Cost and Effectiveness Study of IIEP Training Modalities

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Acknowledgements

Executive summary

Background

The overall purpose of this study is to provide an evidence base for a better understanding of the relative cost of each of IIEP's regular training modalities and their effectiveness in terms of reach and depth of skills development. More specifically, the main objectives of the study are to:

- Identify training costs, and further split them into developmental, instructional, supervision, management and support costs.
- Indicate costs covered by IIEP and costs covered by trainees or external financing per training modality.
- Assess the effectiveness of IIEP's training for strengthening capacities in educational planning and management of individuals and institutions.
- Formulate recommendations, including options for how to rationalise the use of available resources across training offerings and how to improve the effectiveness of training modalities.

The study covers the Advanced Training Programme (ATP), the Specialised Courses Programme (SCP), the Education Sector Planning Programme (ESP) and the Distance Education Courses (DE). The costing part focuses on the 2012 calender year, while the timeframe for the effectiveness part covers a longer period with data from 2008 to 2012.

The study is primarily aimed at IIEP's senior management and should be seen as one of several inputs to the Institute's ongoing work to define its next Medium Term Plan. While the study includes a strong summative element to assess the costs and effectiveness of IIEP's training, its aim is primarily formative. This means that the aim of the study is to contribute to the development and further refinement of IIEP's training.

Main findings

Training costs:

- IIEP's total training cost is estimated at US$ 3.3 million for the calendar year 2012, of which the Advanced Training Programme (ATP) constituted 56% (or US$1.85 million). Across all training functions, course management constitutes the largest share of staff time-use and salary costs (approximately 40%), followed by instruction and assessment (around 20% each). Within ATP, it is the Memoir phase which constitutes the largest share (around 30%) of total ATP training staff time and salary costs, closely followed by the Specialisation phase.

- It cannot be said conclusively that face-to-face training modalities are more resource-intensive than distance training, or vice versa. The analysis offer differing results. In 2012, training staff spent around four times as much time delivering the Education Sector Diagnosis module remotely through the ESP than face-to-face under the ATP. By contrast, the course on Projections and Simulation Models was delivered with 50% more staff time

investment face-to-face than by distance. The higher cost of face-to-face training for the Projections course can be reasonably accounted for by the more rigorous learning outcomes expected.

- In 2012, IIEP's Distance Education courses yielded a negative net income flow to the tune of approximately US$350,000. Net income from the Specialised Courses Programme was positive (US$73,000), but only when SCP costs of course development, instruction and assessment were synergised with ATP's specialisation phase. When seen as standalone training modality, it too yielded a negative income flow (US$322,000).

Training effectiveness:

- Despite a near-doubling in the number of trained professionals in the last five years, the reach of IIEP's training remains limited in relation to the demand. This is particularly the case with regard to longer term training and the limited reach of training to countries outside Sub-Saharan Africa. The building of partnerships with national universities and training institutes through the Education Sector Planning programme has been a particularly innovative way through which the Institute has scaled up its training offer in recent years.

- IIEP's training offer is largely fit for purpose. Participants are in general very satisfied with the training offered by IIEP, with at least 97% or more rating their usefulness for work as 'high' or 'very high' across all training modalities. At the same time, one group of ATP trainees clearly finds the time schedule of the programme too intense, impeding reflection and effective learning. One in ten ATP trainees rate the pertinence of evaluation modes of the programme as low or very low, pointing to room for improvement in this area.

- While the results of the survey should be treated with caution, the overwhelming majority of the respondents in the survey conducted with heads of planning departments thinks that IIEP's training contributes to improved performance of their staff. All in all, 98% of the employers who responded to the survey 'agreed' or 'strongly agreed' with the statement that 'IIEP's training programmes are effective in helping people perform their jobs better' (41 in total). These employers clearly assess the impact of the ATP on staff performance as stronger than the distance and specialised courses. This is particularly the case with regard to capacity to improve work processes and tools used in the department, ability to organise and participate in strategic planning and in improved self-confidence.

- The survey findings from 34 heads of planning indicate positive effects of training on the performance of Ministries of Education (while six reported doubts). Yet it is less evident that firm conclusions can be drawn about the effects of IIEP's training on planning departments' capacity to function better. The two areas where IIEP's training seems particularly useful for organisational improvements are in fillling capacity gaps and in improving the quality of such products as plans, reports and statistics. Employers reported weaker effects on the translation of policy objectives into plans, the monitoring of the implementation of plans and professional recognition of planning departments within Ministries.

Recommendations

The study findings result in the following main recommendations for consideration by IIEP's senior management:

Recommendation 1: To take and communicate a clear decision on where the focus of IIEP's strategic development should lie. The study recommends that IIEP should shift its focus towards a more explicit and systemic linking of its regular training to organisational support. Closer strategic engagement with Ministry of Education sector capacity development plans offer the best prospects for responding to current trends of strengthening government ownership and ensuring that the capacity development impacts of IIEP's training of individuals are maximised. Such a shift brings with it the need to allocate significantly more resources to permit more 'before' (such as needs assessments) and 'after' (such as alumni network events and workplace projects) to be carried out, in order to increase the likelihood that learning will be applied.

Recommendation 2: To address the identified key weaknesses with the current training offer and rationalise the use of resources, including:

- Extending the reach of longer-term training by developing more partnerships with national training institutions and universities

- Strengthening the in-country phase of the ATP to make it more of an integral part of the ATP

- Re-considering the mode of evaluation of the ATP, and to some extent the ESP and lowering costs by simplifying the mode of evaluation of the ATP course modules.

- Providing a less dense schedule for the ATP residential phase, allowing more time for reflection and problem solving

- Providing more time for face-to-face training and meetings in the blended ESP

- Improving some distance learning facilities in the distance education courses

- Improving gender parity, in particular for the short distance education courses.

- Lowering costs by rethinking the ATP Memoir. Immense staff time is invested in assessment and supervision of the Memoirs; a rethink of the Memoir would include reconsidering the objectives of these research pieces and the nature of assessing them.

- Lowering costs by streamlining course management activities, including re-assessing the composition of committees and regularity of meetings, and other peripheral course management activities.

Recommendation 3: Develop a monitoring and evaluation strategy for IIEP's training offer for the next five years. It is recommended that such an M&E strategy is based on an explicit intervention logic which highlights the causal relationships linking IIEP's training of individuals to the Institute's core mandate of strenghtening the capacity of organisations and institutions to plan and manage their education systems. The study team sees a need for an even stronger evidence-base on how IIEP's training can further strengthen the planning and management capacity of Ministries of Education. The value of stronger evidence on the role of training for organisational improvements extends well beyond IIEP's own training activities. We think the Institute is uniquely well placed to take more bold initiatives in this area.

Recommendation 4: Improve the regular monitoring of IIEP's training activities, by:

a. Introducing a standardised system for classifying and monitoring course participants across all of IIEP's training modalities. At the moment, each staff member works more or less with her own system, making consolidated monitoring difficult. For instance, this includes using standardised ways (in one language) of classifying participants by country and gender.

b. Introducing a standardised set of core questions for participants' course evaluations. At the moment, there are significant variations across the Institute's training modalities (in particular between the SCP and other courses). The core set of questions should include exactly the same formulation of questions, as well as exactly the same assessment scales. At a minimum, this should include questions about the fulfilment of training objectives, usefulness for work, satisfaction with course content, teaching and learning material, course instructors, modes of evaluation and main strengths and weaknesses. "Yes or no" questions should be kept to a minimum.

c. Conducting a thorough costing exercise, similar to the present study, on a regular basis. A good starting point would be the methodology used for this study, supported by the costing spreadsheets and questionnaires developed for the study. A necessary prerequisite for the success of the next such exercise is efficient in-house data management. This includes up-to-date staff and non-staff cost data, as well as data on fellowships and number of fee paying participants.

d. Considering, in connection with the above the introduction of routine staff time recording as an indispensable aid to understanding staff costs, as well as a more detailed investigation of the various activities that contribute to course management and course support time to provide a clearer view of how time is currently used.[1]

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[1] For example, a one-off time use diary exercise with a cross-section of staff could provide invaluable insights into the composition of these broad and not clearly defined categories.

e.   Exploring the possibility of establishing a "benchmarking club" with a group of comparable institutions to facilitate the exchange of management information, in order to improve understanding of IIEP's cost profile, identify areas where process improvements or efficiency savings might be pursued, and provide a wider context in which to understand participants' course assessment scores.

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Abbreviations

ADM	Administrative Unit
ATP	Advanced Training Programme
BA	Buenos Aires
COF	Costs & Financing
DE	Distance Education
DOC	Documentation Centre
EAQ	Equity, Access and Equality
ESP	Education Sector Planning
GOM	Governance & Management
IIEP	International Institute for Educational Planning
IT	Information technology
OPM	Oxford Policy Management
PUB	Publication & Communications Unit
RTC	Regional Training Course
SCP	Specialized Courses Programme
TAS	Technical Assistance & Sector Planning
TEP	Training & Educational Programmes
UNESCO	United Nations Educational, Scientific and Cultural Organization

1 Introduction

The core mandate of UNESCO International Institute for Educational Planning (IIEP) is to strengthen the capacity of Member States to plan and manage their education systems. With five decades of experience in combining training, applied research, organisational support, networking and information sharing, IIEP holds a unique position in the world.

This study focuses on the training component of IIEP's work. While all of IIEP's activities aim to develop capacity, the professional training activities are one of the most direct ways in which the Institute strenghtens individual, organisational and institutional capacities.

1.1 Purpose and objectives of the study

The overall purpose of this study is to provide an evidence base for a better understanding of the relative cost of each of IIEP's regular training modalities and their effectiveness in terms of reach and depth of skills development. More specifically, the main objectives of the study are to:[2]

- Identify training costs, and further split them into developmental, instructional, supervision, management and support costs.
- Indicate costs covered by IIEP and costs covered by trainees or external financing per training modality.
- Assess the effectiveness of IIEP's training for strengthening capacities in educational planning and management of individuals and institutions.
- Formulate recommendations, including options for how to rationalise the use of available resources across training offerings and how to improve the effectiveness of training modalities.

Further details on the assignment are found in the Terms of Reference, see Annex A.

1.2 Scope of the study

The study covers the following training modalities regularly offered by IIEP in Paris:

1. The Advanced Training Programme (ATP)
2. The Specialised Courses Programme (SCP)
3. The Education Sector Planning Programme (ESP)
4. The Distance Education courses (DE)

In addition, the Regional Training Course (RTC) offered by IIEP Buenos Aires is included in the study to some extent.

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[2] The initial terms of reference for the study included a few more tasks, most notably a comparison of costs of IIEP training to costs of training programmes at similar training institutes. However, due to an expanded scope of the costing part and the limited time available for the study, it was agreed during the inception stage to limit the work to the above mentioned tasks.

The study's costing part focuses on the 2012 calender year. The timeframe for the effectiveness part covers a slightly longer period, including data from ATP and SCP training in 2010/11 and 2011/12 and ESP and Distance education courses from 2008 to 2012.

It is important to bear in mind that this is a study of IIEP's training activities and not of IIEP as a whole. One of the key characteristics of IIEP is the close linkages that exist between the Institute's different activities, including applied research, technical assistance and training. While the study pays some limited attention to the interlinkages of IIEP's different activities, it should constantly be kept in mind that the main focus of the study is on the Institute's training.

While the study includes a strong summative element to assess the costs and effectiveness of IIEP's training modalities, it should be stressed that the study team's approach is primarily formative. This means that the aim of the study is to contribute to the development and further refinement of IIEP's training offer.

1.3 Audience and expected use of the study findings

The study is primarily aimed at IIEP's senior management and should be seen as one of several inputs to the Institute's ongoing work to define its Medium Term Plan for the 2014-2018 period. More specifically, the study is expected to inform IIEP's own work with regard to:

- IIEP senior management's proposals to the Institute's Governing Board regarding the components of IIEP's future training strategy, including the relative investment to be made in each of the training modalities retained;
- The strategic resource allocation across IIEP's programmes and within the training component more specifically;
- IIEP's budgeting by providing realistic unit costs by training modality;
- IIEP's application for recognition of the ATP as a professional master's level programme;
- IIEP's future monitoring of the costs and effectiveness of its training offerings.

1.4 Structure of the report

This report is divided into five main chapters, prefaced with an executive summary including a synopsis of the purpose, objectives, main findings and options for the way forward. Chapter 2 presents the study approach and methodology used to achieve the agreed study objectives. The chapter also stresses the major limitations of the study. Chapter 3 provides a brief overview of IIEP's regular training offerings, including its objective and target audience. The main findings of the study are set out in chapter 4, focusing on the costs and effectiveness of the Institute's training modalities. Chapter 5 provides a conclusion and offers a core set of recommendations designed to help IIEP reflect on possible ways of taking its training component forward.

2   Overview of IIEP's training offer

2.1   Training objectives

Weak planning and management skills in developing countries are widely recognised as one of the key constraints for fulfilling the Education for All goals and the Education Millennium Development Goal. In this context, IIEP has defined the following strategic objectives for its training and organisational support for the 2008-2013 period:

Member States will be able to draw on an expanded pool of educational planners and managers, and on empowered national institutions and other organizations, for design, implementation and monitoring of education policies and plans (UNESCO-IIEP, 2007).

With its long-standing tradition in offering professional training, several previous evaluations have pointed to the high relevance of IIEP's training activities for strenghtening planning and management capacities in developing countries. Notably, a thorough evaluation of IIEP from 2006 concluded that:

IIEP has made important developments in its training programme during the evaluation period, including the establishment of its Master's programme. Its Advanced Training Programme and Regional Course are highly regarded and are found to have had important direct impacts on former traineees as well as downstream impacts on member state capacity in the field of educational planning and management (Davis and Mutch, 2006)*.*

2.2   IIEP's training modalities

To fulfil its training objective, IIEP's regular training offering consists of the following modalities:

1. The Advanced Training Programme (ATP)
2. The Specialized Courses Programme (SCP)
3. The Regional Training Course (RTC) for Latin American professionals
4. Distance Education Courses
5. The Education Sector Planning (ESP) Programme

In addition, IIEP has in recent years organised several short summer schools in Paris on 'burning topics', as well as a number of tailor-made intensive training courses at national, regional and international levels. Table 2.1 provides an overview of some basic features of IIEP's regular training modalities. While the modalities differ on such aspects as course length, mode of delivery, geographical scope, fees and content, they clearly also share some common characteristics. In reviewing the main documents in which IIEP presents its courses, the following core features appear across all training modalities:

- IIEP is a training provider in a niche market
- IIEP provides professional training
- IIEP targets middle- and senior level ministry officials

- IIEP aims to strenghten individual, as well as institutional capacities

Table 2.1   Overview of IIEP training modalities

	Advanced Training Programme (ATP)	Regional Training Course (RTC)	Specialised Courses Programme (SCP)	Distance Education Courses (DE)	Education Sector Planning (ESP)
Administrative details					
Annual number of course participants, (2010/11-2011/12 average)	32	22	103	379 (6 courses min 50 people each)	85
Year started	1965	1998	1996	Expanded in 2008	2008
Length of Course or Programme	10 months	4 months	2 weeks per course	8-12 weeks	11 months
Tuition Fees	No fees	$4,500	$2,000	$500	No fees
Funding sources	Fellowship for living costs. Subsidy from IIEP core funding	Fellowship for living costs, run on a cost-recovery basis	Participants to arrange funding for return air fare, accommodation and living expenses in Paris (min €100/day). IIEP core funding.	IIEP core funding	External funding
Course/Programme Characteristics					
Language	English and French in the same course	Spanish	English or French	English or French	English
Delivery mode	Face-to-face	Blended	Face-to-face	Distance	Blended
Self-study	●	●			
Common Core	●	●			●
Specialised Courses	●		●	●	
Memoir	●				

The Advanced Training Programme (ATP)

The ATP is the oldest and most well known of IIEP's training modalities. It started in 1965 and has trained more than 1,500 education planners and managers, of which a substantial number have been appointed as Ministers of Education or have become Heads of Planning Departments and other senior positions. The ATP aims to develop leaders in education planning and management through a ten-month professional training programme. The programme is bilingual and is delivered in English and in French. Since 2002/03, the ATP has been designed as a programme at Master's level. More specifically, the programme aims to:

- Offer an understanding of theories and approaches to educational planning and management.
- Strengthen skills and competencies in education policy analysis, sector diagnosis, plan formulation, implementation, monitoring, and evaluation.
- Develop competencies in strategic management and leadership in education.

