta’s Freeport to the full (even the logo!). They continue to send participants onto courses
7. Participants from the Maldives have cascaded sections of the course to others.

Two examples of impact studies undertaken by Diplo were examined<sup>1</sup>. Both ably demonstrate the ability of the organisation to undertake such a study if it were commissioned.

Consideration should be given to assisting the University hold an Alumni Impact meeting for their 400 participants from the past 15 years. Such an event could be combined with a topical conference to bring all alumni up to date with new developments.

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<sup>1</sup> Strengthening Voices of Small And Developing Countries – 10 years of Diplomatic Training  
Published by DiploFoundation with support from the Commonwealth Secretariat

# SINGAPORE

## Participants in evaluation

### 1 Ministry of Foreign Affairs

- ✦ Denise Cheng, Assistant Director, Technical Cooperation Directorate, Ministry of Foreign Affairs
- ✦ Chin Jun Wan, Technical cooperation Officer, Technical Cooperation Directorate, Ministry of Foreign Affairs

### 2 Civil Service College

#### Courses

- 2007-8 Public Expenditure Management Programme, Internal Audit and Internal Control (Kaifala Marah) (two weeks) (NZ in 2009)
- 2006-9 Better Governance – Managing Corruption and Promoting Integrity (Deryck Brown, / Roger Koranteng) (2 weeks)
- 2010 Better Governance – Challenges and Issues in Corruption Control for Senior Policy Makers (Roger Koranteng) (2 weeks)
- 2007-8 Managing Complexity for Networked Government (John Wilkins) (one week)
- 2008-9 Managing Public Service Performance (Joan Nwasike) (2 weeks)
  - ✦ Flynn Ong, Manager, Africa and Middle East Desk - both manage Commonwealth Secretariat wherever it takes place
  - ✦ Al Ruzaiman, Senior Executive, Africa and Middle East Desk

### 3 Singapore Cooperation Enterprise

#### Courses

- 2005 SME Cluster Development Strategies for Enhancing Enterprise Competitiveness in Commonwealth Developing Countries (SASD)
- 2005 Globalisation For The New Economies and Challenges For Commonwealth Developing Countries (SASD)
- 2006 Enhancing the Competitiveness of Small and Medium Enterprises (SMEs) in the Tourism Sector in Commonwealth Countries (SASD)
- 2006 Policies and Institutions to improve SMEs Competitiveness: Singapore's lessons for Commonwealth Developing Countries (SASD / EAS)
  - ✦ Anna Ng, (Could not meet)
  - ✦ Elaine Tsai, Manager, International Partnerships
  - ✦ Peifen Zhuo, Assistant Manager, Training

### 4 Singapore Management University

#### Course

- 2006-9 Knowledge for Development (T Ming & M Jasimuddin) (one week)
  - ✦ Prof Thomas Menkhoff, Practice Associate Professor of Organizational Behaviour, Lee Kong School of Business. Course Director for K4D
  - ✦ Ms. Kuo Pey Juan, Associate Director, Office of Executive Education

### 5 PSB Academy

#### Courses

- 2006-8 Advanced Certificate in Quality and Productivity Management (Jasim Jasimuddin) (2 weeks)
- 2006 SME and Institutional Standards: The challenges of remaining competitive(SASD / EAS)
  - ✦ Remy Khung Chee Teck, Manager, Business Development, Corporate Learning and Consulting
  - ✦ Dr Danny Lam Kwong-Foo, Managing Consultant, Course Director
  - ✦ Charlene Ang Hwee Ling, Vice President, Corporate Learning and Consulting
  - ✦

### 6 Singapore eGovernment Leadership Centre

## Course

2006-9 Developing e-government and e-business strategies (Tony Ming) (two weeks)

- ✦ Ms Lim Siew Siew, Deputy Centre Director
- ✦ Ms Lim Hooi Ling, Course Manager for Developing eGovernment and eBusiness strategies
- ✦ *Cheong Vin Mei, Assistant Manager (Operations) (met us but not present at meeting)*

## 7 Nanyang Technological University

### Course

2009 Leadership Programme on Public Private Partnerships (H K Yong)

- ✦ Ms Merlin Toh Bee Keng, Manager, Centre for Continuing Learning
- ✦ Mr Tan Soon Meng, Senior Assistant Director, Centre for Continuing Learning

## A COUNTRY TRAINING PROFILE/STRATEGIC RELATIONSHIPS

### Overview

The areas for the TCTP are determined by Commonwealth Secretariat advisers, and are not influenced by the Singapore MFA; the role of the MFA is to identify the training institutions and ask them to provide proposals based on information provided by Commonwealth Secretariat advisers. However, there have been occasions when the advisers have approached institutions directly to discuss a possible course, before formalising it through MFA.

The institutions visited provide a high quality of training with good facilities; a number of them have rigorous evaluation processes and are ISO compliant. Most of the institutions provide services outside Singapore, particularly in ASEAN countries, and some also work in Africa (not through Commonwealth Secretariat) and support capacity building of institutions. This gives the facilitators an understanding of the context outside Singapore which they can utilise in their training. In some cases they are building the capacity of institutions in Commonwealth Secretariat countries. An awareness of the full range of training institutions supported may be beneficial to Commonwealth Secretariat advisers who organise national and regional training programmes.

Only three (3) of the seven (7) GIDD Thematic Advisers (Alam, Mowlana and Marah) do not have current Singapore TCTP (S-TCTP) and only one (1) of the seven (7) GIDD Regional Advisers do. One of the TCTP is to be held in the Caribbean in 2010.

When interviewed, the participants in S-TCTP (Kenya, Botswana and Maldives) felt there was a lot to learn from the 'Singapore Experience' i.e. the way that Singapore has advanced in a relatively short period of time. They felt that there was a lot that could be learned from how Singapore has gone about it. All participants felt that the course they attended had been relevant to the work they do and had benefited them professionally. The area of study was relevant to their countries strategic plans and the reform processes taking place within their governments.

### PCP; POC at Min Foreign Affairs

Showed a video of their activities showing the range of participants they work with.

Support for Commonwealth Secretariat began in 1992. It is now MFA's longest standing partner; the programme was consolidated under the Singapore Cooperation Programme (SCP). Mindy Low manages all training activities for Commonwealth Secretariat in Singapore that are part of TCTP. MFA send requests for proposals to appropriate training institutions based on requests from Commonwealth Secretariat, and also provides liaison officers to support logistical arrangements.

MFA also support ASEAN countries through Initiatives for ASEAN Integration (IAI). They have training centres in Cambodia, Vietnam, Laos and Myanmar, and also award ASEAN scholarships to Singapore institutions.

### Civil Service College

The Civil Service College carries out a range of programmes both in Singapore and internationally. It supports the Botswana Productivity Centre, who are in need of more skill-based programmes, by assisting with the training of trainers,

The College is keen to build capacity of other institutions and develop training manuals on a case by case basis, they have developed manuals for eGovt in Botswana and Civil Service Writing in Cameroon. The College also works in Ghana, Tanzania and with the Ministry of Justice in Namibia;

**Public Service Management:** In 2010, the Civil Service College (CSC) will send a trainer to Grenadines and St Vincent for a 5-day course to work with the Commonwealth Secretariat to carry out training and support the capacity building of a local training institution. The CSC has suggested a curriculum (this is still under discussion) and will also brief trainers, undertake research on PSM the region, develop a skeletal course structure to be shared with the local institution and plan how both parties can contribute to the further development of the institution utilising their individual strengths.

### Singapore Cooperation Enterprise

The Singapore Cooperation Enterprise carries out three quarters of SASD's training programmes on the subject of SMEs.

The programmes began in 2007 when SCE received a request for proposal from MFA. SCE is a consultancy company rather than a training institute, SCE does not have its own trainers or training rooms, but hires out hotel and space and contracts trainers based on the topic of the training. As a result, SCE have an extensive network enabling them to access the relevant expertise and consultants – most of whom are ex-senior public sector officials. SCE works with a number of other organisations providing training in almost any area. They are currently working on PPP in Mongolia, with a small group of 10 top level staff. They believe that there is added value in holding the courses in Singapore as it enables participants to visit relevant institutions in Singapore.

#### **Singapore Management University (K4D)**

Professor Menkhoff leads the Knowledge for Development (K4D) course and has worked in the area of K4D since 1987. He has developed a Masters in Knowledge for Development for SMU and carries out training.

The previous Knowledge Management Course ended in 2008, and was redesigned as K4D in 2009 to respond to the changing landscape of KM globally. At the time of the visit (March) they had had no notification of the course was to take place in May 2010. They felt that the time given to prepare for courses was very short.