- Strengthen skills and competencies in using educational planning and management techniques and tools, including information systems.
- Foster personal development through the acquisition or reinforcement of generic competencies and abilities (IIEP, 2012).

To be eligible for the ATP, candidates need to have at least a bachelor's degree and at least three years working experience in education planning and management. In the selection process, IIEP also pays close attention to the individual profile of each candidate and their potential to become an agent for change for improving the functioning of their education systems. To promote gender parity (women are under-represented), IIEP gives preference to women when candidates have equal levels of qualifications.

The programme consists of three phases; a one month in-country self-teaching phase, a common core phase and a specialization phase. Throughout the ATP, the participants are also required to carry out an individual research project, which is submitted as a thesis/memoir at the end of the nine month residential period in Paris. Figure 2.1 provides an overview of the structure and courses of the ATP. After each course, participants are assessed through tests, individual assignments and evaluation of group work.

The Specialized Courses Programme (SCP)

Each year, IIEP offers eight short face-to-face courses in specific areas of education planning and management at the Institute in Paris. The aim is to strengthen participants' knowledge and skills in key planning and management themes, tools and techniques. For the list of courses provided, see Figure 2.1.

The Specialized Courses Programme[3] has existed since 1996 and gives access to the Advanced Training Programme's specialization phase for a larger number of participants than only the ATP participants. The SCP is thus integrated into the ATP, with ATP and SCP participants joining the same courses. Each course lasts for two weeks; in 2012 the SCP had a total of 101 course participants.[4] The courses target a wider audience than the ATP, including not only professionals and future leaders from Ministries of Education and similar institutions, but also education professionals from NGOs, multilateral and bilateral agencies, as well as specialists from training institutions and universities. The same kind of assessment are used to assess the SCP course participants as for the ATP participants, including tests, written assignments and group work. Unlike the ATP, a fee of €1,500 (US$2,000) is charged for each SCP course.[5]

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[3] formerly called the Visiting Trainees' Programme

[4] A substantial number of participants take several SCP courses.

[5] UNESCO staff do not pay fees.

Figure 2.1   ATP structure and courses
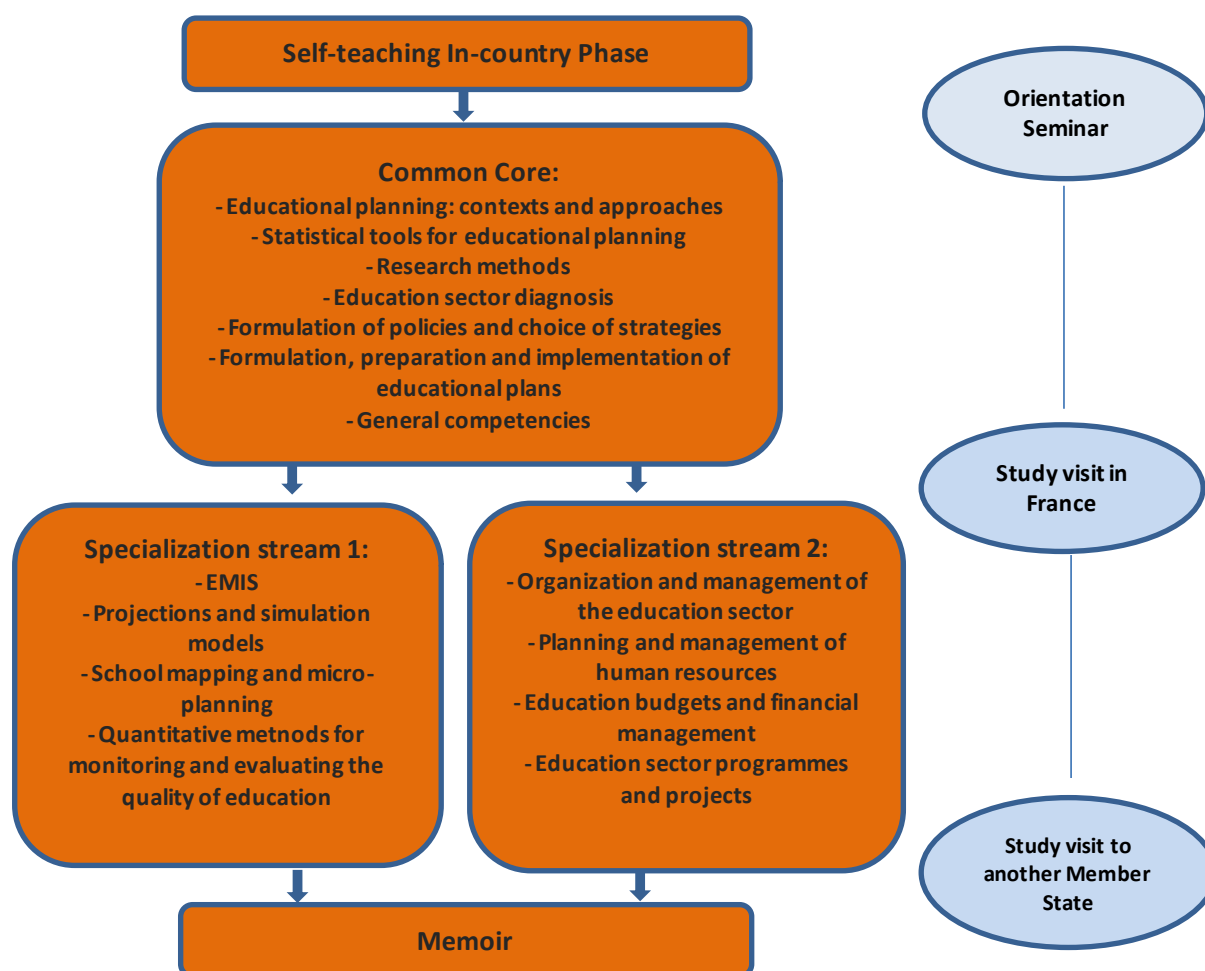
Source: (UNESCO-IIEP, 2012a).

The Regional Training Course (RTC)

The Spanish-language RTC was established in conjunction with the opening of IIEP's office in Buenos Aires in 1998. The RTC is a four- month course provided once a year for Latin American professionals in education planning and management. A total of 357 professionals have been trained in the programme since 1998. The course corresponds approximately to the common core of the ATP, but is strongly adapted to the Latin American context. One notable difference to the ATP is that the RTC is provided on a cost-recovery basis and charges a tuition fee of $4.500.[6]

So far, the RTC has consisted of one month of distance training, followed by three months face-to-face training at the Institute in Buenos Aires. However, for the 2013 RTC, IIEP BA plans to extend the distance phase and shorten the residential phase from thirteen to nine weeks. The aim is to keep the same content, but to modify the structure of delivery. The main reasons for these changes are increased living costs in Buenos Aires in recent years, as well as feedback from some earlier participants that the three month residential period is too long.[7]

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[6] It should however be noted that not all RTC participants pay the full tuition fee.
[7] Interview with Margarita Poggi, head of the IIEP Buenos Aires office

Distance Education Courses

IIEP launched its first internet-based course in the mid 1990s. Yet it is only recently, since 2008, that the Institute has substantially expanded its distance education offer. In 2012 alone, IIEP offered five short courses of about two months each, enrolling a total of 264 participants[8]

One essential element of IIEP's distance education is that participants apply and are organised in national teams. The purpose of this instructional model is to encourage not only individual but also organisational capacity development. The courses are practice-oriented and participants use relevant statistics and documents from their national settings in study exercises. Participants are expected to devote five to eight hours per week for the training. The courses target middle- and senior-level professionals in public sector institutions involved in education sector planning and management at central and decentralised levels, as well as researchers and teachers in universities and other public institutions. Upon successful completion of the course, all participants receive a certificate of attendance. There is also the possibility for participants to be assessed individually. After successful completion of this optional individual assessment, IIEP delivers an IIEP course certificate (UNESCO-IIEP, 2012b).

The Education Sector Planning (ESP) Programme

The purpose of the 11 month blended ESP Programme is to strengthen capacities in Ministries and other relevant institutions to prepare education policies and plans, and monitor their implementation. Since 2008, the ESP has been conduced twice in six African countries (Ethiopia, Ghana, Kenya, Malawi, Tanzania and Uganda) and is currently offered to three countries in Asia (Indonesia, Thailand and Viet Nam). To date the ESP has only been offered in English.

The ESP mixes distance mode and face-to-face training. It is organized in partnership with national training institutions in the participating countries, thereby aiming to strengthen national capacities to cater for their own training needs in the medium to long term. Participants continue to work during the training period and should in part be freed by the employer from their regular work duties to participate in the training. In terms of course content, the ESP corresponds approximately to the common core of the ATP. Upon successful completion, participants receive a course certificate.

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[8] The 2012 short distance courses were i) Reforming school supervision ii) Projections and simulation models iii) Financial management and budgeting iv) Education planning for conflict and disaster risk reduction v) Using indicators in the planning of higher education. Courses are offered either in English or French, with some courses alternated.

3   Study approach and methodology

This chapter presents the study's methodological approach. The assignment started with a short inception phase in early December 2012, followed by data collection, data analysis and report writing from mid December to mid February 2013.

Of particular importance is to note that the assignment is defined as a cost *and* effectiveness study, as opposed to a cost-effectiveness study. The terms of reference explicitly states that IIEP is not interested in determining the cost-effectiveness ratio of its different training modalities. Consequently, the study has been carried out through the following distinct pieces of work:

- A costing part, including identification and analysis of the costs of the training modalities regularly offered by IIEP.
- An effectiveness part, assessing the effectiveness of IIEP's training in terms of reach and depth of learning.

3.1   Intervention logic

Establishing the explicit or implicit intervention logic by which any programme is intended to achieve its objectives is an important first step in evaluating its effectiveness. IIEP appears to have paid limited attention to developing an explicit intervention logic for its training offering. While the Institute's 2008-2013 Medium Term Plan includes some implicit elements of such an intervention logic, the study team has found it useful to bring in, and base its work on, the generic intervention logic of training programmes presented in Figure 2.1.[9] Most importantly, this intervention logic shows the main assumptions and causal relationships linking IIEP's training of individuals to the Institute's core mandate of strenghtening the capacity of organisations and institutions to plan and manage their education systems. The use of this intervention logic throughout the data collection, data analysis and drafting stages has proved valuable for the study team's framing and steering of the work.

As well as demonstrating how training contributes to organisational development and institutional strengthening, the model indicates the risks to which training interventions are prone at key points in the causal chain, and suggests relevant questions on which evaluations of training effectiveness should therefore address. It also links this depiction of the causal chain to the familiar Kirkpatrick model of training evaluation, which is discussed in Section 3.3 below.

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[9] This intervention logic was developed within the framework of OPM and SIPU's evaluation of Danida's Fellowship porgramme in 2012, but is found to be applicable to IIEP's training as well.

Figure 3.1   Generic intervention logic of training programmes

Causal chain

Training → Individual competence:
- Knowledge
- Skills
- Attitudes

resulting in →

Improved task performance *or*

Organisational restructuring *or*

Organisational systems improvement *or*

Institutional strengthening *or*

…….etc etc

Risks

- Purpose of training is not well defined
- Wrong participants are selected: insufficient
  - Skills/ knowledge
  - Motivation
  - Opportunity to apply learning
  - Power to bring about change

Training delivery is poor:
- Unclear objectives
- Inadequate materials/ facilities
- Inappropriate design
- Weak presentational skills
- Learning process poorly facilitated

Learning outcomes are:
- Not relevant to objectives
- Not retained by individuals
- Not retained within organisation
- Not utilised to bring about change in practice

- Impact of training is not evaluated
- There is no feedback to planning, design and delivery of training

Evaluation questions

- **WHY** was the training run?
- **WHO** was selected, **BY WHOM** and **WHY**?

- **HOW SATISFACTORY** was the learning experience?
- **HOW APPROPRIATE** (fit for purpose) were the methods used?
- **WHAT** was learned and **HOW** was learning assessed?

- To **WHAT EXTENT** was learning
  - applied by the individual?
  - utilised by the organisation?
- In **WHAT** ways?

- **WHAT** changes resulted from the training?
- **HOW MUCH** did the training contribute to the achievement of capacity development objectives?

Kirkpatrick level

1. Reaction
2. Learning

3. Behaviour

4. Results

3.2 Costing part: data and methodology

Based on the study's terms of reference and further discussions with IIEP's senior management, the following costing tasks were prioritised:

- First—identify, across various training programmes, costs incurred during course development, instruction, assessment & supervision, course management, and course support. This analysis will include both staff and non-staff costs. The former includes Documentation, Publication & Communication, and Administrative units.

- Second—understand whether residential training modalities are necessarily more 'expensive' than distance learning. This analysis will consider common modules/courses offered through more than one modality and compare their relative resource intensity especially in terms of staff time use and staff costs.

- Third—to provide an analysis of IIEP's income from training fees from the fee-paying modalities, SCP and DE.

Towards this end, two types of cost data were primarily collected for the costing study: staff and non-staff cost data.

Figure 3.2   Type and sources of cost data
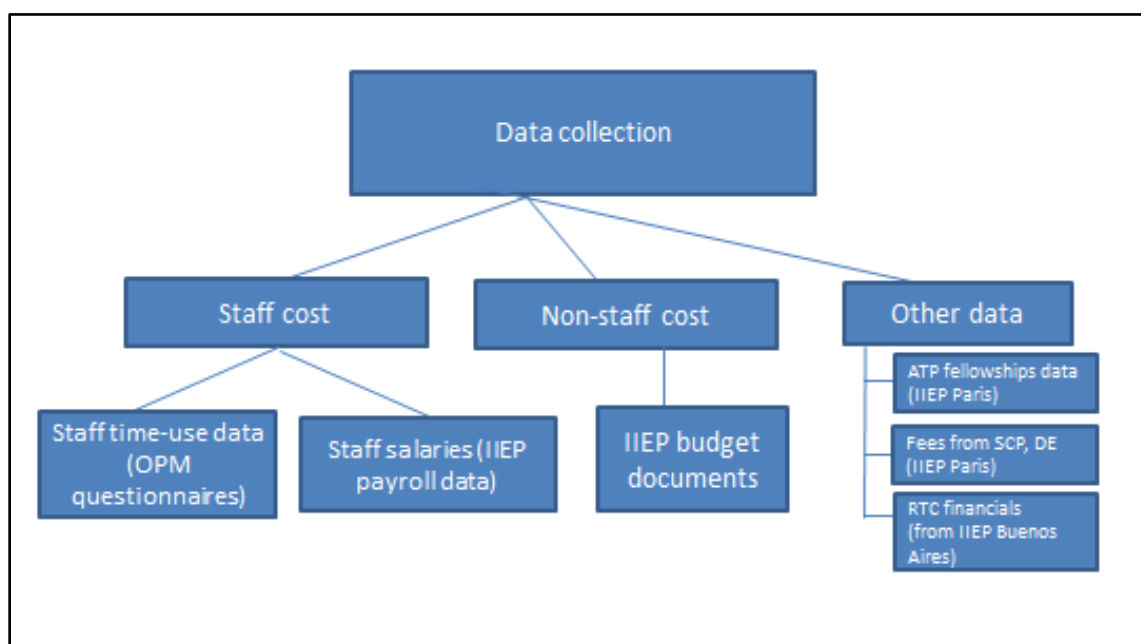
3.2.1 Staff time use

To ascertain staff costs and then apportion them to relevant training modalities, we needed data on time spent by staff members on various training activities and their annual remuneration.

3.2.2 Training staff

All staff members engaged in training activities were sent a time-use questionnaire by OPM (Figure 3.3). This amounted to 38 staff respondents spanning the following teams:[10] Governance & Management (GOM); Equity, Access and Equality (EAQ); Costs & Financing (COF); Training & Educational Programmes (TEP); and Technical Assistance & Organisational Support (TAS). The questionnaires were anonymised to the extent that respondents were only asked to provide their staff ID numbers and staff grades so that completed questionnaires could not be linked by the study team to individual staff members (including 4 assistants in the TEP team, and 8 assistants in other teams).

Each of these training staff members were requested to disaggregate the total days spent on teaching and teaching-related activities into various training functions (i.e. course development, instruction, assessment and supervision, course management, and course support) and training modalities (ATP, SCP, ESP, DE, and a residual category for all other training-related activities which cannot be categorised in any of the above modalities). Table 3.1 lists the training functions and their descriptions (as referred to in the questionnaire). Training staff were also encouraged to incorporate optional qualitative comments to support the training days mentioned by them in the survey.

Table 3.1   Descriptions of training functions

Training function	Description
New course development	Defined as the series of activities and related inputs linked to the preparation of training materials, tutorials, assessments instruments, etc.
Instructional time	Defined as total input expended to interact with training beneficiaries within class (this will also including time spent preparing for classes)
Assessment and supervision time	Defined as total input expended to support or coach participants in the preparation of their assignments (e.g. assessment of ATP memoir including time spent in defence sessions as supervisor or internal examiner; discussion with participants after classes)
Management time	Defined as total input expended to ensure adequate organisation and delivery of training activities, and coordination between the pedagogical teams, instructors and the training support team.
Course support	Defined as total input expended to administer training programmes, conduct administrative transactions, publications, etc.
Other training-related activities	Time not suitably classified under any of the five categories above (e.g.: time spent in ATP selection committee; training staff meetings; informal course discussions, etc.). Respondents were requested to use this category sparingly.

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[10] SACMEQ staff members hosted in Paris who do not fulfil IIEP functions were not included in the survey frame. Some staff members in Documentation and Publications teams who undertake teaching activities were also administered the time-use survey.

Figure 3.3   Training staff time-use questionnaire: anonymised sample

Costing and Effectiveness Study of IIEP Training Modalities: Staff Time Use Survey 2012								
Staff ID/name:								
Staff grade	P1							
	New course development		Adapting existing courses		Instruction	Assessment/ supervision	Course management	Course support	Total
	Designing new courses	Designing new material	Adapting old courses	Adapting old material					
ATP Common Core					6	3	2		11
ATP Specialised/SCP		2			14	6	2		24
ATP Memoir					6	16			22
ATP In-country						1			1
ATP Country Visit									0
ATP International Visit									0
Other ATP activities							1.5		1.5
Other SCP activities									0
ESP		3			10	20	2	4	39
DE				1.5			1.5	1	4
Other training-related activity		5							5
									107.5

What the staff time-use survey meant by "total days spent on training and training-related activities" needs clarification here. During the study team's visit to IIEP Paris in December 2012, it was mutually agreed that the study would attempt to capture *all* the days devoted by training staff to various training-related activities. In other words, while completing the survey, staff members would indicate the number of days devoted to training inclusive of after-hours and weekends worked. Thus, the denominator for calculating percentage of staff time spent on training activities would be 366 days for 2012 rather than the official 251 working days as per the IIEP calendar. However, this instruction was not adhered to evenly in completing the questionnaires – whilst some training staff had completed their time-use survey for the entire 366 days, others had done so with 251 working days as the upper limit. Clearly proceeding with these irregularities would affect the accuracy of cost estimates. To resolve this discrepancy, training staff were requested to clarify whether they had counted their days on a 366 or 251 day basis. Using this information, each respondent's training days was then brought to a common denominator of 251 official working days.

We understand that disaggregating a year's worth of training time into nuanced training functions and modalities was a considerably difficult task for staff members. This was particularly so because it was the first time, as we understand, that staff were requested to undertake such a detailed time-reporting exercise. Creditably, all 38 training staff members returned the time-use survey duly completed.

3.2.3 Additional time-use questionnaire

At the suggestion of the IIEP Steering Committee overseeing this study, an additional time-use survey was sent out to assess the comparative time investment in modules taught across two or more modalities. In other words, training staff who taught the same module across two modalities (say, ATP and DE) were requested to report the relative time-use under the two formats.

Training staff suggested two modules for this exercise: (1) Education Sector Diagnosis (EPC 204) taught by three training staff[11] in the ATP's Common Core phase as well as ESP; and (2) Projections & Simulation Models: Methods and Techniques (EPA 302) taught by three training personnel[12] in the ATP Specialisation phase/SCP and DE.

3.2.4 Staff remuneration and grade

In addition to staff time-use data, staff remuneration data were needed to apportion their staff cost to IIEP (this is explained in detail in Section 3.2.8 below). Staff remuneration and grade data were procured directly from IIEP's Costs & Financing (COF) team (Table 3.2).

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[11] Two P4 training personnel and one P1 personnel

[12] One P3, P4 and P5 personnel each

Table 3.2   IIEP staff remuneration by grade

Professional staff grades	Annual salaries (US$)	General service staff grades	Annual salaries (US$)
Directors	241,500	G7	106,500
P5	208,200	G6	99,100
P4	171,900	G5	85,900
P3	138,400	G4	86,700
P2	115,600	G3	71,300
P1	110,600		

Note: Annual salaries include allowances and social contributions. The data in this table have been provided by the Costs & Financing Team at IIEP

3.2.5 Non-training staff

Staff members in IIEP's Administrative, Documentation, and Publications and Communications units offer indispensable training support to the Institute. The total personnel headcount in these units is approximately equal to that of training staff members (34 staff members in non-training roles versus 38 training personnel) and is expected to be a substantial cost to IIEP in terms of staff remuneration. However, the time-use survey was not administered to members of staff who were not engaged in training (teaching staff and their assistants).

During the study team's visit to IIEP Paris in December, it was amply established through interviews with non-training staff that the nature and range of duties conducted within non-training units is not amenable to detailed disaggregation by modality. For instance, a staff member in the Documentation unit may spend a considerable amount of time ordering and cataloguing books which are then accessed by participants and staff members for various modalities. The time spent by the documentation staff cannot be readily disaggregated and attributed to various modalities.

To address this issue, data gathered from the time-use surveys for training staff is used as a proxy to apportion non-staff training time to various modalities.[13] In other words, on average, if staff members demonstrated that 40% of their total training time was spent on the ATP, this information was used as a proxy for apportioning non-training staff time to the ATP. We discuss rationale for adopting this method in more detail in Section 3.2.8.

3.2.6 Non-staff costs

Data on non-staff costs (such as consultants' fees, printing, translation, interpretation, IT support, and publications and communications) were procured from three sources. The Costs & Financing (COF) unit provided total non-staff expenditures for 2012. These included line items specific to modalities (such as ATP administration costs) and also several uncategorised line items such as IT support and general administration. Apportioning criterion for uncategorised non-staff items is explained in Section 3.2.8.

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[13] The Head of the Publications and Communication unit volunteered to provide us with time distribution data (by modality) for personnel under her line management. For this unit, we did not use the apportioning by proxy method.

Further, the Training & Educational Programmes (TEP) unit provided detailed ESP costs (which were not included in the non-staff expenditure data provided by COF) including value of contracts with external, in-country institutions and general administration expenses. These were directly fully attributed to the ESP cost centre in our calculations.

3.2.7 Other data

Additional cost data were procured from the following sources:

- The IIEP team based in Buenos Aires provided data for unit cost per trainee of the Regional Training Course (RTC). No further disaggregation or apportioning was performed on this data.

- The Administrative unit also provided data on:

  - Income from training fees for SCP and DE participants

  - Fellowship data for each ATP participant in the 2012-13 cohort

In sum, a substantial and elaborate data collection process spanning more than two months was undertaken to arrive at cost estimates that are as accurate as possible. The data were detailed and the sources varied. Nonetheless, and needless to say, there are obvious limitations to the data and we discuss these in Section 3.4.

3.2.8 Costing methodology

Training staff time use:

As mentioned above, through a time-use survey, each training staff member's time disaggregation in terms of days spent, modality and training function was obtained. We also had staff grades and total remuneration figures.

Step1: First, each training staff member's days (by modality and training function) were converted to a percentage of the official working days in 2012. For instance, as in Figure 3.3, if a staff member reports having spent 6 days for instructional time under the ATP Common Core, these days would translate to 6/251 or approximately 2.4%.

Step 2: Then, these percentages were simply multiplied with each staff member's annual salary to obtain the share of staff remuneration attributable to modality and training function.

Thus, using these two simple steps, training staff costs at a number of levels were obtained: share of training costs in each staff member's annual remuneration; total training staff costs by modality, and further by training function within each modality; and finally total staff costs by training function.

As a result, the costing results (detailed in Section 4) can be represented along several dimensions. For instance, we can ascertain the total cost of ATP, as well as cost by ATP components (Common Core, Memoir etc.) but also look at the costs purely from a training function point of view and ascertain how much instructional time costs as a share of total IIEP training costs. Further, we can also disaggregate training time-use by staff in various

units. Thus, in Section 4, we have separated TEP and Non-TEP staff time-use to understand differences in their activities by modality as well as training function.

Non-training staff time and non-staff costs:

As mentioned above, time-use surveys were not administered to non-training members of staff.

The Publications unit voluntarily provided time-use breakdowns by modalities and these were multiplied by staff's annual remuneration. However, for Documentation and Administration units, an activity-based apportioning was carried out whereby training staff-members' average time spent on overall training and each modality in particular were used to attribute non-training staff costs to various modalities. Specifically, the following steps were followed:

Step 1: First, we computed from the time-use surveys that the median[14] percentage of time spent by staff on training (out of total 251 working days available) is 19.7%. By multiplying each staff member's salary by this percentage, we obtained their shares of staff costs attributable to training. **Step 2:** This salary share was then further disaggregated and apportioned to the various training modalities. The proxy apportioning percentages were obtained from the average time spent by training staff per modality.

For instance, a staff member in the administrative unit with an annual remuneration of US$100,000 would have 19.7% of this amount or US$19,700 attributable to training activities. The average percentages of time spent by training staff across all modalities is then used to apportion the US$19,700 to various modalities.

Uncategorised non-staff costs such as general administration, IT support, etc. were also apportioned using the same apportioning percentages.

In sum, a mixture of top-down and bottom-up approaches has been used to arrive at IIEP's total and unit costs for training. The bottom-up approach was applied to ascertain the total cost of training, by aggregating the various components of training costs (training and non-training staff costs, and non-staff costs), starting from training staff members' individual salaries and time-use across modalities. Under the top-down approach used for non-training staff and non-staff costs, we have used an activity-based approach[15] for apportioning total non-training staff costs and non-staff costs to individual training modalities to finally arrive at unit costs of training by modality. Based on this mixed approach, we have arrived at detailed estimates of training costs by staff (both training and non-training), modality (ATP, SCP, ESP and DE) and training function (course development, instruction, assessment, course management and support).

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[14] Median, rather than mean, was chosen due to wide variation in time spent on training among survey respondents which ranged from 1.2 to 97%.

[15] Training staff's pattern of time-use distributed over various training modalities and training functions was used to derive apportioning averages for non-training staff and non-staff costs.

3.3 Effectiveness part: data and methodology

The question of training effectiveness is extremely large and challenging to assess if left in such broad terms. To make the analysis of effectiveness manageable, it needs to be broken down into a smaller number of more specific proxies. In accordance with the TOR, the effectiveness part of the study assesses IIEP's training offer in terms of its *reach* and *depth*. More specifically, the study focuses on:

1. *An analysis of the extent to which IIEP's training modalities reaches its intended beneficiaries.* This includes an assessment of whether IIEP's training reaches its intended target audiences, and of the Institute's scaling up of its training offer in recent years.

2. *An analysis of the extent to which IIEP's training modalities achieve their objectives in terms of developing capacities of individuals and organisations.*

   Kirkpatrick's well established four-level model for evaluating training is used to assess the effectiveness of IIEP's training programmes (Kirkpatrick and Kirkpatrick, 2009). This includes examining the following four generic questions:

   - **Level I: Reaction - Did participants like the training?** – This level investigates the extent to which participants react favourably to IIEP's training.
   - **Level II: Learning - Did participants learn?** Were the intended learning outcomes achieved by IIEP's training modalities?
   - **Level III: Behaviour - Are participants using what they learnt?** To what extent was learning applied by the participants when they were back on the job?
   - **Level IV: Results - Is the training having an effect beyond the individual?** Assesses the extent to which targeted outcomes occur as a result of IIEP's training and subsequent reinforcement.

It is worth noting that although IIEP's training programmes differ in scope, content and learning objectives, the team finds it, within certain parameters, feasible and appropriate to compare their relative effectiveness. One of the strengths of the Kirkpatrick model is precisely that it provides a tool to evaluate the effectiveness of different types of training in relation to a common set of variables; hence, the results attained by each programme become comparable across training modalities.[16]

The study's effectiveness part has used a mixed set of methods, including:

Review of relevant documentation

To gain an understanding of the main features of IIEP's training modalities, the work has included an important element of document review. This has also included a review of key findings from previous evaluations of IIEP and its training activities. The aim has been to make a maximum use of already existing information related to the study questions.

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[16] This is in contrast to an evaluation of training programme content, where it would be necessary to compare training programmes with similar content and objectives.

Data analysis

To provide an overview of course participants and assess learning effectiveness, the study has compiled, harmonised and analysed already existing quantitative data from IIEP. The three main sources for this analysis have been data on participant characteristics (including a relatively large number of disparate variables), participants' course evaluations, and data from two previous tracer studies. At the same time, it should be recognised that several of the effectiveness questions cover issues that are not easily captured in quantitative measures.

Survey of heads of planning departments

In order to understand some of the long term impacts of IIEP's training on Ministries of Education, the study team distributed an online survey to heads of planning departments. It collected information on the views of heads of planning on the impact of IIEP's training on staff performance, and on improving the performance of planning departments. A total of 101 heads of planning (and similar positions) in 62 countries were contacted by e-mail and responses were received from 44 of them (responses from 33 different countries). This corresponds to a 44% response rate. Further details of the survey are found in Annex B.

Semi-structured interviews

To produce a qualitative assessment of the effectiveness of IIEP's training offer, semi-structured interviews were conduced with a selection of IIEP training staff, as well as nine 'critical friends' of IIEP. The critical friends were identified by IIEP as persons with important insights about the Institute's training and with the ability to contribute a constructive critique of how IIEP's training can be further improved. It should be noted that these critical friends expressed their own views, and not the official views of the organisations for whom they work. The list of interviewed IIEP staff and external stakeholders/critical friends, as well as the interview guide are found in Annex C and D.

3.4   Limitations

Overall, the study team has been able to follow the broad methodological approach that was set out with IIEP during the inception phase. However, there are some important limitations to the study that need to be taken into account. These include:

- ***Costs are to a large extent based on approximate time estimates by IIEP staff:*** The costing data and methodology detailed above has inevitable limitations. First, as discussed above, the days reported by staff members in the time-use survey were inconsistent to the extent that some staff entered days on the basis of the official 251 working days while others reported days after-hours, on weekends and holidays. This issue was resolved by seeking clarifications from individual respondents and then rescaling all survey responses to 251 days. There may have been some minimal loss of accuracy from rescaling. Further, it is also anticipated that the reporting category "other training activities" (see Table 3.1) may have been unduly used, given the complexity of disaggregating an entire year's worth of working days into detailed silos by modality and function. While space for qualitative comments to explain what respondents were entering as "other training activities" was provided, these were rarely utilised. Finally, there are unavoidable drawbacks concerning loss of accuracy when using activity-based apportioning, particularly given the diverse roles and

profiles of members with training and non-training responsibilities. Other criteria for apportioning often used in costing exercises are: apportioning by floor space (not suitable for IIEP given the large number of distance learning courses) or costing in proportion to the number of trainees in each modality (again unsuitable given the disproportionately small cohort size in the Institute's flagship ATP modality). It is in the light of these limitations of other apportioning methods that the decision was made to use training staff time-use percentages as apportioning proxies.

- ***ESP costs span multiple years:*** ESP costs (such as travel, administrative, and miscellaneous costs) provided for analysis spanned across 2012 and 2013. These multi-year costs were taken as is and were not restricted to a single year. This should be borne in mind while comparing ESP costs with costs of other training modalities.