Prof M went to Harvard USA for a course in K4D, and found them using case studies of Singapore. He believes the Singapore model can be transferred to other countries, as long as there is strong leadership and a champion to drive it forward. Dubai and Brunei are now studying the Singapore model. Prof Menkhoff believes it's important to come to Singapore and 'see it in action'.

SMU have not been requested to submit proposals for other courses. Whilst MFA call for proposals, they do not give feedback

#### **Productivity and Standards Board Academy (Advanced Certificate in Quality and Productivity Management )**

The Productivity and Standards Board Academy was set up to carry out training for government, it is now a private institution owned by German company TUV SUD.

The Academy carries out a range of training in a number of countries; it has 6 campuses in China, 1 in Vietnam and 2 schools in India. A number of partnerships exist with international universities, for instance, the Academy provides a Diploma certified by Cambridge Education Board and is also linked with UAE Academy. The Academy also works in Cambodia, Mongolia, Iran and Vietnam (improving consultancy skills). The Academy has helped to set up an SME agency in Abu Dhabi, and is also building the capacity of Botswana Productivity Centre (BPC sent people to Singapore for training and then supports them back in Botswana).

The Academy was approached by MFA and asked to submit a proposal for this course which they won; they have since submitted proposals for other courses but have not been successful. They are not given feedback on their submissions.

#### **Singapore eGovernment Leadership Centre (Leadership in eGovernment )**

Singapore eGovernment Leadership Centre began working with the MFA in 1992, they have been working in the area of IT which has been important to the government since 1985. Their trainees are practitioners from industry, as well as individuals on conversion programmes who did not study IT as part of their original degree. The Centre has been running the Commonwealth Secretariat programme since 2000; the course is tailor made to specific participants – whilst the title remains the same, content changes according to need.

The Leadership Centre provides courses through the MFA to a range of participants from ASEAN countries, both in country and in Singapore. They also carry out training for the Singapore Civil Service College in Botswana, as the CSC has a MOU with Government of Botswana. The Institute of System Sciences recognised the need for eGovt programmes and runs a similar programme for a number of countries, focussed on 'how to apply; how to get it going'.

Ming has been asked to submit proposal to carry out training in Trinidad and Tobago.

#### **Nanyang Technological University**

NTU has 12 schools and 4 colleges. The Continuing Education Department is contracted by MFA to carry out the Commonwealth Secretariat TCTP for Public Private Partnerships (PPP). NTU are able to draw on a wide range of expertise from across the University and public/private sector. Whilst most training takes place through this department, individual schools can also organise their own.

NTU carry out a number of courses for the MFA, mostly in ASEAN countries. Courses include IT management, Public Finance, English, Economic Planning, Governance, and Urban Planning. NTU also carry out summer programmes with participants from Japan and Korea.

Professor Robert Tiong (Course Director) travels to four ASEAN countries to deliver training. He is familiar with government offices and private businesses engaged in PPP. NTU was approached by the Commonwealth Secretariat adviser prior to a formal request through the MFA; the course was designed for Commonwealth Secretariat participants, – it is not yet offered yet to others

## **B EFFECTIVENESS: QUALITY OF TRAINING**

### **Summary**

The quality of the training provided, the facilitators who lead the training and the facilities in which training takes place are

all of high quality. The ‘Singaporean Experience’ was cited by many participants as informative and motivating, inspiring an ‘it can be done in my context’ response. The participants are generally well selected with some institutions claiming that Commonwealth Secretariat selection is often better than that of others they work with. However, some participants were found to have retired shortly after the course. Some institutions find it difficult to provide a course for such diverse groups while others feel the participants are not at the right level to lead change.

The principal training methodology used would appear to be lecture followed by discussion; there was no reference to more experiential approaches. One institution suggested the course for Commonwealth Secretariat is more classroom based than others they carry out. Greater balance is needed: a reduction in the current overload of information to an approach that requires reflection, problem solving and critical thinking.

TCTP provides a rare opportunity for participants to share ideas from a number of countries and also to benchmark progress against one another.

While applications are greater than available places, not many people would turn down the opportunity to go to Singapore for training. There is little evidence of targeting specific participants as requests for nominations are sent to POCs in the all Commonwealth Secretariat countries, it is they who make the decision of where to forward the requests. A more selective process will be required if TCTP are to play a role in wider capacity development process.

Training institutions felt that participants were generally well selected and at the right level to benefit from the courses offered. In some courses there has been a deliberate move towards mid management / operational staff but generally they are at a higher level.

There is no formal needs assessment of participants prior to the courses. Institutions believe that advisers have a good understanding of the needs of the participants and that the presentation and discussion of Country Papers is a good way to ensure the course meets the needs of participants. Most emphasis is on learning about the Singapore experience and discussion on how it relates to participants own context; it would seem that all case studies are from Singapore. In some cases Country Papers are not discussed until towards the end of the course, thus not providing a broad context to reflect on and guide discussion.

Once an institution has been selected to deliver a particular course, the adviser is involved in the course design and works with the course director to develop the course. Advisers generally organise courses in their thematic area of expertise, even those organised by the two regional advisers.

Where GIDD advisers organise TCTP most of the training institutions receive copies of the participants’ application forms and give input into the selection process. There are generally more nominations than places. S-TCTP participants interviewed stated that it is not an open invitation to apply but that they are nominated to apply by their supervisor; some knew they had been chosen because of specific responsibilities they had. However, SASD only sends names of participants to the institutions; the institutions have no say in the selection of participants and no information regarding their need such as is given on the application form. .

While the majority of participants are appropriate for the course, the country visits found that some S-TCTP participants in Botswana and Kenya had retired since their training programme only 2 years ago; some had moved job and no longer had the same responsibilities.

The institutions described training that mixed lectures/presentations with discussion, group tasks and field visits. In one case it was noted that the Commonwealth Secretariat training was more classroom-based than other training the institution carried out – this was due to the short training period. Participants felt the sessions were interactive; that there was lots of opportunity for discussion and group work. However, evaluation forms showed that a number of participants felt the presentations took too long and that there was ‘little time left for discussion’.

Attachments are seen as problematic by the Singaporean institutions as they are too difficult to organise and result in visa problems. However, two participants who had had the opportunity of an attachment were much more specific in citing how what they had learned in their attachment had impacted on their post attachment work. One adviser no longer hosts his TCTP in Singapore because they were not able to provide an attachment. He does not intend to run these courses every year but has a number of ministries willing to provide places.

One course has been extended from 5 days to 6 days, the motivation for this is to provide participants with a weekend in Singapore rather than provide additional learning time. This is clearly not an acceptable reason for extending a course.

## **PCP; POC at Ministry of Foreign Affairs**

### **Selection of participants**

Selection of participants is on a joint basis between SCP and the Commonwealth Secretariat. SCP is happy with the application form used by Commonwealth Secretariat, though they have their own for use with other agencies. Application forms are distributed by Commonwealth Secretariat to the various countries; these are then returned to SCP, who sends them on to the relevant agencies in Singapore as well as to Commonwealth Secretariat. Discussions are held regarding each applicant so that agencies can also air their views.

Selection is partly based on the attitudes of participants; their willingness to learn; relevance of the training to the work they do; their position/level and their role in decision making. Most participants are at mid-manager level, rather than technical skill building level. The general consensus is that participants are well selected and of the ‘right level’, and that Commonwealth Secretariat performs better at this than other agencies do.

It is often difficult for agencies to manage the diversity of participants in terms of their country context.

### **Number**



Training agencies prefer participants to number between 20-25. Training programmes are always well subscribed, and there are no difficulties in attracting participants.

#### **Attachments**

Rather than attachments, SCP tend to offer training programmes with visits. It can be difficult for training institutions to find attachments in government departments because of privacy issues. Furthermore, there is often insufficient staff available to provide support in such offices ('lean staffing'), and there are time issues relating to mentoring. However, there had been a successful attachment with the Ministry of Finance as a result of collaboration with another agency. There is also scope to try and develop attachments outside of government offices.

#### **Civil Service College**

##### **Participants**

The Civil Service College are privy to the application forms distributed by Commonwealth Secretariat and also provide input on suitability; their consensus is that Commonwealth Secretariat are generally good at selection. The final selection of participants and countries is carried out by Commonwealth Secretariat.

For the 'Good Governance' training this year the focus is on Heads, Deputy heads and Directors of Anti-Corruption agencies. The CSC believes there is still a need for middle management training as people need to be able to implement.