- ***Limited inclusion of the Regional Training Course (RTC):*** While it was originally envisaged that the RTC would be included in the study, the absence of a Spanish speaker in the team meant that this was not feasible. It should be noted that Spanish was not specified as a requirement for the composition of the study team in IIEP's tender invitation. Nevertheless, some data on the cost of the RTC were collected from the IIEP Buenos Aires office and have been included in the study.

- ***No country case studies:*** Due to limited time and resources, country case studies were not included in the study. In hindsight, this is found to be a major limitation. The inclusion of country case studies would have allowed a much deeper understanding of the influence of IIEP's training on staff and organisational performances. Such country case studies would also have allowed easier identification of ways of improving training effectiveness, in particular with regard to organisational and institutional impacts.

- ***No analysis of management arrangements:*** It should be noted that the study's effectiveness part does not cover an examination of IIEP's management of the different training modalities. The deliberate choice of focusing the effectiveness part on learning impact and reach means that although interesting and essential, the study does not assess the effectiveness of IIEP's own management structure and performance. Somewhat related to this issue is the relevance of IIEP's training activities for the performance of *other* parts of IIEP's endeavours. Interviews with IIEP staff at the inception stage revealed the very high importance a number of staff attached to the residential ATP phase in Paris. The network that IIEP establishes by getting to know the ATP trainees is rich and is a decisive factor in the Institute's uniqueness. While the study team recognises that the ATP alumni constitute an important social capital for the IIEP, its role in the performance of IIEP as a whole goes beyond the scope of this study.

- ***Challenging to assess impact of training on the performance of Ministries of Education:*** A key feature of the study approach was an attempt to move beyond an exclusive focus on the effects of training on individual competences, to obtain more information about the results in terms of organisational impact. As anticipated, this proved challenging with the limited time and resources available. The online survey of heads of planning departments (and similar positions) proved particularly challenging

as IIEP does not hold up to date contact information on the employers for whom course participants work. The quantitative data generated from this survey should not be interpreted as necessarily representative. These data were gathered from available heads of planning, and while there was an attempt to include a wide range of countries, this does not amount to a rigorous sample. In addition, the speed with which the survey was administered means that these data should be treated with caution. Still, the data do provide an interesting impression of the utility of IIEP's training from 44 heads of planning.

4 Study findings

This chapter presents findings against each of the study questions and lines of enquiry. The chapter is divided into two main sections. It starts with the identification and analysis of IIEP training costs, followed by the assessment of training effectiveness.

4.1 Training costs

The presentation of the study findings on training costs includes three parts. First, across the four training modalities, costs incurred during course development, instruction, assessment & supervision, course management, and course support are identified. This analysis includes both staff and non-staff costs, the former including Documentation, and Publication & Communication teams.

Second, the study team endeavours to understand whether residential training modalities are necessarily more 'expensive' than distance learning. This analysis considers common modules/courses offered through more than one training modality and compares their relative resource intensities in terms of staff time use and staff costs. Finally, an analysis of IIEP's income from training fees from the fee-paying modalities, SCP and DE is provided.

4.1.1 Estimated training costs

Key finding: IIEP's total training cost is estimated at US$ 3.3 million for the calendar year 2012, of which the Advanced Training Programme (ATP) constituted 56% (or US$1.85 million). Within ATP, it is the Memoir phase which constitutes the largest share (around 30%) of total ATP training staff time and salary costs, closely followed by the Specialisation phase. Across all training functions, course management constitutes the largest share of staff time-use and salary costs (approximately 40%), followed by instruction and assessment (around 20% each).

Total training costs

IIEP's total cost of training in 2012 is estimated at US$3.3 million, approximately two-thirds of which (US$2.2million) was attributable to staff costs and the remaining one-thirds (US$1.1 million) to non-staff expenses. Here staff costs included training staff as well as staff members in administration, documentation and publication units, while non-staff costs were itemised under particulars such as consultants' fees, IT support, Director's office, communication/publications, printing, travel, and general administration. The breakdown of staff costs attributable to training (US$2.2 million) is presented in Figure 4.1.

Unsurprisingly, training staff costs comprise the largest share of IIEP's staff costs, around 68%. The training staff (approximately 38) are not only equivalent in number to the other units put together but also comprise more professional staff than general service staff.

Figure 4.1   Breakdown of staff costs attributable to training
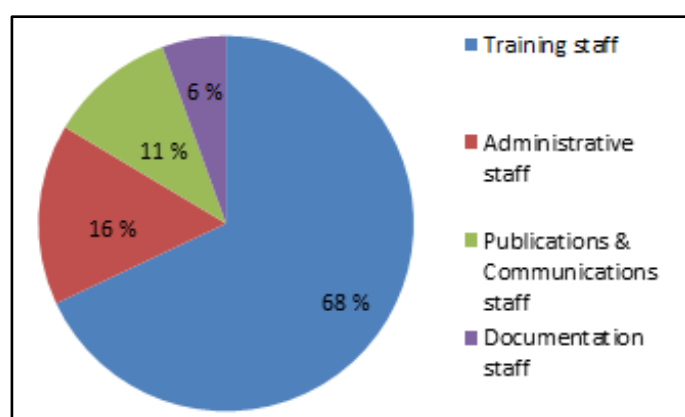
Relative costs of training modalities

In 2012, training costs of the ATP (US$1.85 million) constituted 56% of IIEP's total cost of training, distantly followed by ESP (20%) and DE (13%) - see Figure 4.2.   Other SCP activities, which include mainly course management and support pertaining to the SCP modality, and other training-related activities (i.e. training-related activities which could not be categorised in any of the other modality categories) constituted the remaining 10% and 6% respectively. Among the ATP components, the Memoir accounts for the largest share of ATP total costs.

Figure 4.2   Distribution of cost by modality and ATP components

By modality

Modality	Percentage
Advanced Training Programme (Total)	56%
Education Sector Planning	20%
Distance Education	13%
Other training-related activities	7%
Other SCP activities	4%

By ATP component

ATP component	Percentage
ATP Memoir	29%
ATP Specialised/SCP	27%
ATP Common Core	22%
Other ATP activites	13%
ATP In-country	5%
ATP International visit	2%
ATP Country visit	2%

Units costs by training modality

As well as the highest total costs, ATP has the highest unit cost of training per participant (US$47,000). SCP (US$4900)[17], ESP (US$7,570), and DE (US$1,250) follow (in this order) but the magnitude of unit costs is several multiples smaller. In terms of ATP phases, Memoir (US$17,500) and Common Core (US$13,250) have the highest unit costs. These unit costs are summarised in Figure 4.3. It is interesting to note that IIEP Buenos Aires' RTC training modality, which is equivalent to the ATP Common Core and trained 22 graduates, is reported to have a unit cost of US$5,828 in 2011 (the most recent year for which we have income and expenditure figures).[18]

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[17] Total costs of ATP's Specialisation phase (which is attended by both ATP participants and visiting trainees under the SCP) were split and attributed to ATP and SCP separately. This was done on the proportion of participation weeks for the SCP (109 participations*2 weeks each course= 218 weeks) and ATP (31 participants * 8 weeks=248 weeks) who attended this specialisation phase out of the total participation weeks (218+248=466 weeks). Thus, we attribute 218/466 of the Specialisation phase costs to SCP.

[18] Financial figures and unit costs provided by IIEP Buenos Aires

Figure 4.3   Unit cost (per participant) by training modality and ATP component
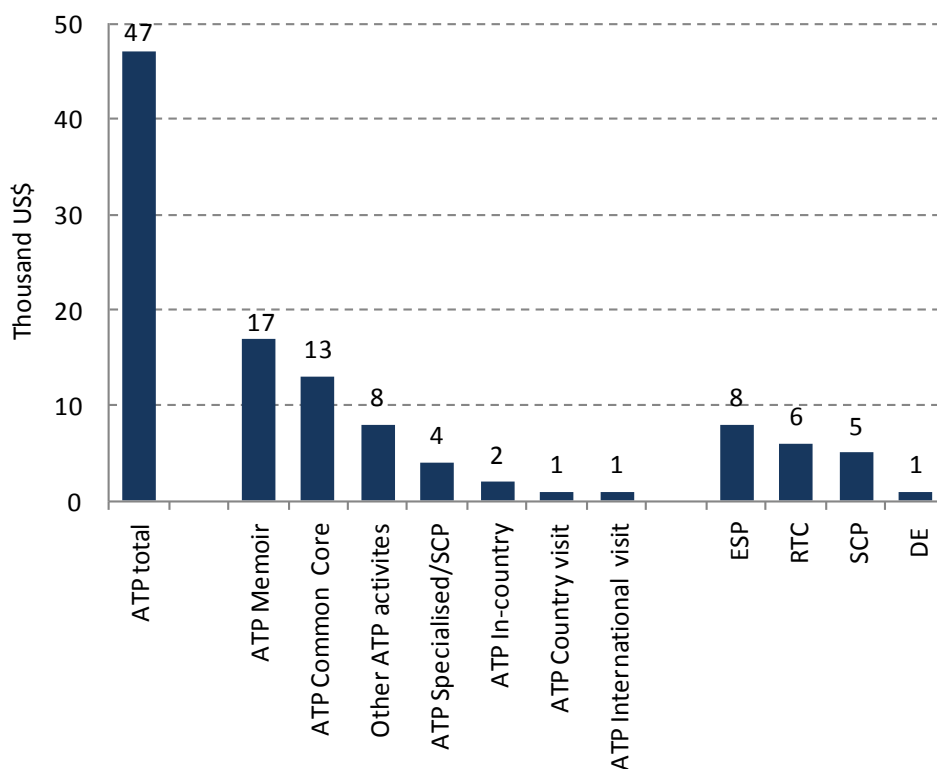
Relative costs of ATP modalities

Given that ATP is the biggest constituent of IIEP's training costs, we further disaggregate the cost of ATP into its various components or phases. ATP's Memoir phase has the largest share (29%; US$540,000) of total modality costs. This is closely followed by ATP's Specialisation phase (organised for ATP participants, and visiting trainees under the SCP modality) and Common Core (27% or US$500,000; and 22% or US$400,000 respectively). However, if only a proportion of ATP Specialisation costs are attributed to ATP (weighted by number of ATP participants as compared to visiting trainees under the SCP), it emerges that Specialisation phase costs are only 8% of ATP costs.

Cost analysis by training functions

Having discussed training costs for the entire Institute as well as by training modality, we now consider relative time-use by training function, as reported by training staff members in their time-use surveys. The training functions cover the entire life-cycle of the modalities ranging from course development, instruction, assessment & supervision and course management to course administration. This analysis can shed light on the relative resource intensity of various training functions.

Figure 4.4   Distribution of training staff time by function across all training modalities
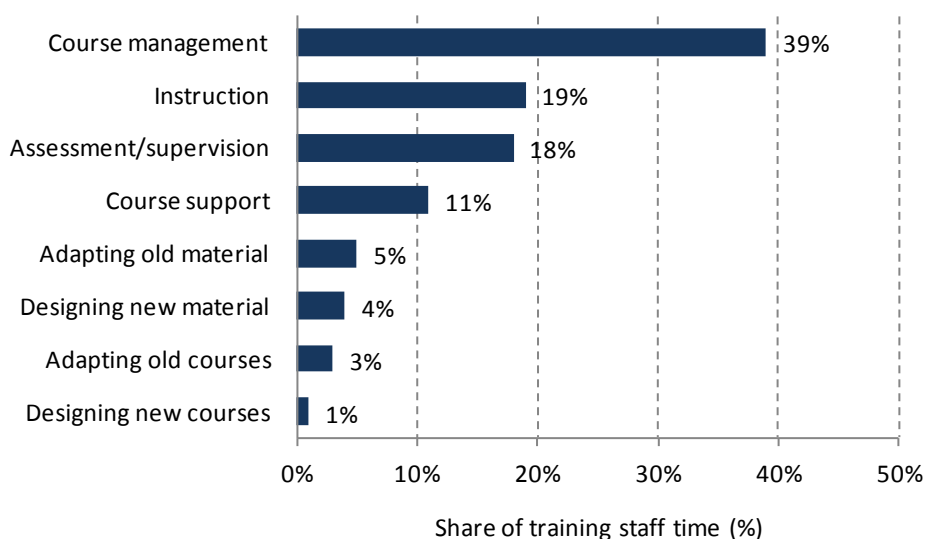
Course management is found to be the most time-intensive training function. Of the total 2842 person-days reported by all training staff in their time-use surveys, course management consumes close to 40% of reported person-days, followed by instruction and assessment (19% and 18% respectively). The various components of course development add up to 13% of staff time dedicated to training (Figure 4.4). In the time-use survey course management was intended to capture time input expended to ensure the adequate organisation and delivery of training activities, as well as coordination between the pedagogical teams, instructors, and the training support team.

On the basis of qualitative comments received in time-use surveys from training staff as well as face-to-face interviews, participation in various course management committees was a recurring activity which consumed course management time. A senior professional member of training staff may end up spending 10 days a year on committee meetings. For instance, in the 2012-13 academic year, the ATP had four committees covering selection of candidates, Common Core course evaluation, Specialisation phase evaluation, and research evaluation. Each committee generally comprises 5 members, and consists mainly of senior professional staff. We took the case of Head, TEP who chairs 3 of these 4 committees and is a member of the fourth to estimate the time spent per year on various committees. Considering an average of 1.5 hours per meeting (and almost as much time preparing for each meeting) and 6 sittings per year, the training staff member spends almost 10 working days' worth of time in these committees (attendance and preparation) each year, or US$7,000 in terms of staff cost per annum.

Needless to say, committees are not the only constituent of course management activities, and the figures (both days and salary costs) are bound to increase when the entire gamut of activities involved in course management is taken into account, particularly for senior professional staff. Of course, it is critical for senior teaching staff to participate in significant decision-making bodies in the Institute, but at the same time, there is a need to recognise the significant costs incurred with every extra meeting, particularly given the opportunity costs of senior professional staff time in terms of technical assistance and research commitments.

Figure 4.5 shows that the distribution of training time by function in the ATP is also generally in agreement with the overall trends just discussed.

Figure 4.5   Distribution of training time by function in the ATP

Figure 4.5 Distribution of training time by function in the ATP

Share of ATP training staff time (%)
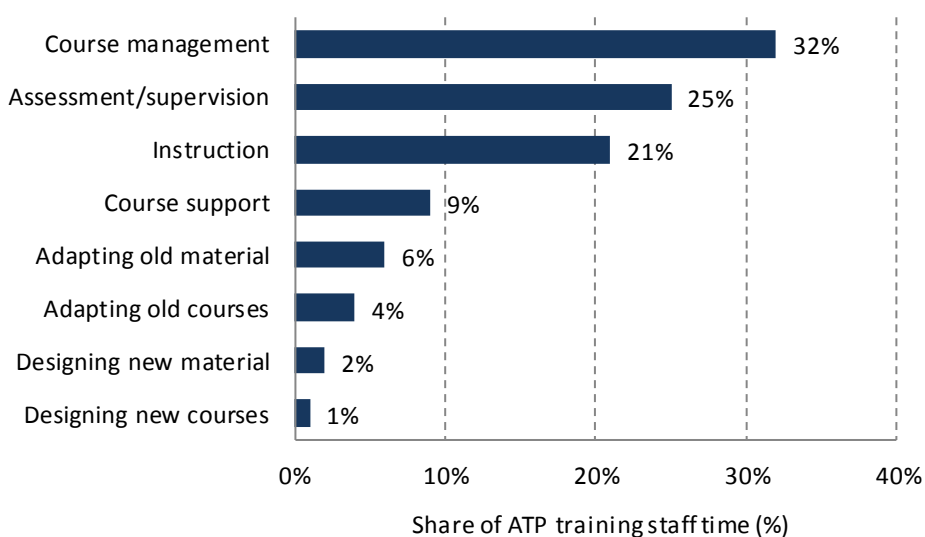
Further analysis of ATP by phases and training function

Given that the ATP training modality and the training functions of course management, instruction, and assessment & supervision are the most time- (and cost-) intensive, we now analyse the distribution of training staff time in the ATP, by training function and phase of the programme (Figure 4.6). It is in particular worth pointing out the significant investment made in assessment and supervision in the ATP Memoir phase. IIEP training staff is estimated to have spent a total of 235 days on assessment and supervision in relation the Memoir in 2012. This is far more than the time spent on instruction or assessment in the Common Core and Specialisation phases. In sharp contrast, the days spent on these functions in relation to the one month in-country phase are very few.