- ✦ Commonwealth Secretariat participants often have a mixed profile so during discussions they may say 'not my area of work' – the thematic adviser is now trying to focus on a specific level each year
- ✦ There is generally fair representation from countries
- ✦ For Training of Trainers training they have limit of 15 participants and 25 for training

##### **Needs**

There is no formal needs assessment and courses are not developed for the specific needs of participants: 'It is a matter of deselecting inappropriate people, not of adapting the programme' ... 'but if participants are from the judiciary we will arrange an appropriate visit'.

needs are identified through the presentation of country papers which also provide opportunities for peer learning and help contextualise the issues in their own countries.

There was a stated need for a better understanding of the 'purpose' of the training – the bigger picture.

##### **Course Development**

There is a very collaborative approach between CSC facilitators and Commonwealth Secretariat advisers; a lot of input the comes from Commonwealth Secretariat advisers. They have an understanding of the context of the participants. Although the programme titles may be similar all customised to meet demands of adviser.

##### **Approach**

This was the only institution that asks participants to keep a reflective diary which asks them to identify what they have learned that day, how it applies to their own needs in the workplace and on the last day they reflect on how they will use what they have learned to implement in their own context and present this to the class.

They are given exercises to discuss and give their points of view re best practice in their own country; share their own experiences and reflect on the Singapore experience in order to identify a way forward in their own context. Case studies are given on screen, participants are given questions to discuss in mixed groups; they look for solutions and make presentations based on task.

##### **Attachments**

They have organised attachments, it is possible but challenging. They tried to get an attachment for one adviser's course but couldn't get permission; the adviser no longer holds his course there.

#### **Singapore Cooperation Enterprise**

##### **Participants**

Generally have between 25 – 30 participants who are ambassadors, permanent secretaries and vice ministers of between 30 – 50, sometimes they are very close to retirement.

They are given a list of participants by MFA; they do not see application forms. They always get the full number of participants though there are sometimes 'fillers' if the original participant can't make it.

##### **Needs**

The institution receives a one page sheet from MFA / Commonwealth Secretariat which outlines the topic; level of participants & department; type of learning experience and key learning points. There is no formal needs assessment and there was a clear indication that the course was general and could not meet the specific needs of participants.

They find it difficult to deal with the diversity of participants; They feel that to have so many countries the input is very broad and they can't go into depth and that it would be much better to have specific countries where there would be more opportunities for consultants to provide specific support.

##### **Course Development**

They use the information from MFA and the Commonwealth Secretariat advisers to identify consultants who develop the curriculum and approach organisations to work with. SASD gives a lot of freedom to develop the course; the adviser

maintains contact with the consultants and also has expertise to input to the course;

### **Approach**

- ✦ They use a 3 pronged approach: (1) work with relevant government agencies to identify facilitators (2) approach successful SMEs in Singapore to find speakers (3) organise visits to relevant organisations
- ✦ Each day has a specific theme and speaker . The speakers from SMEs talk about what they have done and the facilitators summarise this and draw out the main points; Participants then form groups and are given a case study to discuss and make a presentation at the end.
- ✦ There are site visits to good SMEs where they showcase their technologies

Participants also make country presentations of the challenges and issues they face; this is followed by discussion so that they learn from each other; the country presentations take 1 day or 2 x ½ days. This gives each country a very limited period of time for presentation and discussion.

They felt that the Commonwealth Secretariat programme is more classroom/lecture based than other programmes they run; other programmes have more site visits - the current Commonwealth Secretariat programme has 20% site visits while others have 50%

### **Attachments**

They do organise attachments and it could be done for this course

## **Singapore Management University – Knowledge for Development**

### **Participants**

During the first 2 to 3 years of the programme they had participants at the level of Permanent Secretary with the power to drive forward change but later people are at a much lower level.

The SMU sees the application forms and plays a role in the selection of participants, the Commonwealth Secretariat adviser makes final choice

### **Needs**

No formal needs assessment and the application forms need to provide more information about the purpose of the training for the participants. The country papers focus on the macro level rather than the micro level of the participant

### **Course Development**

They worked with the Commonwealth Secretariat adviser to develop the programme and have also developed an academic textbook of articles to support the programme. It was suggested that the reason for extending the course from 5 days to 6 days was so that participants could spend a weekend in Singapore as a number of participants complained about the lack of time to see Singapore. *This programme is the most expensive of all programmes offered through the TCTP.*

Participants spend 2 days looking at the Singapore model with a focus on the Jurong Town Corporation; On Day 3 they look at Government Policy and the remaining days are spent meeting other organisations.

Participants get certificate of completion

### **Approach**

The course has been developed at a macro level, it focuses on policy level - 'What needs to be in place to make K4D work' They try to tailor the course to the participants.

During the course they carry out a knowledge audit; analyse case studies; and develop action plans which are presented to a panel. They visit agencies to see K4D in practice – and see the change that has taken place in Singapore

Prof Menkhoff won the 'most innovative teacher' award last year

### **Attachments**

- ✦ Do not offer attachments

## **Productivity and Standards Board Academy**

### **Participants**

The Commonwealth Secretariat determines the 'level' of participant who must be mid/upper level of government. PBS looks at the application form and gives their comments, they feel the selection of participants is generally good. Usually have between 20- 25 participants, sometimes participants confirm and then can't make it or are late though not often. They receive about 40 nominations, most are aged 30 to late 40s, there is a cut off point at 50, they highlight those they feel are close to retirement. The MFA / Commonwealth Secretariat make the final decision.

### **Needs**

There is no formal needs assessment. It is a diverse group of participants which provides a challenge in making the course relevant for all. They use the Country Paper to enable participants to share their own problems – this is facilitated by the Commonwealth Secretariat adviser for 1 day. Participants discuss the papers and discuss how to proceed, they learn from others.

### **Course Development**

They meet with the regional adviser and he provides input to the course development. The original course was 20 days and

was gradually reduced to 10 days.

The course has 3 components:

- ✦ policy and need for capacity development in government;
- ✦ show and tell (visits to companies prepared to share)
- ✦ tools and techniques for implementation

#### **Approach**

They spend one day on the Country Papers. They take participants to 3 companies for field visits, and spend about about ½ day with each company. Companies share their difficulties and challenges in setting up their businesses

The model used is the role and process of govt regulations in enhancing performance of private sector – a pro-enterprise policy is promoted. They use case studies; role play; video, games to illustrate concepts; experiential activities

#### **Attachments**

They have organised attachments before for a group of Botswana directors. There is a need for an attachment permit from the Ministry of Manpower and it is too much bother to get visa for such a short attachment.

However, it could be an incentive but it would need to be a government to government agreement with clear criteria

### **Singapore e-Government Leadership Centre**

#### **Participants**

Adviser encourages high level participants to apply: permanent secretaries and heads of planning, younger people are sometimes selected – the level is specified but governments often want to invest in junior staff. They select 20 – 25 participants from about 40 – 50 nominations.

They receive the application forms and give feedback; the information given is sufficient but the English is not always good enough. Sometimes participants have not prepared their country papers, they say they do not get the information in time. It seems to be different countries which attend each year

#### **Needs**

The approach used by this adviser has a country level needs assessment built into the course. The adviser uses a framework to enable countries to self evaluate the level of maturity of eGovt in each country. The country papers are submitted in advance to support the programme design, and application forms give information regarding each individual participant's purpose for joining the course.

Participants prepare an Action Plan based on the identified level of maturity

#### **Course Development**

The course is developed by eGovt centre in consultation with the Commonwealth Secretariat adviser. Each year the course focuses on different skills set to meet the needs of specific groups of participants.

#### **Approach**

Mainly through lectures; case studies which are analysed through discussions; site visits and videos; participants work in groups and change groups in order to work with a range of partners. Tools are introduced but they have no opportunity to practice the use of these tools. The self- evaluation framework is used as a tool to measure country level of maturity

They provide site visits to places which are successful users of IT, e.g. library; IT authority; IT companies working with govt departments, e.g. IT in education. They hold a plenary meeting with government officials. Singapore policy and process is presented and participants have the opportunity to reflect on their own context and draw on their own experience.

#### **Attachments**

They provide attachments as part of a Diploma course, participants do a 4 month attachment . It would be very difficult to do an attachment for one week , very hard to organise particularly in government offices. They also didn't think an attachment would work in this area as it is too broad.

### **Nanyang Technological University**

#### **Participants**

Application forms are sent to Prof T who provides feedback on the suitability of candidates, may get about 30 proposals. Participants are felt to be appropriate, many are young and very engaged. There are sometimes language problems but generally not with Commonwealth Secretariat participants.