Figure 4.6   Distribution of training staff time in the ATP, days by training function
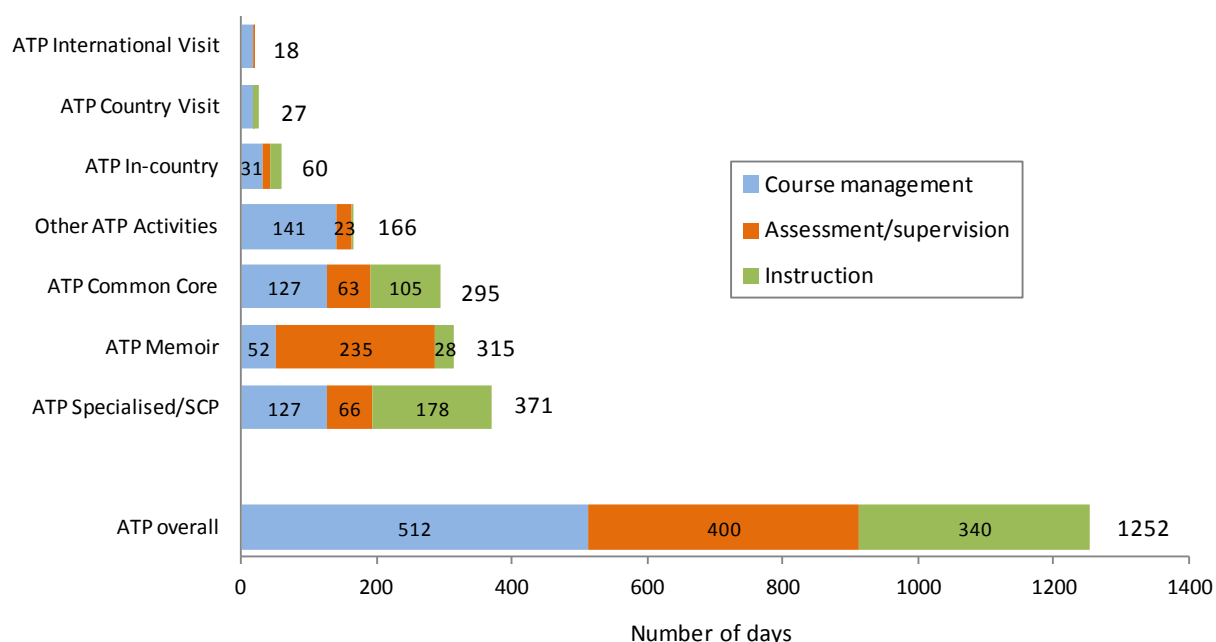
TEP versus non-TEP comparison

Further, it is worth checking how the distribution of staff time-use varies by the profiles of training staff. In particular, staff members in the Training & Educational Programmes (TEP) unit reported having spent substantially more time in course management activities as compared to other units. We therefore broke down the time spent by TEP and non-TEP staff by modality and training function. Note, however, that TEP comprises 7 members only, compared with 31 non-TEP staff.

Figure 4.7 below amply clarifies that the majority of the course management time can be traced back to TEP staff. We take the *total* days by TEP and non-TEP staff across *all* modalities, and plot the percentage split. The figure shows that 83% of the course management load is attributable to the seven TEP staff members.

Figure 4.7   Comparison of time-use among TEP/Non-TEP staff for instruction, assessment & supervision, and course management
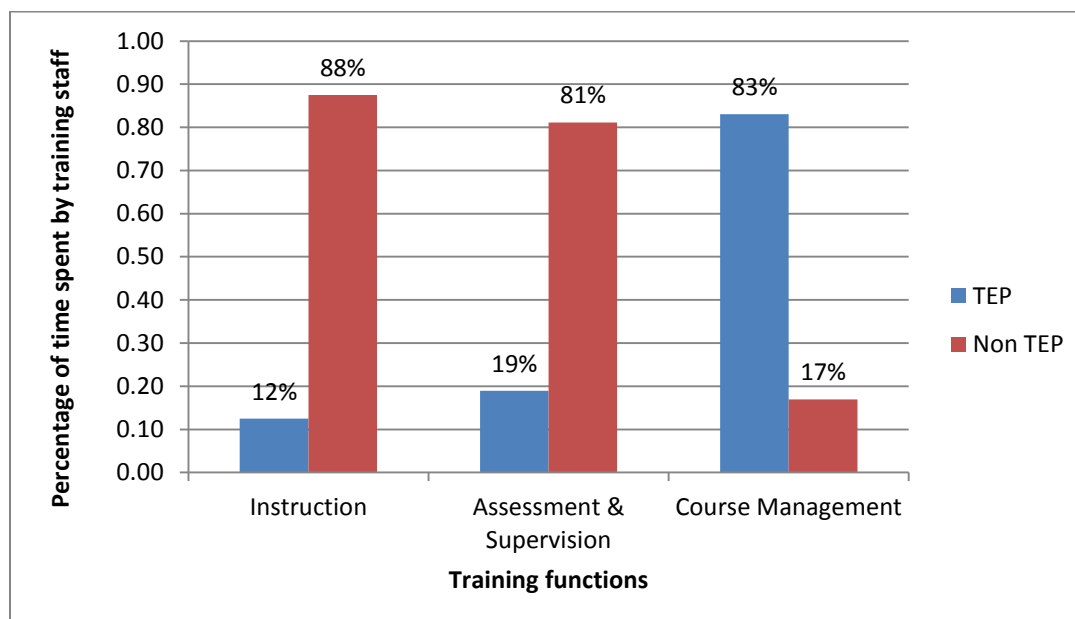
4.1.2   Comparison of modules across training modalities

Key finding: It cannot be said conclusively that face-to-face training modalities are more resource-intensive than distance training, or vice versa. The analysis offer differing results. In 2012, training staff spent around four times as much time delivering the Education Sector Diagnosis module remotely through the ESP than face-to-face under the ATP. By contrast, the course on Projections and Simulation Models was delivered with 50% more staff time investment face-to-face than by distance. The higher cost of face-to-face training for the Projections course can be reasonably accounted for by the more rigorous learning outcomes expected.

To substantiate the headline findings on IIEP's training costs, two cases studies are included. First, the relative staff time-use across modalities is analysed by taking the case of two modules: Education Sector Diagnosis (delivered under the ATP Common Core and ESP) and Projections and Simulation Models (taught in the ATP Specialisation phase/SCP and through DE courses). The aim of this exercise is to understand the relative resource intensity of training delivered under residential programmes vis-à-vis distance learning. In the second case, the net income flows from IIEP's two fee-paying training modalities are examined: SCP and DE. Some insights are also drawn from IIEP's Buenos Aires operations which delivers the Regional Training Course (RTC) on a cost-recovery basis.

Main steps

As mentioned in the section on costing methodology, an additional time-use survey was administered to assess the comparative time investment in modules taught across multiple modalities. In other words, we requested training staff who taught the same module across two modalities (say, ATP and DE) to report the relative time-use for each training function under the two formats.

Training staff suggested two modules for this exercise: (1) Education Sector Diagnosis (EPC 204) taught by three training staff in the ATP's Common Core phase (in Paris) as well as ESP; and (2) Projections & Simulation Models: methods and techniques (EPA 302) taught by three training personnel in the ATP Specialisation phase/SCP (in Paris) and DE.

In this section, the methodology applied for this exercise is explained, step by step. This was fairly simple and straightforward and solely based on the relative time-use of training staff engaged in a module or course taught through more than one format or modality. This exercise was not concerned with other incidental costs involved in delivering courses through various modalities. For instance, delivery of ESP courses requires contracts with external institutions in various countries; DE courses require substantial upfront investment in IT support. While these costs have been borne in mind in our overall training costs calculations, this particular exercise is concerned only with the relative time investment of training staff. The questionnaire was that shown in Figure 3.3.

Through the data collection process, the number of days spent by each member of training staff across functions (course development, instruction, assessment & supervision, course management and course support) and modalities, for the Education Sector Diagnosis and Projections & Simulation Models courses was obtained. The following steps were then applied.

Step 1: Per-day equivalent of annual remuneration

The concerned staff member's annual remuneration was converted to its per day equivalent. For instance, a P4 staff who earns US$171,900 per annum will have a per-day equivalent of US$685 (=US$171,900/251 official working days).

Step 2: Cost estimation of days spent

The days spent on each training function (across both modalities) were multiplied by the per-day equivalent calculated in Step 1. For instance, continuing with the example of a P4 staff member, if two and three days were spent assessing/supervising on the Education Sector Diagnosis module under ATP Common Core and ESP respectively, then the staff cost apportioned for the function "assessment & supervision" across these two modalities will be US$1,370 and US$2,055 respectively.

Step 3: Addition of cost estimates

Finally, the days and cost estimates for individual personnel were summed to assess the total investment (both in terms of days and remuneration) by modality and training function. For instance, for the Education Sector Diagnosis module taught by three personnel (two P4 and one P1 staff), the function "assessment and supervision" constituted a total of 3 and 23 days for ATP and ESP respectively with the total monetary equivalent being US$2,055 and US$10,875 respectively.

The data are presented in Tables 4.1 and 4.2.

Results and further discussion

Staff time investment in ESD is four times higher in ESP than ATP Common Core, mainly driven by greater assessment & supervision time: In 2012, training staff who collectively delivered the ESD module under the ATP and remotely through the ESP reported to have spent around four times as much time delivering this module remotely than in-person in Paris. In terms of staff costs, this translates to the ESD being three times as expensive under the ESP as under the ATP.

The main driver of differential costs between modalities appears to be assessment and supervision, followed by instructional time and course support. It should be noted that there are no significant differences in learning outcomes from ESD between the two modalities.

Qualitative comments received from respondents confirm the time-use intensity required for delivering courses remotely. The comments suggested that preparation of standardised instructional and assessment material is a significantly more time-intensive undertaking when training is delivered remotely. In addition, liaising with consultants hired for preparing some of the study material adds to the course support time-load. Finally, it should not be forgotten that ESP's delivery mechanism also depends on instructors hired in participating countries and the cost of their time has not been included in this analysis. If included, it will further widen the gap between time and staff-cost attribution to ESD under ATP and ESP.

Staff time investment in Projections & Simulation Models is 50% higher in ATP/SCP than DE, mainly driven by more rigorous expected learning outcomes in the ATP/SCP: In 2012, training staff who collectively delivered the Projections & Simulation Models module under the ATP/SCP and DE formats reported to have spent around 50% more time delivering this module in-person under the ATP/SCP than under the distance-learning format. The main driver of differential costs appears to be instructional time, and assessment and supervision.

Qualitative comments received from staff indicate that the learning outcomes from the module differ across modalities: the course under ATP/SCP is more advanced with review of various methods for solving "projection issues" while the expected outcomes under the DE course propose only one method that the participants are expected to apply following the instructions provided. In sum, the higher time investment in face-to-face delivery of Projections is not entirely out of line when contextualised against the background of expected learning outcomes. Given these differences, the exercise did not yield a like-for-like comparison between modules and the analysis is far from conclusive.

It cannot be said conclusively that in-person training modalities are more resource-intensive than distance training (or vice versa): The objective of this exercise was to improve understanding of the relative resource intensity of training delivered under residential programmes vis-à-vis distance learning. Our analyses above offer differing results: time investment in ESD in-person was less than its distance-learning counterpart, while Projections was delivered with 50% more time investment in-person than remotely. While the case of ESD is relatively clear in its conclusion, the result from Projections is far from so, particularly given the varying learning outcomes under the two modalities. The higher costs of in-person training, in Projections under ATP, may be related to the more

rigorous learning outcomes expected and the inclusion of practical work in the course design. Thus, it would not be well-founded to conclude decisively that either in-person or distance training is necessarily more expensive. It might be concluded that the relative cost of training modalities is closely linked to the pedagogic requirements of the course in question, and that cost-efficiency depends on adapting the mode of delivery appropriately to the expected learning outcomes. However, the difficulty of establishing truly like-for-like comparisons means that this evidence must be treated with caution.

Table 4.1   Time and staff cost attribution to Education Sector Diagnosis under ATP and ESP

Modalities	Designing new courses	Designing new material	Adapting old courses	Adapting old material	Instruction	Assessment/ supervision	Course management	Course support	Total
ATP Common Core (days; US$)	0 0	0 0	0 0	1 685	10 6850	3 2055	1 685	0 0	15 10275
ESP (days; US$)	0 0	11 6803	0 0	1 685	15 7835	23 10875	4 2252	5 2449	59 30899

Table 4.2   Time and staff cost attribution to Projections & Simulation Models under ATP and ESP

Modalities	Designing new courses	Designing new material	Adapting old courses	Adapting old material	Instruction	Assessment/ supervision	Course management	Course support	Total
ATP/SCP (days; US$)	0 0	0 0	0 0	2 1236	24 16520	4.5 3515	0.5 343	0.5 343	31.5 21956
DE (days; US$)	0 0	0 0	0 0	4.5 2882	12 7684	2 1169	2 1370	0.5 343	21 13447

4.1.3 Analysis of net income from Distance Education and Specialised Courses

Key finding: In 2012, IIEP's Distance Education courses yielded a negative net income flow to the tune of approximately US$350,000. Net income from the Specialised Courses Programme was positive (US$73,000), but only when SCP costs of course development, instruction and assessment were synergised with ATP's specialisation phase. When seen as standalone training modality, it too yielded a negative income flow (US$322,000).

This section analyses net income flows for IIEP's fee-paying training modalities: DE and SCP. These two modalities are unique in the sense that unless specific fee waivers are obtained by participants (usually granted to trainees who are UNESCO staff), fees are paid per course or module taken.

The methodology for arriving at net income figures is straightforward. The number of paid participations was multiplied by fees per course in each modality, to give the total income figures. The total expenditure figures per modality have been obtained from the cost calculations discussed above.

Given that SCP visiting trainees attend the ATP Specialisation phase, there are two versions of SCP total expenditures. In the first case, we only consider SCP course management and support costs (i.e., training costs attributed to "other SCP activities" in our calculations above). In case 2, we consider a scenario where SCP is a standalone course, and thus not only attribute SCP course management and support costs, but also a share of ATP Specialisation phase costs proportionate to the number of visiting trainees in 2012.

As is clear from Table 4.3, the net income from DE courses is negative to the tune of approximately US$350,000. Net income from SCP is positive (US$73,000) when only course management and support costs are attributed to the modality. However, in the scenario where SCP costs include both management as well as a proportion of ATP Specialisation phase costs, this modality too yields a negative income flow as DE: US$164,295. Thus, when seen as standalone modality, SCP's costs are substantially higher than income flows from fees. However, when no course development, instructional, or assessment costs are attributed to SCP, it yields a positive net income. In practice, SCP training costs (except course management and support costs) are synergised with ATP's Specialisation phase so case 1 offers a net income flow figure closer to reality. Finally, the last column indicates the break-even fees. These are approximately US$3,000-3,500 in both modalities, and indicate the fees that each 'paid' participant would have to pay for full cost recovery under SCP and DE.

Table 4.3   Net income flow from SCP and DE

Case 1 (When all SCP training costs except course management & support are synergised with ATP Specialisation)								
Modality	**No. of participations**	**Paid participations**	**Fees per module (US$)**	**Fees*Participations[19] (US$)**	**Actual income[20] (US$)**	**Total expenditure (US$)**	**Net income flow (US$)**	**Break-even fees (US$)[21]**
SCP	109[22]	106[23]	2,015[24]	219,635	213,590	140,487	73,103	1,325
DE	254	150	500	127,000	75,000	425,186	- 350,186	2,833
Case 2 (When SCP is considered as a separate training modality)								
Modality	**No. of participations**	**Paid participations**	**Fees per module (US$)**	**Fees*Participations (US$)**	**Actual income (US$)**	**Total expenditure (US$)**	**Net income flow (US$)**	**Break-even fees (US$)**
SCP	109	106	2,015	219,635	213,590	377,885[25]	-164,295	3,565
DE	254	150	500	127,000	75,000	425,186	- 350,186	2,833

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[19] If all participations were paid for

[20] Paid participations multiplied by fees per course

[21] Breakeven fees were calculated by dividing total expenditure by 'paid' participations.