#### **Course development**

The course was developed by Prof T specifically for Commonwealth Secretariat, it is not offered to any other group. The course programme is sent to the Commonwealth Secretariat adviser for his input. Prof T brought all trainers and speakers together prior to the training to brief them and ensure a broad understanding of how the course 'fits together'. Participants have to write Action Plan as part of course; this is presented to a panel for discussion. Participants felt the 5 day course was too short

#### **Approach**

Facilitators and speakers deliver their presentation and then there are Q&A sessions; participants sit in groups but most inputs are lectures or talks from practitioners. They also go on visits to the new Water Power Plant; SMRT; Desalination plant, all are good examples of PPP. The focus is on the process of setting up a PPP: the policy, organisational structures and legislation that needs to be in place; how to finance it; and ownership. Participants all felt there needed to be more time for discussions

## C MANAGEMENT OF THE TRAINING

### Summary

Most advisers participate in the training to a lesser or greater extent, some deliver sessions and facilitate Country Paper discussions or provide a regional / international perspective to discussions.

SASD seem to have a larger number of people present than advisers from GIDD. One SASD adviser does 50% of training; while another deals with administration and logistics; there is also a third adviser who opens and closes the course. In addition some Commonwealth Secretariat advisers from SASD only travel to Singapore to deliver specific sessions, where the expertise is also readily available in Singapore. An example is the two SASD TCTP trainings in April 2010 the SASD contingent includes 5 advisers between the 8<sup>th</sup> - 17<sup>th</sup> and one adviser between the 7<sup>th</sup> -17<sup>th</sup>, six in all.

In most cases there are pre-course meetings with speakers from public and private institutions and the course facilitators to ensure coherence of input; S-TCTP participants felt the field visits and speakers were very interesting.

There is no consistency in the evaluation forms used. In most cases the institutions use their own evaluation forms and send a copy of their report to MFA which they assume is passed on to Commonwealth Secretariat. No institution receives any written feedback on the course from Commonwealth Secretariat, although most get verbal feedback from the advisers.

### PCP; POC at Min Foreign Affairs

The Commonwealth Secretariat proposes the Annual Workplan which is sent to the Technical Cooperation Directorate. SCP and Commonwealth Secretariat discuss the programmes and in June it is finalised, GIDD puts forward up to 8 programmes and SASD submit 3 separately.

For first time there will be an 'out of Singapore' TCTP programme which will take place in the Grenadines and St Vincent, the Singapore Civil Service College is working with the Commonwealth Secretariat and a local college to deliver the programme.

A 3 channel process of evaluation was described:

- ✦ the CWS evaluation forms that are completed at the end of the course
- ✦ many training agencies also develop their own course reports
- ✦ SCP liaison reports (SCP liaison provided for every course)

The colleges send their evaluation reports to SCP who then forward them to the Commonwealth Secretariat.

Role of Commonwealth Secretariat facilitator is to advise on the programme, give their inputs into programme design and help to customise it to the needs of the participants. They also provide inputs to sessions and are often there for entire duration of training or at least 1 week of 2 week training.

The POC/PCP meet advisers when they come to Singapore and also meet with participants. SCP maintains contact with the TCTP programme officer throughout the year. They have 1 or 2 POC in each training agency and they come together to discuss the programmes.

### Civil Service College

#### Identification

Asked to submit a proposal to MFA

#### Facilitation

They have an interview process to identify facilitators; they carry out a mock facilitation process – this is a college wide requirement. Daily evaluation sheets are used to get feedback from participants on individual facilitators so that they can pick up problems early.

#### Management

No problems in management of courses; they have a good relationship with the MFA. The MFA provides a liaison officer to deal with any logistical, accommodation or health problems

#### Role of Commonwealth Secretariat adviser

The adviser facilitates some sessions and provides input to discussions

#### Evaluation

The CSC uses their own evaluation form and Commonwealth Secretariat do their own too. The CSC evaluation form is much more detailed and looks at each session and each facilitator separately and include open ended questions. These forms are used as part of their ISO process to ensure good quality programmes;

One of their institutional KPIs is related to evaluation results, they use a balanced score card and each department has a target, they received an average score of 4.5 – 4.6 out of 5 for all international training programmes with over 3000

participants.
<p><b>Singapore Cooperation Enterprise</b></p> <p><b>Identification</b> Approached by MFA and asked for proposal</p> <p><b>Facilitation</b> They select facilitators with expertise in technical area as well as training experience and have extensive network to find expertise. Most facilitators are senior public sector officials.</p> <p><b>Management</b> They do not have their own training premises, they use the hotel where the participants are staying.</p> <p><b>Role of Commonwealth Secretariat adviser</b> One adviser facilitates more than 50% of 5 day programme while another looks after logistics, transport, individual requirements and he is reported to be very busy. The liaison officer provided by MAF only does the airport pickup and settling into hotel. Another adviser often comes to open and close the training and also stays during the programme but does not facilitate. Other SASD Advisers also travel for specific sessions.</p> <p><b>Evaluation</b> They use the Commonwealth Secretariat form and use it to develop a report. They also get feedback from training officers. They make a consolidated report within 2 weeks and send it to SASD in the UK and to the MFA.</p>
<p><b>Singapore Management University (K4D)</b></p> <p><b>Identification</b> Approached through MFA and asked to develop proposal.</p> <p><b>Facilitation</b> They use K4D technical staff and bring in a lecturer from Germany who is an authority in the field. Prof Menkhoff won 'most innovative teacher' award last year.</p> <p><b>Management</b> Participants stay in the hotel next to SMU, they walk to SMU for their sessions. The Commonwealth Secretariat decision making process is very long, they have had no news if they are to offer a course this year. It was the same the previous year. Usually they are asked to submit in November and then hear nothing until just before the course is to be offered. The course was repositioned in 2009 and they had to resubmit a proposal to MFA.</p> <p><b>Role of Commonwealth Secretariat adviser</b></p> <ul style="list-style-type: none"> <li>Two Commonwealth Secretariat advisers attend the course; the thematic adviser and the regional adviser. The regional adviser leads some sessions on Knowledge Management in the public sector and also acts as a judge for the Action Plans, he brings in the international context. They felt there was no need of further support, the MFA liaison officer s deal with all logistics etc., and University administration staff do the course folders etc. They felt there was no need for further logistical help from Commonwealth Secretariat.</li> </ul> <p><b>Evaluation</b> Commonwealth Secretariat carry out their own evaluation and SMU do not get feedback on those evaluations. They do not carry out their own evaluation but they do have their own rating system and evaluation form which is much more detailed than that of the Commonwealth Secretariat.</p>
<p><b>Productivity and Standards Board Academy</b></p> <p><b>Identification</b> Approached by MFA to submit proposal</p> <p><b>Facilitation</b> They select facilitators who meet the criteria for knowledge of the specific thematic area and who have experience of working in government. They have pre training meetings with external trainers to integrate them into the programme.</p> <p><b>Management</b> Some participants say they have not had time to prepare their Country Paper or that they did not receive a template for the paper. They feel the attendance of the Commonwealth Secretariat adviser brings an understanding of the wider context. There is often very little notification of when the programme will take place and this can make arranging company visits quite difficult. One course has been discontinued but the college has not been informed why.</p> <p><b>Role of Commonwealth Secretariat adviser</b> In one case the regional adviser attends and manages the discussion of Country Papers with participants In courses organised for SASD there are more advisers present, up to three can attend the training: one adviser leads one</p>