[22] 101 participations, plus 8 participations from IIEP Buenos Aires

[23] Fees from three UNESCO participants were waived off

[24] Converted from fees quoted in euros to US$ at €1=US$1.30

[25] Total costs of ATP's Specialisation phase (which is attended by both ATP participants and visiting trainees under the SCP) were split and attributed to ATP and SCP separately. This was done on the proportion of participation weeks for the SCP (109 participations*2 weeks each course= 218 weeks) and ATP (31 participants * 8 weeks=248 weeks) who attended this specialisation phase out of the total participation weeks (218+248=466 weeks). Thus, we attribute 218/466 of the Specialisation phase costs to SCP. Total SCP costs (training + course management and support) now equals US$140,487 (SCP management costs) plus US$ 237,398 (ATP specialisation costs attributable to SCP), i.e. US$377,885.

4.2 Training effectiveness

The second section presents study findings on IIEP's training effectiveness. It includes an assessment of training reach, as well as analysis of learning across Kirkpatrick's four levels of learning.

4.2.1. Assessment of training reach

Key finding: Despite a near-doubling in the number of trained professionals in the last five years, the reach of IIEP's training remains limited in relation to the demand. This is particularly the case with regard to longer term training and the limited reach of training to countries outside Sub-Saharan Africa. The building of partnerships with national universities and training institutes through the Education Sector Planning programme has been a particularly innovative way through which the Institute has scaled up its training offer in recent years.

This section focuses on the reach of IIEP's training offer. Two essential issues for consideration are:

- IIEP's expansion of its training offer in recent years;
- Whether IIEP's training reaches its intended target audiences

The expansion of specialized courses and distance education has contributed to a significant scaling up of IIEP's regular training offer in the past five years.

In the period 2008-2012 a total of 2452 professionals participated in IIEP's regular courses and training programmes. This is nearly a doubling compared to the previous five-year period, which enrolled a total of 1277 participants. The substantial increase in the total number of participants reflects the Institute's conscious strategy to scale up its training offer in recent years. As shown in Figure 4.8, expanded access to specialised courses and distance education, including the launch of the new Education Sector Planning Programme, are behind the increase.

However, a closer analysis shows that the reach of training is highly unevenly distributed across regions, as well as across countries within regions. In terms of regional scope, IIEP's training is strongly focused on Sub-Saharan Africa. The region accounted for just over half of all participants in the 2008-2012 period, with the share of African participants ranging from 49% in the SCP to 63% in the ESP (Table 4.4). Annex E includes a detailed overview of the number of participants per country and per training modality over the past five years.

Figure 4.8   Number of participants per IIEP training modality, 2003-2007 and 2008-2012 periods
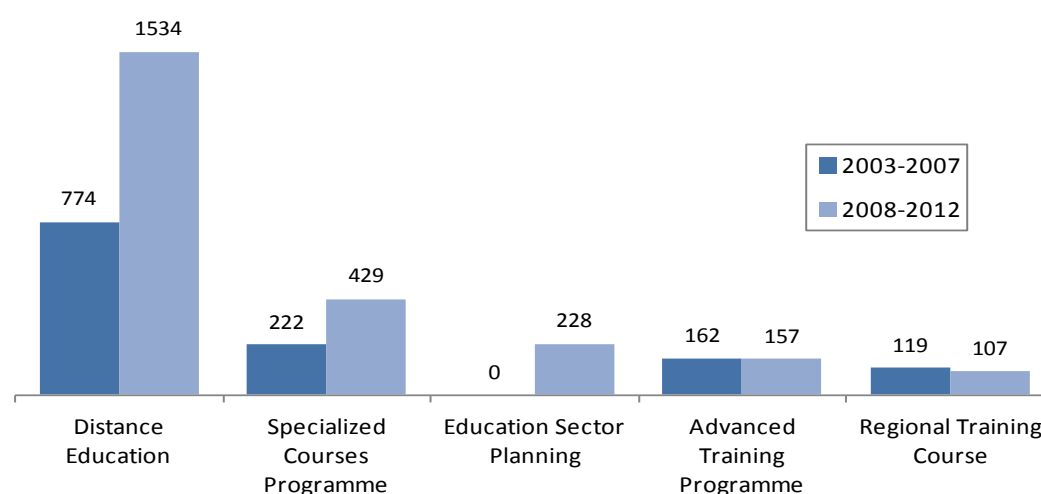
Source: IIEP-TEP data on course participants

Table 4.4   Regional distribution of IIEP training participants, 2008-2012

	Advanced Training Programme		Specialized Courses Programme		Education Sector Planning		Distance Education		All training modalities*	
	Number	%	Number	%	Number	%	Number	%	Number	%
Arab States	12	8%	57	15%	0	0%	224	15%	293	13%
Central & Eastern Europe	1	1%	2	1%	0	0%	43	3%	46	2%
Central Asia	4	3%	1	0%	0	0%	38	3%	43	2%
East Asia & the Pacific	22	14%	69	19%	85	37%	87	6%	263	11%
Latin America & the Carribbean	17	11%	21	6%	0	0%	177	12%	321	14%
North America & Western Europe	0	0%	17	5%	0	0%	9	1%	26	1%
South & West Asia	15	10%	23	6%	0	0%	45	3%	83	4%
Sub-Saharan Africa	85	54%	181	49%	143	63%	858	58%	1267	54%
Total	156	100%	371	100%	228	100%	1481	100%	2342	100%

* includes participants in the Regional Training Course for Latin America

Note: UN staff participants are not included in the table, which explains the discrepancies between figure 4.8 and this table.
Sources: IIEP-TEP and IIEP-BA data on course participants.

At the same time, the average figure for Sub-Saharan Africa hides large differences in terms of the number of participants across the countries in the region. Figure 4.9 highlights several interesting patterns:

- In the large majority of countries in Sub-Saharan Africa, IIEP's distance education courses dominate in terms of number of participants, with distance education representing 69% of all participants from 2008 to 2012.

- A limited number of countries, in Sub-Saharan Africa most notably Burundi, Congo, Gambia and Togo, have relatively high shares of participants in the Specialised Courses Programme. In these countries, distance education is less present, suggesting some degree of complementarity between the two training modalities.

- The number of ATP participants per country differ substantially, ranging from 7 and 8 participants from Mali and Burkina Faso in the past five years, to zero participants from 13 (mostly small) countries.[26]

- Among the countries that were offered the ESP, nearly all have had very few participants in the ATP.[27] This also suggests some degree of complementarity between the ESP and the ATP, as the Common Core of the ATP corresponds approximately to the ESP.

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[26] The African countries without any ATP trainees in the past five years are Central African Republic, Congo, Equatorial Guina, Eritrea, Ghana, Guinea, Guinea Bissau, Mauritius, Seychelles, Sierra Leone, Somalia, South Sudan, Swaziland.

[27] Ghana did not have any ATP trainee, Ethiopia, Kenya, Malawi and U.R. Tanzania had 1 ATP trainee each, Uganda 2 and Zanzibar 3 during the 2008-2012 period.

Figure 4.9   Total number of participants from Sub-Saharan Africa by country, 2008-2012
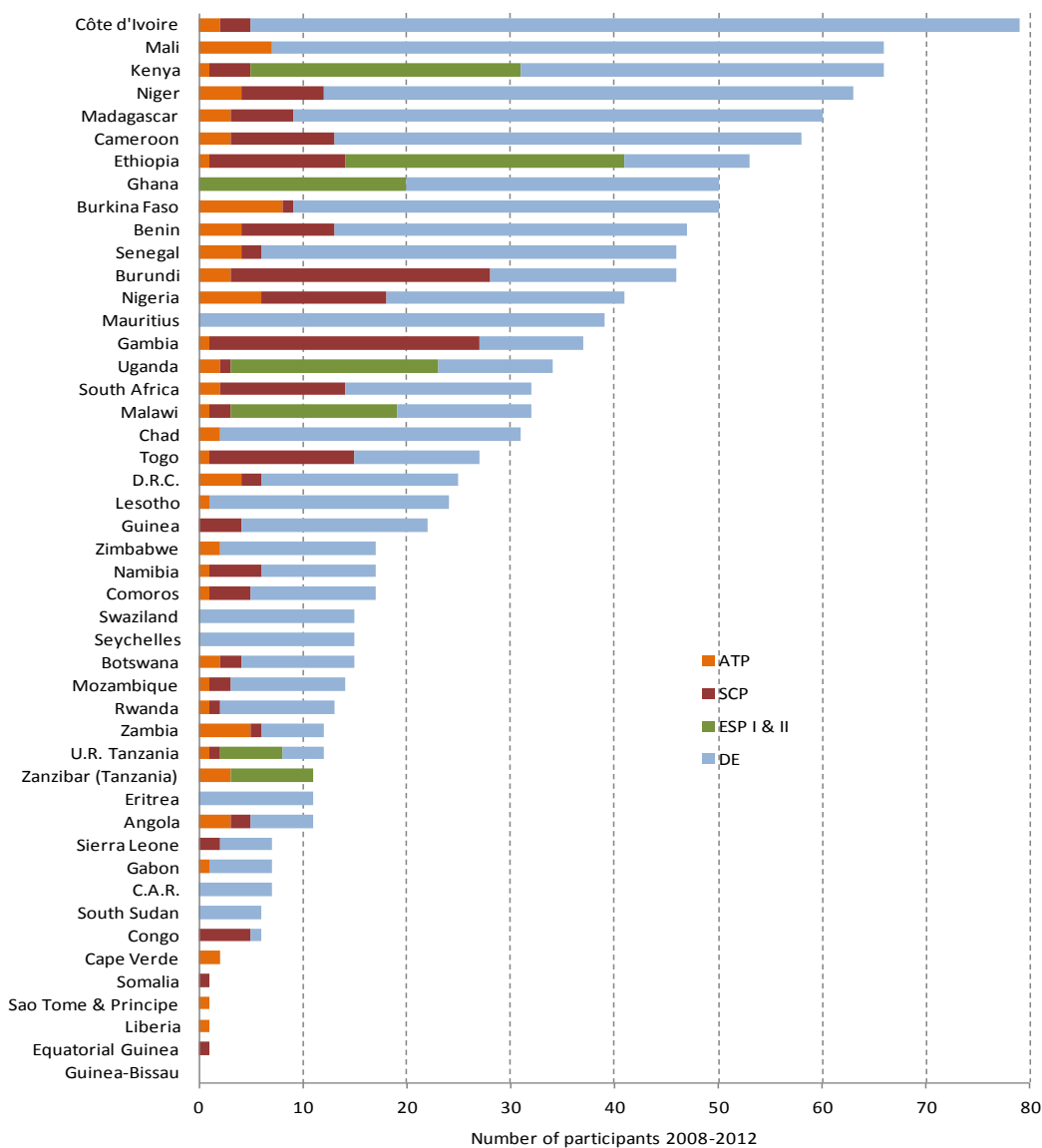
Source: IIEP-TEP data on course participants

Because of the high priority given to Sub-Saharan Africa, other regions are not particularly well served by IIEP's training offer. To a large extent, the priority to Africa is understandable in relation to education needs and fits well with UNESCO's overall strategic priority to the region. Nevertheless, the restricted reach to several other regions with great education needs (South Asia in particular) points to some clear limits in IIEP's current strategy.

The demand for training is high, but its reach is limited

One proxy measure for estimating the demand for IIEP's training is to compare the number of applicants with the number of selected participants. Overall, it seems that for most training modalities, the demand largely exceeds the supply. For instance, in 2012, a total of 218 course applications were received for the Specialized Courses Programme, but only 101 of them joined the courses[28]. The ongoing ESP3 had a total of 107 applicants, with 85 enrolled at the beginning of the programme. The exception in terms of demand is the short distance courses. Because of the character of the training modality, IIEP is able to cater training for all those who apply (and since 2012 are able to pay).

The demand is equally very high for the ATP. In 2012, only 30% of the applicants who met the formal requirements were selected and participated in the ATP. This does not only point to a high demand for the ATP training, but also that the competition for entry is high. The demand is particularly strong from Sub-Saharan Africa, thus suggesting a significantly higher competition for participants from this region. It should also be noted that a relatively high proportion of admitted ATP applicants end up not attending the Programme. In 2012, a total of 25 ATP candidates were admitted and then withdrew, representing one fifth of the total number of applicants. The main reason for withdrawal is the difficulty for admitted candidates of securing fellowships/funding for their stay in Paris. While the management side of IIEP's training offer is not directly part of the scope of this study, the provision of fellowships does emerge as an important issue.

More broadly, the importance of, and demand for, face-to-face training over a longer period is to some extent confirmed in the employer survey conducted for this study. Among the 34 heads of planning (or similar positions) who expressed their preferred length of training per training modality, the majority of respondents voted for longer term (the 6 to 9 months option) training for the face-to-face and blended modalities.[29]

Limited reach of the ATP was raised as an important issue by some of the interviewed 'critical friends'. Three out of the nine interviewees expressed rather strongly that they see the limited global reach of the ATP as the most important weakness of IIEP's training activities. All three also put this weakness in relation to a perceived high cost of providing face-to-face training for a small group of people in Paris over a nine month period.

One new way in which IIEP has responded to the need and demand for longer term training in education sector planning is through the ESP. This blended version of the common core is made possible through partnerships with national training institutes and universities. Through these partnerships, IIEP has within a short period of time significantly expanded the reach of longer term training. Over the 2008-2012 period, the ESP Programme represented nearly 10% of IIEP's total training offer, which is higher than both the ATP and the RTC.

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[28]This excludes 8 course participants from IIEP BA who participated in the 2012 SCP. While the costing part uses 109 as the number of course participants in the 2012 SCP, this section uses 101 course participants (due to time constraints, OPM did not have time to follow up and find out the country of origin and gender of these additional 8 'hidden' participants.)

[29] In relation to distance education, the preferred length was three months.

For several reasons, the study team finds the ESP model particularly promising. Not only does it move the training to the countries and regions concerned, but it also provides an excellent avenue for trying to strenghten training capacity in developing countries in a more systemic way than the ATP. The ESP is clearly an innovative approach in which IIEP, through its support, enables countries to better cater for their own training needs. Considering the small size of IIEP and the limited provision of high quality professional training in education planning and management in the world, the building of partnerships with a higher number of training institutes and universities stands out as an innovative approach. Further implementation of such a strategy would help in expanding the reach while at the same time contributing to developing institutional capacities in developing countries.

IIEP's training modalities are good at enrolling intended beneficiaries

There are several signs that IIEP is good at reaching its target audiences. First, across all training modalities, a high share of participants complete the courses they join. The most impressive completion rate is for the ATP. In 2012, all the ATP trainees completed the Programme, with all but two at Master's level. The high completion rate of the ATP is one clear signal that the Programme selects appropriate candidates and that – despite the limited scale – it to a large extent reaches its intended beneficiaries.

Not surpisingly, the data on course participants show that IIEP's short distance courses have the lowest completion rates. In 2011 and 2012, an average of 77% completed the offered distance courses.[30] However, in reviewing the profiles of the course participants and their feedback on the courses, the primary reason for non-completion is not that IIEP enrols the wrong audiences. Instead, and this is a common phenomena for all distance education, participants find it challenging to combine distance training with other daily duties. The challenge is particularly strong for women, who in most societies face much heavier daily workloads than men. It should also be noted that compared to many other distance education courses, the completion rate for IIEP is quite high.

Finally, however, there is one area in which IIEP's success in reaching an important group of beneficiaries is more limited. This is in the area of gender. Figure 4.10 shows that except for the short two-week courses in Paris, the other training modalities face important gender imbalances. This is particularly the case for the short distance education courses, where just above one third of the participants are women. Behind these figures are probably also some regional dynamics. A recent sign of the gender differences among education planners in different regions comes from the enrolment patterns in the different rounds of ESPs. The first two ESPs targeted six African countries and both these programmes had few female participants: only 29% of the total cohort were women. In sharp contrast, the third ESP which is currently run in three Asian countries, has 56% female participants.