<p>session, another manages small group discussions and another leads one session.</p> <p>PBS takes care of all issues related to the administration of the course and the MFA Liaison officer takes care of the rest</p> <p><b>Evaluation</b></p> <p>A form developed by PSB is used for the end of course evaluation, this is used for their own corporate evaluation, this was agreed in advance with MFA and the Commonwealth Secretariat. They compile the evaluations and send the report to MFA as well as a qualitative report; they are ISO certified and use evaluations to show they are meeting set standards. MFA / Commonwealth Secretariat also give out a form to fill but PSB does not get any feedback from that, only verbal feedback from the advisers. Participants are told they can contact the regional adviser after the course if they need further support.</p>
<p><b>Singapore eGovernment Leadership Centre</b></p> <p><b>Identification</b></p> <p>The course was identified by Commonwealth Secretariat and requested through MFA</p> <p><b>Facilitation</b></p> <p>All facilitators are experienced trainers with the necessary subject specialisation.</p> <p><b>Management</b></p> <p>A proposal is sent out each year and the centre receives the participants' application forms which gives them sufficient information to support selection. They send in their proposal in January and schedule classes for October, they receive the nominations about 2 months before the course is due to start and one month before the course begins they know who the participants will be. They expect to receive the country paper two weeks before the participants arrive.</p> <p><b>Role of Commonwealth Secretariat adviser</b></p> <p>The adviser spends his entire time in the sessions and shares insights with the participants; he leads a session on the use of the evaluation framework. The TCTP Programme Officer also comes if she is in town.</p> <p><b>Evaluation</b></p> <p>They use their own evaluation form which is very detailed, they evaluate each topic and consolidate the findings with the MFA evaluation form. Evaluation results go to the Auditor General office as part of their ISO and performance management. The compiled report is also sent to MFA.</p>
<p><b>Nanyang Technological University</b></p> <p><b>Identification</b></p> <p>NTU has been delivering the 'Leadership in Public Private Partnerships' for Commonwealth Secretariat since 2009. The professor who is the designer and lead facilitator of the course was not able to be present at the meeting. He was approached by Commonwealth Secretariat adviser and asked to design and deliver this course and then a formal approach was made through the MFA in June 2009; NTU submitted a proposal outlining the course and costs; they believe that others were also asked to tender a proposal to MFA. The invoice is sent directly to Commonwealth Secretariat</p> <p><b>Facilitators</b></p> <p>The course designer is also the main facilitator and brings in appropriate people from business and government as speakers and for site visits. Speakers are from public and private orgs involved in PPP. He brings all the speakers/trainers prior to the training to brief them and ensure cohesion of the programme and quality of sessions. After the training he brings all speakers/trainers together to share feedback.</p> <p><b>Management</b></p> <p>NTU are used to planning at short notice, but it makes it more difficult to bring the right people together to deliver the course.</p> <p><b>Role of Commonwealth Secretariat advisor</b></p> <p>The Commonwealth Secretariat adviser leads the first session, attends all sessions and participates on the panel. They felt there was no need of further support, the liaison officer is sufficient, there are no problems that need further support.</p> <p><b>Evaluation</b></p> <p>NTU carry out their own evaluation and send a consolidated report to MFU and assume it is sent on to Commonwealth Secretariat; they also send a copy of the report to their trainers. They also ask for the professors comments on the course so that any issues can be addressed. They keep a record of all evaluations - these reports are a part of the performance management of their institution.</p> <p>The Commonwealth Secretariat evaluations indicate a high rating for all courses run. Participants also fill an MFA form which looks at the hotel and logistics etc. They do not get any written feedback from the Commonwealth Secretariat on the training.</p>
<p><b>D EFFICIENCY/COST EFFECTIVENESS</b></p>
<p>Together the Singapore Government and the Commonwealth Secretariat share the cost of the training event, transport in Singapore and cost of accommodation etc., while the participants' governments pay the airfare and a contribution towards</p>

the per diem. Participants from countries where the government cannot pay the airfare can make a request to the Commonwealth Secretariat.

Currently all bills from the training institutions and accommodation are sent directly to the Commonwealth Secretariat which can then claim 30% of costs from DFID and 50% from Singapore through the SCP.

Section 5.X.X of the main report looks at actual costs of training at the different institutions. There is great variation with some being considerably more expensive than others. The cost (and need) of having more than one adviser must also be questioned when there is sufficient technical experience in Singapore and also logistical support provided by MAF.

## E SUSTAINABILITY

While Action Plans seem to be a required part of most of the courses offered there is little or no follow on whether or not they have been implemented. While they talked about 'informal feedback' from advisers, institutions had no 'stories' passed on from advisers that they could use to illustrate the effectiveness of their programmes.

Participants often found it difficult to describe the impact that TCTP had on their work; they talked about its usefulness in a general way, or mentioned the use they had made of the materials in their own training activities. While most participants in the field visit interviews felt the course had been helpful in building their understanding of specific issues and areas of their work, no Action Plans had been implemented and only one participant had contact with the adviser.

A number of participants made direct reference to what they had accomplished as a result of Commonwealth Secretariat training:

- ✦ Kenya – Kenya has now legislated that all budgets should be programme/results based - the need for this was identified through a short attachment in Canada; they had also attended S-TCTP before that, but it was the attachment that made the difference
- ✦ Botswana – training and attachment in New Zealand raised awareness of importance of risk management; she is now cascading risk management frameworks across local government (also supported by Commonwealth Secretariat)
- ✦ Kenya – two participants in local training explained how they were using the course materials to train people in their own ministry; KIA staff have also used the training to train ministries in Kenya

While the S-TCTP training is of good quality and participants say it is relevant to their needs - it does not seem to have a specific impact on their work. While Action Plans are developed they are not implemented, 'work got in the way' and 'too busy' being common reasons for this.

Many participants did not know that further support could be requested from Commonwealth Secretariat, or of the range of areas where support could be sought.

Some contact between participants following the training takes place through email but 'tends to drop off after time'. Contact needs to be formalised in some way – perhaps the new Commonwealth Secretariat web portal will be able to accommodate this.

While the training event itself may be of good quality, what happens before and after training needs to be more structured and more needs driven, proactively based on needs assessment

### PCP; POC at Min Foreign Affairs

There is an SCP alumni and the MFA keeps in touch with people using newsletters

#### Impact

Knowledge for Development has resulted in Knowledge Departments being set up in different countries

Commonwealth Secretariat share their evaluations, the MFA staff believe that advisers keep track 'very closely' and provide information to the agencies in Singapore.

The advisers have a good relationship with the institutions ; maintain informal contact with the facilitators regarding their programmes; provide informal feedback on impact on participants

### Civil Service College

**Action Plans:** Some participants develop action plans

**Post training support:** None – no follow up

Use experiential learning approach which enables participants to build on what they know.

Programmes do not build a critical mass

### Singapore Cooperation Enterprise

**Action Plans:** No mention of Action Plans – no meeting with actual trainers

**Post training support:** There is no system in place for post course contact through they often get requests by email for a consultant from participants; Maldives asked for help re developing their airport

### Singapore Management University

**Action Plans:** Participants develop Action Plans and present them to a panel at the end of the course

**Post training support:** They have a newsletter which they email to past participants and is also available online

**Suggestions:** Participants case studies should be written up by advisers and used as part of the training course

#### **Productivity and Standards Board Academy**

**Action Plans:** Participants have to develop Actions Plans, these often need to be made more realistic

**Post training support:** Participants often say, 'no one is behind me'. They can contact the regional adviser for support but no system of contact through PSB. PSB receives no feedback on the progress of the Action Plans, though a few do make contact. There is an online portal for alumni where they can share information and form informal networks.

#### **Suggestions**

- ✦ Would enhance impact if participants had to give feedback on APs
- ✦ Commonwealth Secretariat should support the development of a critical mass
- ✦ Pre-course – work out the objectives related to what participants are expected to do as a result of the course; the application form should ask participants and their supervisors to be clear about the purpose for attending and their objectives for post course implementation – a clear sense of what participants will do following the course
- ✦ Provide guidance for a pre-course meeting between the participant and supervisor to identify personal and organisational objectives – this needs to be submitted by both to ensure synergy
- ✦ Participants should have responsibility for a national programme
- ✦ Give a presentation on what will be put in practice in their own country and how they will implement it
- ✦ Have an ongoing post-review of progress which will build commitment and encourage implementation
- ✦ Informal alumni contact

#### **Singapore eGovernment Leadership Centre**

**Action Plans:** All participants prepare an Action Plan

**Post training support:** None given by institution

Participants receive hard copy of materials but it is not possible to give a soft copy for copyright reasons; no publications have resulted from the training. Many participants say they have to report back to their supervisor on return

#### **Suggestions**

- ✦ A 2 week programme may improve impact on their return to work – it would increase opportunities for discussion
- ✦ There is a need to review progress of participants 6 months after training
- ✦ Need their supervisor to follow up on their return – possibly mail their Action Plan to their supervisor



## **APPENDIX 10: GOOD PRACTICE GUIDELINES**

These guidelines build on the best practice approaches that have been identified within the Commonwealth Secretariat, our own understanding of capacity development processes and best practice identified in the reports of a number of agencies.

Best Practice in Capacity Development identifies three stages in the process:

- 1 Plan to Meet Identified Need**
- 2 Provide Appropriate Support (including Effective Training)**
- 3 Support Sustainability**

We have identified a number of best practice indicators for each stage as well as indicators of what is required for effective training.

### **STAGE 1: PLAN TO MEET IDENTIFIED NEED**

#### **Key requirements of an effective planning stage**

- Training takes place as a planned intervention as part of a wider capacity development strategy based on identified needs
- Stakeholders are engaged in the needs assessment and development of a capacity building strategy
- Needs assessment is carried out to identify level of readiness to adopt new practices related to:
  - ❖ Political, institutional and societal will to bring about change;
  - ❖ International treaties, conventions and protocols the country has signed up to;
  - ❖ Policy in place (or in development) which provides a framework for change;
  - ❖ Key champions to sustain demand for change;
  - ❖ Institutional leadership to manage change;
  - ❖ Resources to implement change;
  - ❖ Incentives to implement change;
  - ❖ Critical mass with knowledge, skills and attitude to implement change;
- Capacity Development strategy is developed based on needs assessment and has a clear results framework to measure impact of support at country level; it will identify:
  - ❖ The purpose of the capacity development process
  - ❖ Roles and responsibilities of stakeholders in implementation of the capacity development strategy
  - ❖ The modalities and timescale of support
  - ❖ The direct beneficiaries of support
  - ❖ What each modality of support intends to achieve

## **STAGE 2: PROVIDE EFFECTIVE SUPPORT**

Support is provided to facilitate sustainable change at three levels: enabling environment, institutional and individual.

- Support is provided based on the capacity development strategy; it:
  - ❖ is specific to national and regional context;
  - ❖ addresses needs at different levels: enabling environment, institutional, individual
  - ❖ uses an experiential approach to training and provides customised materials (see separate indicators)
  - ❖ supports information sharing and lesson learning
  - ❖ takes a long term perspective
- Support is targeted at the most appropriate participants
- Where training takes place, post training follow-up and support is provided to incentivise and motivate implementers

## **EFFECTIVE TRAINING**

Where training is identified as one of the modalities of support, the following indicators guide best practice in adult learning:

- Participants have clear purpose for attending the training
- It is based on needs assessment of specific knowledge, skills and attitudes required for implementation (or this is addressed within the training programme)
- It has SMART objectives
- It is targeted at a specific audience as identified in capacity building strategy
- It uses an experiential approach:
  - ❖ Participants are facilitated through a process of experience – reflection-conceptualisation and planning
  - ❖ Participants' own experience is acknowledged and used as a basis for learning
  - ❖ Participants construct their own knowledge and meaning from experience
  - ❖ Content relates to participants' existing roles, responsibilities and challenges
  - ❖ Participants can immediately begin to put into practice what they have learned
  - ❖ Participants take responsibility for their own learning
- Mechanisms for follow-up to training are built into the training event , e.g. action plans to be implemented, policy papers to be developed, research to be carried out, systems to be put in place
- Monitoring and evaluation (M&E) of expected outcomes is planned and budgeted as part of the training activity
- M&E results are integrated into new planning

### **STAGE 3: SUPPORT SUSTAINABILITY**

- Monitor and evaluate the implementation and impact of interventions in partnership with key stakeholders
- Put in place mechanisms to support shared understanding and lesson learning to a wider audience (national, regional, international)
- Develop local capacity to provide ongoing support

## **APPENDIX 11**

### **Staff Present - Evaluation of Commonwealth Secretariat Training Presentation of Draft Report**

**Friday 25<sup>th</sup> June 2010**

1. DSG Ransford Smith
2. Yogesh Bhatt, (SPED)
3. Kassum Abdullayev, (SPED).
4. Tyson Mason, (SPED)
5. Andrew Armitage (Economic Affair Division, SGGM)
6. Alice Cheung (GIDD)
7. Roland Charles (SASD)
8. Carrilus Odumbe (SASD)
9. Tim Newman (GIDD)
10. Chantal Chattopadhyay (GIDD)
11. Marianna Ellingson (SPED)
12. Anthony Ming (GIDD)
13. Pauline Campbell (GIDD)
14. Sujeevan Perera SASD – Trade
15. Mark Guthrie (LCAD)
16. Alastair Rabagliati (GIDD)
17. Cyrus Rustomjee (EAD)

## APPENDIX 12: DRAFT REPORT PRESENTATION

# Evaluation of Commonwealth Secretariat Training Programmes

25<sup>th</sup> June 2010

Philip Dearden and Jill Edbrooke

(Mary Surridge and Patt Flett)

Centre for International Development and Training  
University of Wolverhampton

## Some acknowledgements

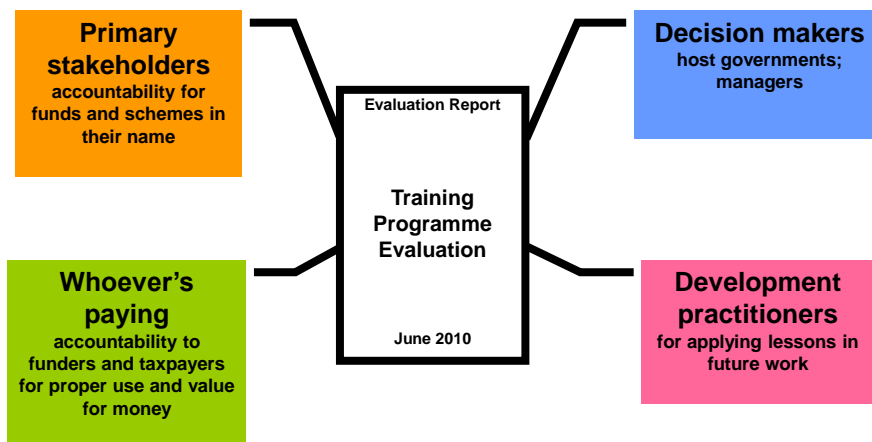


## Purpose of the meeting:

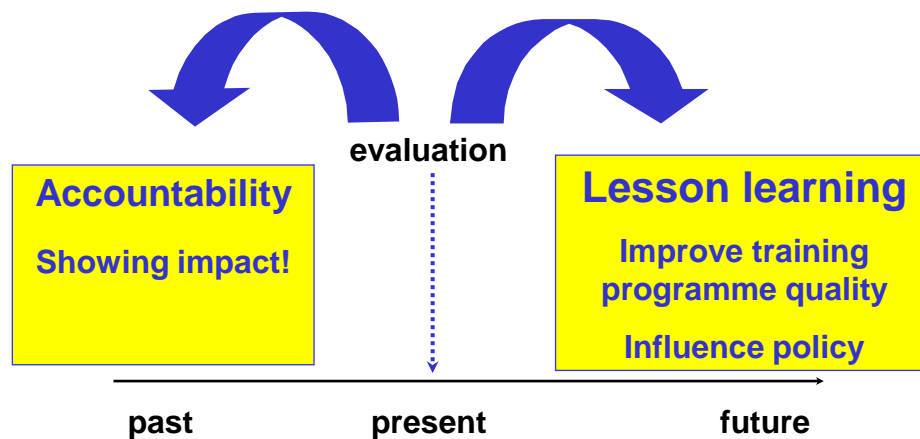
- To hear the feedback from the Evaluation Team members and understand their key recommendations.
- To discuss a number of possible Next Steps



## Who's the Evaluation for?



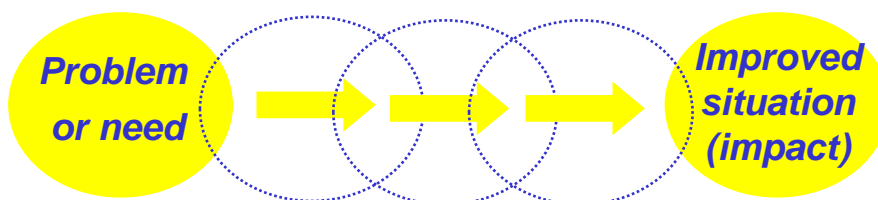
## Why Evaluate Training Programmes?



## Why Evaluate Training Programmes?

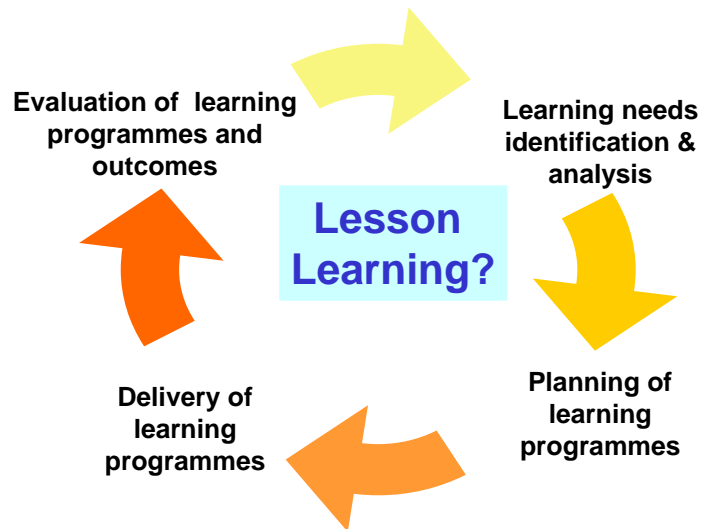
Is it simply that the initiative has made a difference?