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[30] The completion rate in 2011 was 73% and in 2012 81%. For both years, participants who received a certificate (of attendance or course certificate) were considered as completed. It is too early to tell whether the introduction of fees in 2012 contributed to the significantly higher completion rate.

Figure 4.10   Average share of male and female participants across IIEP's training modalities, 2008-2012
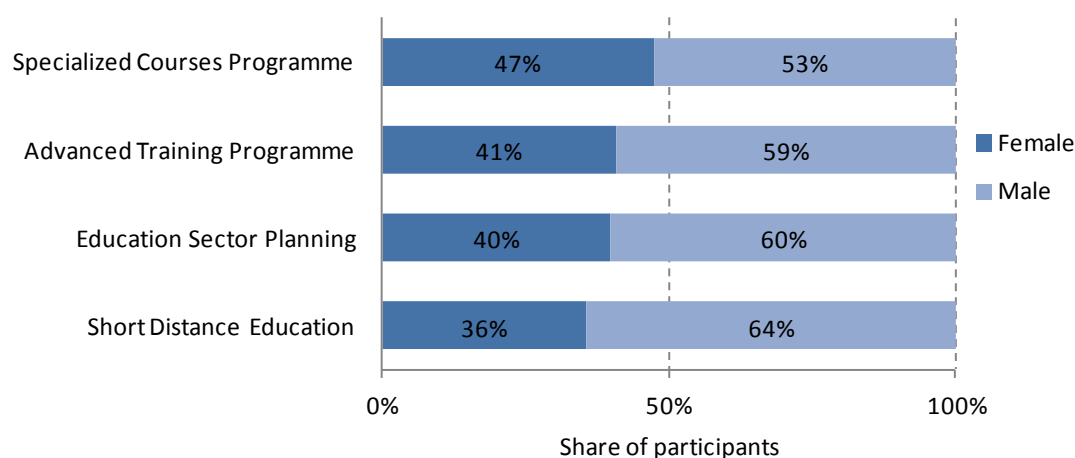
Source: IIEP-TEP data on course participants

4.2.2. Assessment of Kirkpatrick's Level I and II: Reaction and learning

Key finding: IIEP's training offer is largely fit for purpose. Participants are in general very satisfied with the training offered by IIEP, with at least 97% or more rating their usefulness for work as 'high' or 'very high' across all training modalities. At the same time, one group of ATP trainees clearly finds the time schedule of the programme too intense, impeding reflection and effective learning. One in ten ATP trainees rate the pertinence of evaluation modes of the programme as low or very low, pointing to room for improvement in this area.

At the end of all IIEP's courses and programmes, participants systematically respond to evaluation questionnaires on course satisfaction and perceived learning. Unfortunately, these questionnaires are not standardised across the Institute's training modalities and this places some limits on what variables can be compared across modalities.[31]

Still, data on the following variables are available for several types of training:

- Usefulness of training for work
- Fulfilment of training objectives
- Satisfaction with course content
- Satisfaction with teaching and learning methods
- Satisfaction with modes of evaluation

It is important to recall that the scope, objectives, length and content of IIEP's training modalities are not the same. The ATP lasts for ten months and is a fully-fledged training programme at

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[31] While it is understandable that some questions differ across modalities because of different structures and modes of delivery (for instance distance versus face to face), a common core of strictly identical questions across all modalities would simplify future assessments of overall training effectiveness.

Master's level, while each SCP course treats one specific topic over a period of two weeks. Nevertheless, the broad variables highlighted above can be compared across modalities, in relation to the objectives of each.

High ratings for usefulness for work and fulfilment of training objectives

Overall, participants react favourably to IIEP's training, with at least 97% rating the usefulness for work as 'high' or 'very high'. This positive reaction does not vary much across training modalities, with the two ESP programmes scoring the highest in terms of usefulness for professional work (Figure 4.11). The question for Distance Education is not included in the same way and has a different scale, but also points to a high degree of usefulness for work. On average, nearly two thirds of the participants in distance education courses in 2010/11 and 2011/12 found the course content to be very much related to their professional goals, and another third found it to be much related[32].

Figure 4.11   Rating of usefulness for work, averages ESP I and II, ATP 2010/11 and 2011/12
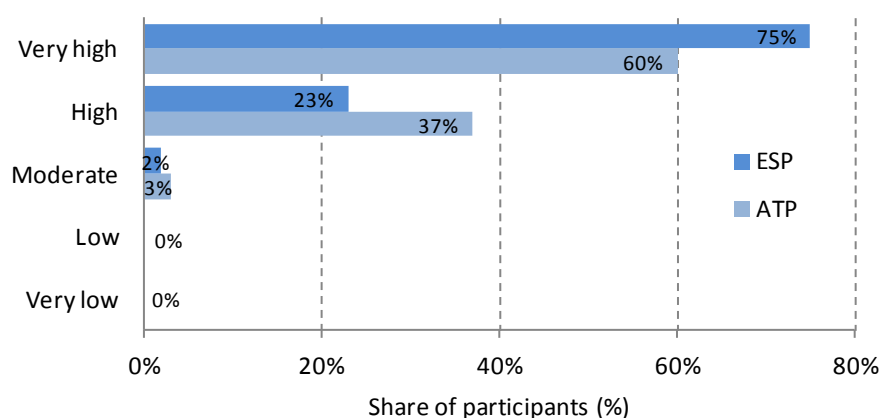
Source: IIEP-TEP data on course evaluations by participants

Beyond these global ratings, a closer look at participants' comments on the reasons for the usefulness is revealing. A substantial number of the comments revolve around the following reasons:

- Better equiped with skills needed for work
- Good to do hands-on work based on real and current problems in countries and through practical cases
- Useful to learn about experiences from other countries
- Enhanced knowledge about education policies
- Linking of education theory to practice

The first three areas of usefulness for work are frequent among all training modalities, while the latter two are more common in relation to the ATP.

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[32] The questionnaire following participation in the SCP does not include data on the usefulness of training for work.

Participants' comments also suggest some areas for improvement. The most striking of these relate to the ATP. It appears as if one group of ATP trainees would be in favour of an even more practically oriented programme. Signs of this are comments and requests for working even more with practical cases, to have more time for critical reflection in relation to country problems and more broadly to give a stronger emphasis to adult forms of training. As one recent participant puts it:

It has been a good experience and we have learnt a lot on various subjects. Nevertheless, I think the number of hours in certain disciplines could be reduced to spend more time on research, finding solutions to problems and data processing. One should devote more attention to reflecting on lived problems in the countries from which trainees come. (translated from French by OPM).

It is difficult to estimate the size of this group and the comments in the questionnaires are brief. Still, the issue of whether the ATP is sufficiently oriented towards professional training arises as an essential point to take forward.

The importance for IIEP of striking the right balance between professional training and academic education was also highlighted by several of the interviewed critical friends. More than half of the interviewees identify the professional character of IIEP's training as the Institute's strong comparative advantage. All but one of those stressed the qualities of the teaching staff as decisive for the Institute's professional training profile. A common message was that although there is nowadays more competition from universities in offering Master's programmes in educational planning and management, IIEP distinguishes itself by offering professional training.

Overall, IIEP's training is also good at fulfilling its training objectives (Table 4.5), although there would seem to be scope for improving the proportion of participants offering scores at the two highest levels. On average, more than half of the participants in the ESP I and II and the short distance courses in 2011 and 2012 assess that the specific training objectives of these programmes and courses were fulfilled to a 'very large extent'. The scale for the rating of the ATP is not the same. Yet nearly one third of the 2010/11 and 2011/12 ATP trainees assessed that the programme to a 'very high' extent fulfilled its training objectives.

Although 84% of the trainees found that the ATP to a 'very high' extent or 'high' extent fufilled its objectives, 15% assessed it as 'average' and 2% as 'low' or 'very low'. One quarter of the trainees found that the objective of providing tools for educational projects had been achieved on 'average' and 6% found the fulfillment of strategic management and leadership skills objectives as 'low' or 'very low'.

Table 4.5   Rating of fulfillment of training objectives

Advanced Training Programme 2010/11 & 2011/12	Very High	High	Average	Low	Very low
Offer an understanding of theories and practices that orient current educational policies and reforms.	29%	61%	7%	3%	0%
Enhance participants' knowledge and practice of the methods and techniques of planning and management of educational systems.	34%	57%	10%	0%	0%
Acquaint participants with approaches and practices concerning education policy analysis, formulation and implementation.	35%	47%	17%	0%	0%
Provide tools for identifying, designing, implementing, monitoring and evaluation of educational projects.	25%	47%	25%	0%	3%
Help develop skills for strategic management and leadership tasks in educational planning.	25%	59%	12%	3%	3%
Offer each participant an opportunity to do research and prepare a memoir on a planning or management issue of significance to the work done by the participant in the country.	44%	40%	16%	0%	0%
Average across above objectives	32%	52%	15%	1%	1%

	To a very large extent	To a large extent	To a limited extent	Not at all
Education Sector Planning I & II	55%	45%	0%	0%
Short Distance Education courses, 2011 and 2012	51%	47%	2%	0%

Note: Short Distance Education Courses do not include data on the course on Financial Management and Budgeting for Education in 2011 and the course on Educational Planning for Conflict and Disaster Risk Reduction in 2012.
Source: IIEP-TEP data on course evaluations by participants

High level of satisfaction with the course content, but the time frame for the ATP appears short

Adequate course materials and appropriate design of the course modules stand out as a key strength of IIEP's training offer. Again, the data from the different training questionnaires are not strictly comparable and use different scales for rating the course content (Table 4.6). Yet some interesting findings emerge:

- On average, for each type of training, at least nine out of ten participants rate the course content as 'very good' or 'good'. Again, the two African ESPs come out very strongly, with more than two thirds of the participants rating the content as 'very good'. One reason

behind the high score of the ESP content is a high rating across all the Programme's modalities.

- Taken together, the contents of the short distance education courses score equally very high, with more than half of the participants finding them very useful. The guides for participants stand out as a particularly strong aspect of the distance education content, regardless of the course. However, the two courses on Budget and Financial Management and Projections and Simulations appear to face some difficulties. In both cases, the problems are related to inadequate distance learning facilities.

- The response rates for the courses under the SCP are low and the questionnaire uses a very narrow assessment scale. Still, the data point to a high level of satisfaction with the content, with more than eight of ten participants finding the course content 'very useful'.

- Nine out of ten ATP trainees rate the course content as very good or good. However, due to the low scoring of the programme's in-country phase, the ATP is the only training modality for which the highest ('very good') score is not in majority. While the one-month in country phase is the shortest module in the ATP, this part of the programme emerge as a clear weakness. By contrast, the content of the Common Core scores high, with 57% of the ATP trainees finding it very good.

A striking finding about the ATP concerns the short time period for the programme as a whole. The analysis of the qualitative comments from ATP trainees reveals that the most frequent comment concerns the intense programme schedule. One example of this is:

'The course is too intensive that it deprives people from other aspects of normal human living. Too many things to be done at the same time. People spent sleepless night for group work and has to meet deadlines. It appears the 9 months is no adequate to make people finish the course.'

In particular, a large number of comments relate to the difficulties in finding sufficient time for the Memoir. At the same time, in 2010/11 and 2011/12, the Memoir was the part of the programme that ATP trainees assessed as the most important. It is also clear that IIEP's teaching staff place a high priority on the Memoir and it is largely successful in fufilling its objective. Over the same period, 44% of the participants rated IIEP's ability to offer each participant an opportunity to prepare a Memoir as very high. This was the highest rating across the programme's six training objectives.

Table 4.6   Rating of course content

ATP 2010/11 & 2011/12	Very good	Good	Average	Poor	Very poor
In country phase	23%	61%	15%	0%	0%
Common core courses	57%	41%	2%	0%	0%
Specialised courses	43%	48%	6%	3%	0%
Average	**41%**	**50%**	**8%**	**1%**	**0%**

	Very good	Good	Average	Poor	Very poor
ESP I	65%	32%	3%	0%	0%
ESP II	68%	28%	3%	0%	0%
Average	**67%**	**30%**	**3%**	**0%**	**0%**

Short Distance Education courses	Very useful	Useful	Not very useful	Poor
2011 Indicators in basic education	53%	39%	7%	1%
2011 Reforming school supervision	66%	28%	5%	1%
2012 Educational planning for C/DRR	68%	27%	4%	1%
2012 Budget and financial management	65%	21%	14%	0%
2012 Indicators in higher education	59%	36%	5%	0%
2012 Projections and simulation models	26%	60%	13%	1%
Average for the six courses (unweighted)	**56%**	**35%**	**8%**	**1%**

Specialized Courses Programme	Very useful	Useful	Not useful
2011/12 Education sector programmes	77%	23%	0%
2011/12 Education budgets	65%	35%	0%
2011/12 Planning and management human resources	77%	22%	0%
2011/12 Organization & management of ES	73%	27%	0%
2011/12 Projections and simulations	100%	0%	0%
2011/12 EMIS	92%	8%	0%
Average (unweighted)	**81%**	**19%**	**0%**

Notes: SCP courses 303 and 304 excluded because number of responses too limited. Only the DE courses with comparable variable and scale for rating of course content included.
Source: IIEP-TEP data on course evaluations by participants

Teaching and learning methods score well, but room for some improvement

Because of the different modes of delivery (i.e. face-to-face, distance and blended), each training modality obviously use its own teaching and learning methods (Table 4.7). Based on the available data the following broad messages emerge:

- Overall, the large majority of participants are satisfied with IIEP's teaching and learning methods, with 83% or more finding them 'very useful' or 'useful'. The high quality of IIEP's teaching staff is a key driver behind the good rating. For the ESP, the guidance and feedback from IIEP instructors score particularly high and for both the SCP and the ATP, a relatively high share of participants rate lectures and discussions as very useful.

- For the ESP, a frequent comment from participants is that the face-to-face time should be increased and that distance mode can never replace the value of meeting participants from other country groups. Overall, there is very strong support for IIEP's method of working with country groups in its blended and distance modes. In the short distance education courses, a high proportion of participants (70%) find the experience of working in a group 'very useful'.

- Both the ESP and the DE face some challenges in terms of the distance learning facilities. Some of the comments reveal that internet connectivity is still a problem for participants in some countries.

- There seems to be room for improvement in terms of the delivery of some aspects of the ATP. In particular, about one fifth of the ATP trainees rate the group work and individual reading as average or low.

Table 4.7   Participants ratings of IIEP's teaching and learning methods

ATP 2010/11 & 2011/12	Very high	High	Average	Low	Very low
Lectures-discussions	48%	39%	13%	0%	0%
Exercises	42%	44%	12%	3%	0%
Group work and group reports	41%	37%	15%	7%	0%
Individual reading	30%	51%	16%	3%	0%
Average	**40%**	**43%**	**14%**	**3%**	**0%**

ESP I & II	Very useful	Useful	Not very useful	Poor
Experience of working in a group	61%	38%	1%	0%
Guidance received from IIEP staff	68%	31%	1%	0%
Feedback from IIEP instructors	70%	30%	0%	0%
E-mail/Platform as means to communicate	67%	27%	6%	0%
Communication with group coordinator	56%	36%	7%	1%
Average	**64%**	**32%**	**3%**	**0%**

Short Distance Education courses 2011 & 2012	Very useful	Useful	Not very useful	Not useful at all
Studying in a team	70%	23%	7%	1%
Intervention and feedback from IIEP instructors	63%	32%	5%	0%
Course platform as a way to communicate	54%	39%	6%	1%
Average	62%	31%	6%	1%

Specialized Courses Programme in 2012	Very useful	Useful	Not useful
Lectures and discussions	86%	14%	0%
Group work	80%	18%	2%
Individual work	87%	13%	0%
Average	84%	15%	1%

Source: IIEP-TEP data on course evaluations by participants

The modes of evaluation in the ATP have some clear weaknesses

The ATP and the ESP ask participants how pertinent they find the modes of evaluation used in the two programmes. In sharp contrast to the other aspects of learning, the modes used to evaluate participants' performance appear to be a weak area. This is particularly the case for the ATP, where one in ten trainees find the pertinence of the modes of evaluation 'low' or 'very low'. Another 29% rates its pertinence as 'average' (Table 4.8).