**Here** → **There**



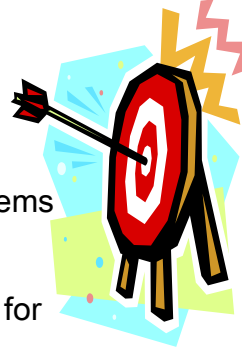
**TO DEMONSTRATE CHANGE....!!**

# The Training Cycle



## Objectives of the Study

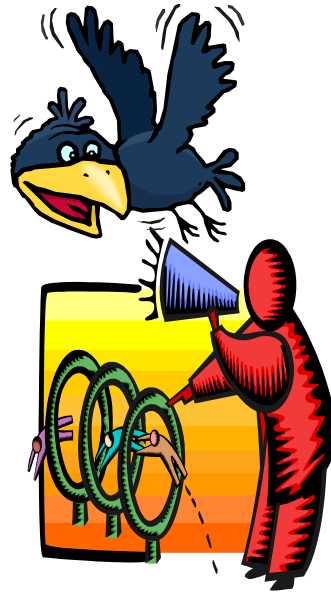
1. To review current thinking on the relevance, effectiveness and sustainability of training;
2. To examine the rationale, design and assessment criteria
3. To review management procedures and systems for quality control and performance reporting
4. To examine the criteria and information base for effective resource allocation and programme planning
5. To assess the efficiency of management controls, coordination procedures and contractual arrangements used in delivery of training programmes





## Phases of the Study

1. Desk review, through consultations, training data analysis, focus groups meetings, key stakeholder interviews, brainstorming sessions and reviews of documentation to look at Good Practice.
2. Inception Report submitted and discussed – Field Visits agreed with SPED.
3. Eight Countries visited, Botswana, Ghana, Kenya, Belize, Jamaica, Maldives, Malta and Singapore.
4. Further discussions on field work findings, Guidelines Developed and Final Report Preparation.



## Methodology

Facilitate self-reflection through:

- Face to face semi structured interviews
- Focus group discussions
- Telephone interviews
- Online discussion forum

Also:

- Evaluation Framework
- Document Review
- Country Case Studies
- Good Practice Analysis



## Analysis Paralysis?



No - huge amount of data/evidence to look at

No - it needed a lot of consultation if its going to be agreed/accepted.

No - learning, ownership, capacity development, are all very important.

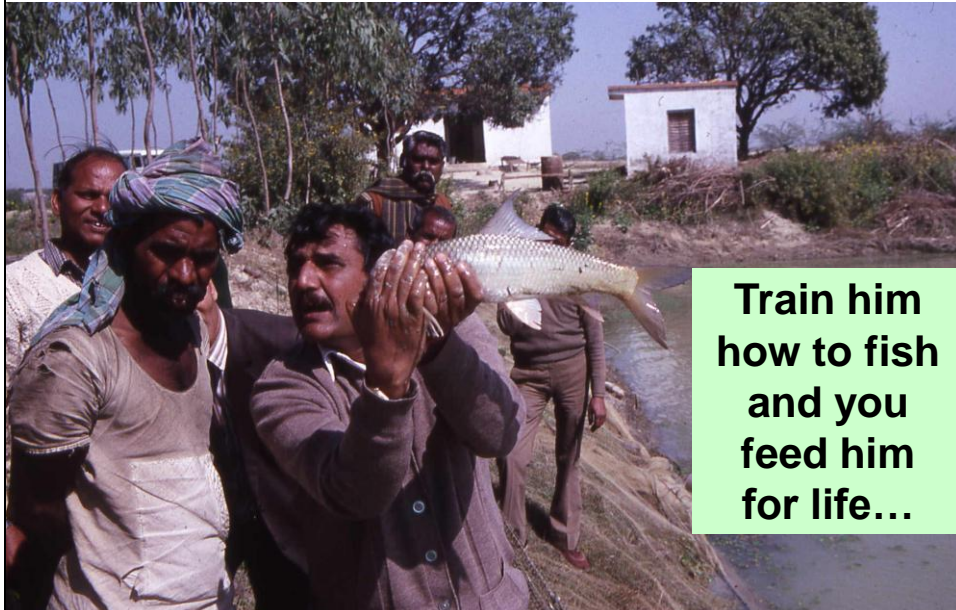
## Good Practice Guidelines

**Capacity development** involves much more than enhancing the knowledge and skills of individuals. It depends crucially on the quality of the **organisations** in which they work. In turn, the operations of particular organisations are influenced by the **enabling environment** – the structures of power and influence and the institutions – in which they are embedded.

**Capacity is not only about skills and procedures; it is also about incentives and governance.**

*The Challenge of Capacity Development: Working Towards Good Practice (OECD, 2006)*

**Give a man a fish and you feed him for a day.**



**Train him  
how to fish  
and you  
feed him  
for life...**

***Unless of course:***

**She already knows how to fish...**

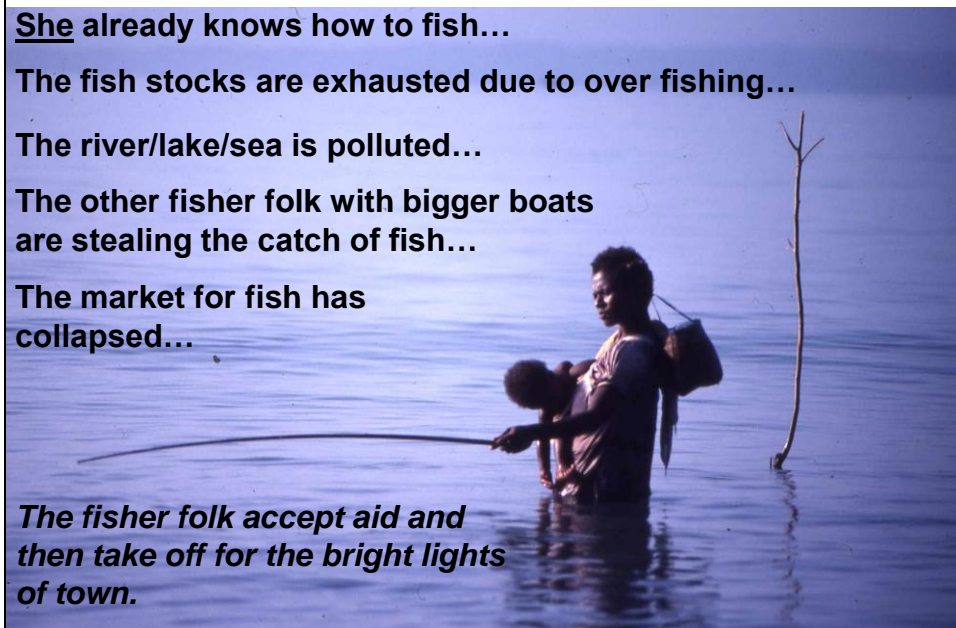
**The fish stocks are exhausted due to over fishing...**

**The river/lake/sea is polluted...**

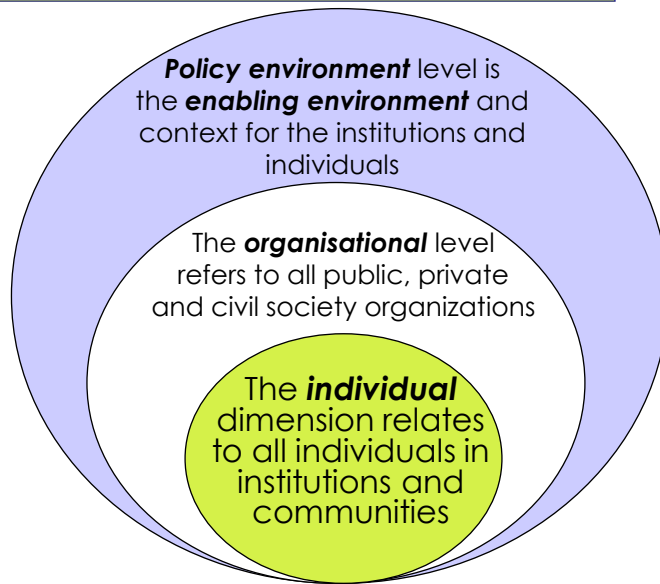
**The other fisher folk with bigger boats  
are stealing the catch of fish...**

**The market for fish has  
collapsed...**

***The fisher folk accept aid and  
then take off for the bright lights  
of town.***



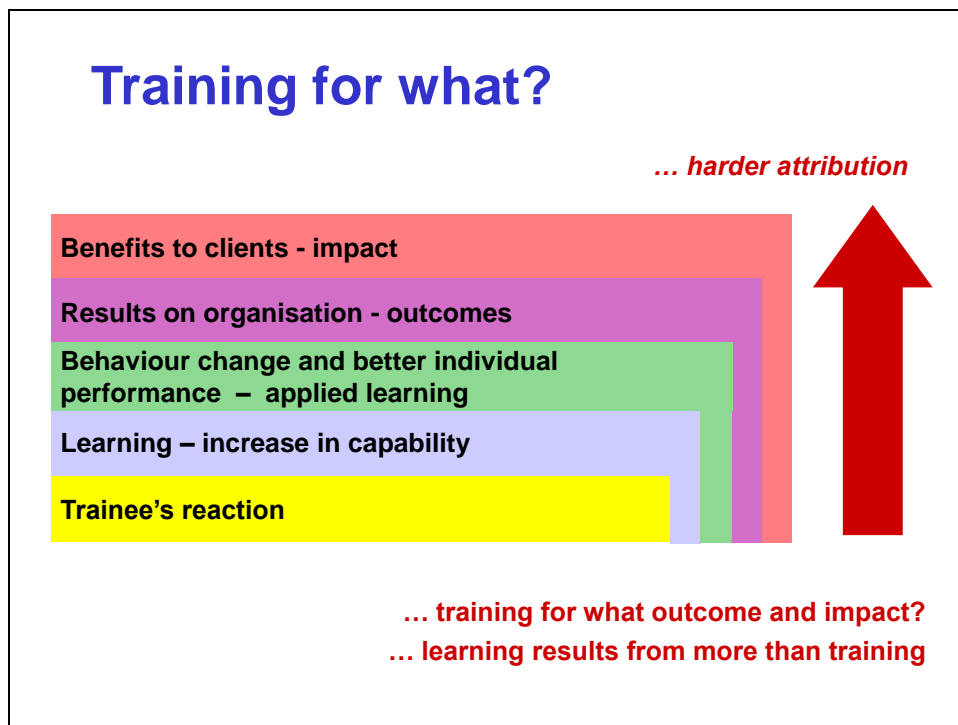
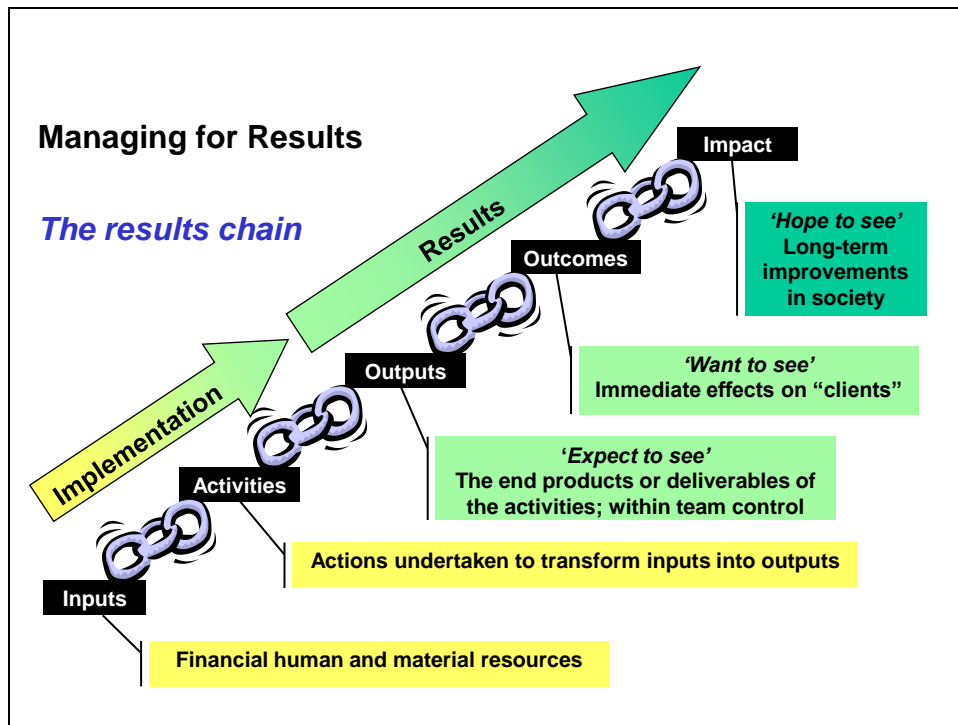
### The three key dimensions of Capacity Development



### Findings and 30 Recommendations

1. Institutional Issues
2. Communication
3. Budget
4. Needs Identification
5. Selection of Participants
6. Training Providers
7. Effectiveness of Training
8. Preparation for Training
9. Evaluation of Training
10. Cost Effectiveness/Efficiency
11. Sustainability
12. Outcomes and Impact





## The Way Forward

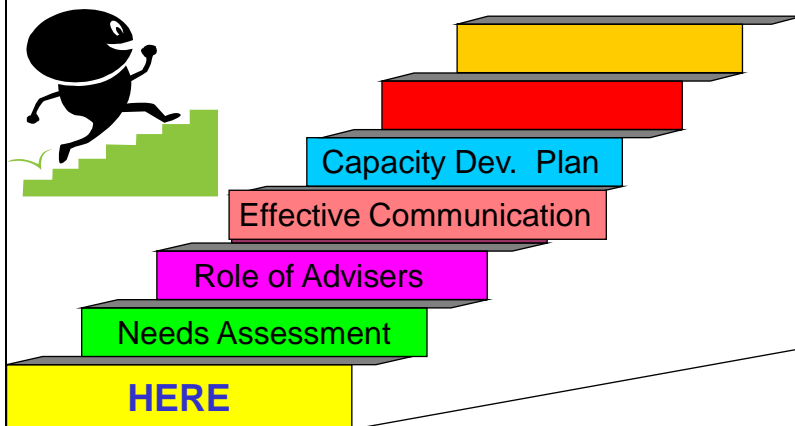
Stage 1 – Plan to meet identified Needs

Stage 2 – Provide Appropriate Support

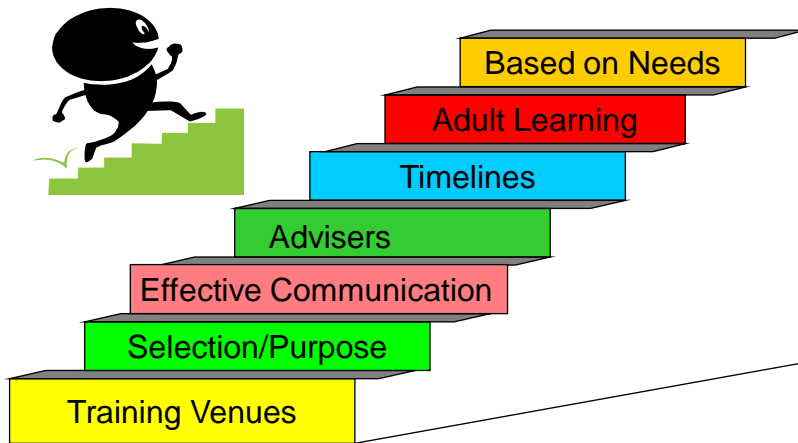
Stage 3 – Support Sustainability



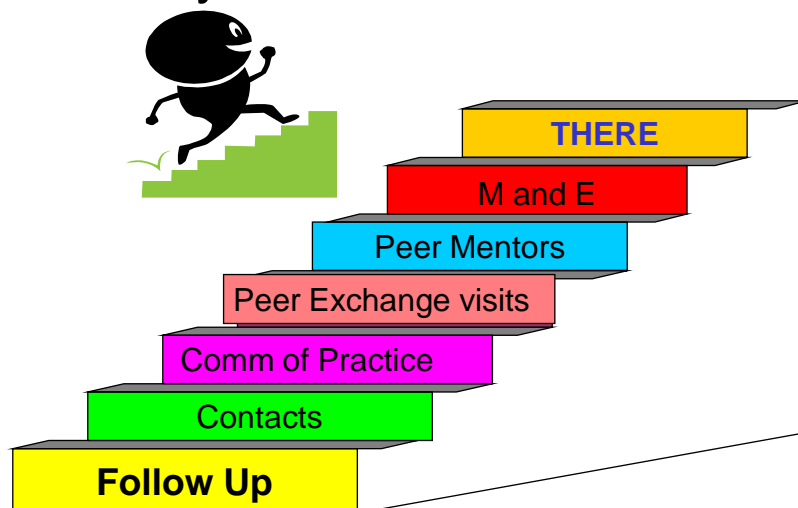
### Stage 1 – Steps- Plan to meet Identified Needs



## Stage 2 – Steps - Provide Appropriate Support



## Stage 3 – Steps - Support Sustainability



# Questions?

# Many thanks

[P.N.Dearden@wlv.ac.uk](mailto:P.N.Dearden@wlv.ac.uk)