In analysing the comments for the low scores, several explanations are given:

- The evaluations require a lot of effort, but are not worth it
- Participants do not understand their marks and some find them subjective
- Low marks are given without explanations or comments
- A perception of unfairness in relation to evaluations of group work, with some trainees as free riders on others' efforts

In one way, this finding links back to the earlier discussion about the balance between professional training and academic education. In any learning environment, the mode of evaluation of learners strongly influences and drives not only the content and the pedagogy used, but also the very identity of the learning activity. From the interviews with IIEP staff at the study's inception phase, the study team took note of the Institute's major efforts in aligning the ATP to the European Bologna process and ensuring that the Programme is comparable in terms of standards and quality with a European Master's degree. One important effect of following the recommendations of the Bologna Process appears to have been a substantial additional workload for staff in terms of evaluating ATP trainees (see earlier findings in the costing part). In addition, the modes of evaluation and the marking system are academic rather than professional in character.

The substantial dissatisfaction with the ways in which trainees are evaluated raises questions about the viability of the current modes of evaluation. The study team questions whether it is appropriate for the Institute to continue to follow the Bologna regulations in such a strict manner and whether

lighter or more competence based assessment modes could be used, particularly as the current strategy has not been successful (due to IIEP's special status) in achieving academic accreditation of the ATP as a Masters programme. There is a risk that the programme will fall between the two stools of academic higher education and professional training.

Table 4.8   Rating of pertinence of the evaluation modes in the ATP and the ESP

ATP 2010/11 & 2011/12	Very high	High	Average	Low	Very low
Individual assignments	32%	46%	15%	4%	3%
Tests	28%	41%	28%	0%	3%
Group work	21%	30%	35%	12%	3%
Participation	20%	43%	32%	5%	0%
Peer assessment (included only in EPC 205 in ATP 11/12)	23%	19%	35%	19%	4%
Average	25%	36%	29%	8%	2%

ESP I & II	Very much	Much	Not very much	Not at all
Group Assignments	48%	42%	10%	0%
Individual examinations	42%	45%	12%	1%
Assessment of your individual participation in the group work	46%	39%	13%	3%
Average	45%	42%	11%	1%

Source: IIEP-TEP data on course evaluations by participants

4.2.3. Assessment of Kirkpatrick's level III and IV: Behaviour and results

Key finding: 41 employers responsible for the planning and management of education systems reports positive impacts on participants' task performance and only one expressing doubts about this effect. Beyond the individual, the data also point to some benefits at the organisational level. A total of 34 employers assess that IIEP's training has contributed to important improvements in their organisations, while another six do not. Employers report much stronger effects from the ATP than from distance education and specialised courses. There is an external expectation from some of the IIEP's critical friends that the Institute should link the ATP to longer term organisational support in a more systematic and explicit way.

The section is based on the following main sources of data:

- Tracer study of ATP Graduates 2002/03-2007/08, conducted in 2009
- Tracer study of ESP I participants, conducted in 2011
- Data from the employer survey conducted for this study
- Data from interviews with critical friends of IIEP

It is worth remembering that the data from the employer survey presented in this section are not drawn from a representative sample. While the information gathered should be treated with caution, some broad effects of IIEP's training in the countries from which responses were received do emerge. For more details about the survey population, see Annex B.

41 heads of planning assess that IIEP's training has helped their staff to perform their jobs better

The overwhelming majority of the respondents in the recently conducted employer survey think that IIEP's training contributes to improved performance of their staff. All in all, 98% of the employers 'agreed' or 'strongly agreed' with the statement that 'IIEP's training programmes are effective in helping people perform their jobs better'. In actual numbers, this corresponds to 41 heads of planning[33] in 32 countries who clearly see a strong value in IIEP's training for their staff's professional development.

The comments from the employers are very creditable, expressing a great deal of appreciation for the work of IIEP. The comments are of two kinds. Some stress the technical skills acquired through IIEP's focus on job-related training. Others give emphasis to training as important for a wider understanding and certainty in analysing education systems. A few examples of what employers see as benefits of training for their staff are:

'I notice that there is understanding of terminology with my colleagues at the councils level specially on indicators & how to use the simulation mode, identify the objectives etc.'

'They are better armed to understand and analyse our education system'.

'The training courses have allowed staff to be confident in the application of techniques to prepare reports, develop indicators and undertake projects'

'The three officers who have attended the IIEP training are currently doing very well and serve more or less as our think tank'.

'Those who have been trained at IIEP are at ease with planning and management of the education system. They contribute to improve the planning and arbitration of financial allocations'.

The survey findings also show how employers assess the effects of training on the work of staff members in specific areas. Figure 4.12 shows competencies included in IIEP's training offer and employers' ratings in relation to staff members who have participated in the respective training. Unfortunately the ESP is not included, because too few employers had staff who had participated in this type of training. While it is not possible to draw any far-reaching conclusions based on these results, a few interesting aspects emerge:

- The ATP seems particularly successful in improving participants' self-confidence. 50% of the employer respondents with former ATP trainees among their staff express that the programme had a 'very high' impact on improving staff's self-confidence. Nearly another third assess the impact as high. In other words, this means that on average, the 28 heads of planning who responded to this survey question think that eight out of ten former ATP trainees have gained a lot in terms of self confidence from the ATP programme.

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[33] Or similar positions.

- Overall, the impact of the ATP on staff performance is stronger than for the SCP and the DE. This makes a lot of sense in relation to generic competencies such as leading and managing team work, where this is an objective of the ATP but not the others. However, the stronger effect is also present in relation to enhanced technical skills.

- There are no major differences recorded between the SCP and the DE, where the employers typically assess the impact on staff performance as moderate. A few comments from the employers mention that the impact of the DE is limited because of time constraints and because of difficulties in getting organized *('Distant courses need a dedicated team and time. Most often this is difficult').*

Figure 4.12   Employers' assessment of training impact on staff member competencies

Advanced Training Programme

Specialized Courses Programme

Distance Courses
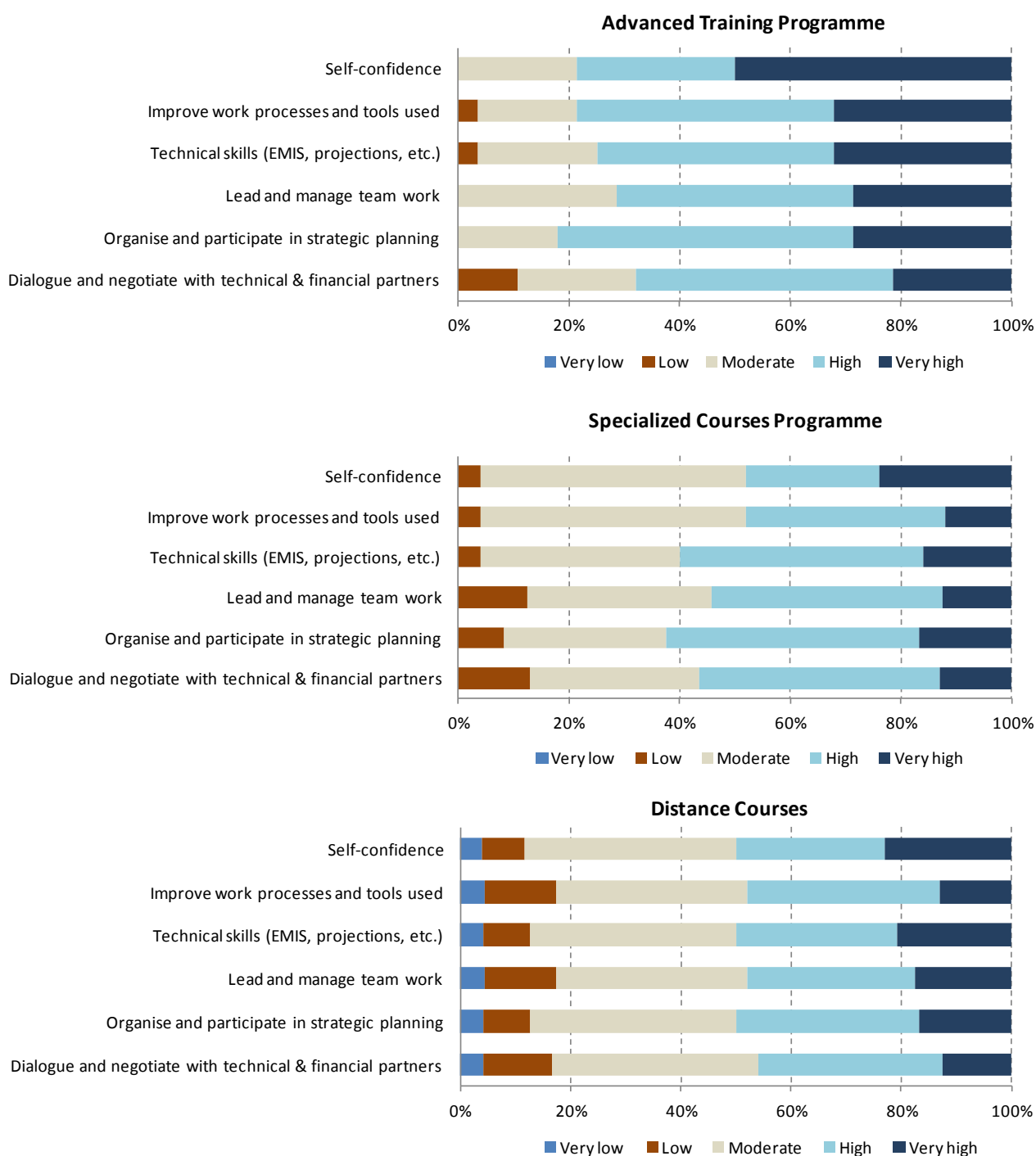
Note: The average number of respondents is 25.
Source: Employer survey conducted for this study.

34 heads of planning assess that IIEP's training has improved their organisations' performance

The role of training in making organizations function better is less straightforward than the benefits for the individual. A host of other factors, involving political as well as institutional dynamics, act as favourable or hampering conditions for the effective use of acquired skills, knowledge and behaviour within organizations.

To some extent, the complexity of the issues involved is confirmed in the survey findings. Overall, 34 employers report that IIEP's training has contributed to improvements in their organisations, while 6 employers are more doubtful about the effects. Figure 4.13 contrasts the employers' reactions to the two statements about impact for the individual and for the organization. While the majority of employers 'strongly agree' with the benefits for individuals, the same group of employers are less affirmative with regard to the organisational effects. Instead, the majority 'agree' with the statement about improvements at the department level. Bearing the limited number of respondents in mind, the findings still point to considerable positive effects in 34 organisations.

Figure 4.13   Heads of planning responses to statements about training impact on staff members and on the organisation
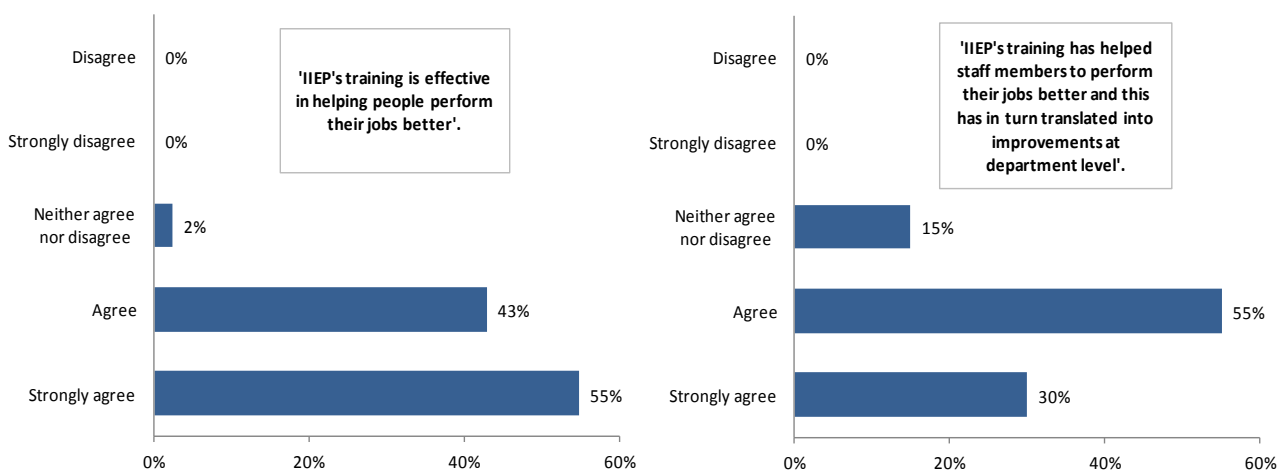
Source: Employer survey conducted for this study.

Employers do not provide many details about the factors or conditions that hamper the effective use of trained staff. One comment says that the individuals who have been trained by IIEP do not sufficiently share their acquired skills with other officials. This suggests an area for IIEP to address with participants. Another comment says that the officers trained at IIEP do not work with their areas of acquired competencies and specializations. Several employers also mention the need for training among a higher number of their staff members, thus hinting at a critical mass as important to achieve organisational improvements.

By contrast, several employers include examples of the ways in which staff training has contributed to better performance for their organizations. For example:

The Planning Department that I have the honour to be in charge of has for the first time prepared the programme budget for 2013. Before, this exercise was refused to the department simply

because the administrative authorities thought that our structure did not have the competent staff to carry out this work. (OPM's translation from French)

At present, the definition and reorientation of the education policies are carried out by former participants in IIEP's training. There is an important imbalance in terms of education analysis between those who have received training from IIEP and those who have not.

Further, the survey findings shed some light on how trained staff are used in the organisation. The two areas in which IIEP's training appears particularly useful are in filling capacity gaps and thereby reducing the shortage of skilled manpower, and in improving the quality of products from the department, including plans, reports and statistics. 85% or more of the employers agreed or strongly agreed that these areas have benefited from IIEP's training.[34] The effects of training on the organisation's ability to translate policy objectives into plans, to monitor the implementation of plans, and the enhancement of professional recognition of the department within the Ministry of Education appear less strong. One-quarter to one-third of the employers assess the effects of training on these areas as moderate.

External expectations on IIEP to link its training activities more closely to organisational support

In addition to the information from the employer survey, more than half of the critical friends interviewed shared concrete examples of what IIEP's training has meant for the performance of Ministries of Education; in positive as well as less positive ways. While these scattered examples remain anecdotal in nature, they are valuable testimonies to the important role IIEP's longer term training plays in fostering better national education management.

The most frequently mentioned positive example is the ability of former ATP trainees to play key roles in the strategic direction of their countries' education systems. For instance, one interviewee had closely followed how an ATP trainee upon his return made significant contributions to the country's new national education plan. The trainee also trained his colleagues and fostered more of a culture of planning. In the words of another interviewee:

I particularly think of one man who participated in the ATP during my work in Nepal. It happened that I moved to the same places as him and was able to follow him before, during and after his training. I must say the training had huge positive effects on him. In terms of technical skills, but also leadership skills. After the ATP, he was convinced that he could make important changes in his country. He learnt how to investigate and could relate Nepal to other countries. Before, he was just focused on applying his technical skills in statistics in Nepal. But his time in Paris was an eye opener to him. I am impressed about what he learnt technically, but also about the way it changed his way of thinking. He is a statistician and in the few years after his training he did some wonderful things. He basically changed the system for collecting data in his country.

At the same time, there are challenges involved. Three of the interviewees spoke vividly about the difficulties for Ministries of not having key staff around for such a long period as nine months. One interviewee even mentioned that the issue had become something of a joke within the Ministry of Education, with officials repeating that 'Mr Data is gone to Paris'. In this case, the interviewee said

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[34] This question was not disaggregated by training modality.

that the absence of the only qualified statistician within the Ministry had put the production of key education statistics on hold for a year. Two of the critical friends also referred to examples of people who should not have participated in the ATP, because of lack of necessary basic competencies.

All of the critical friends interviewed see IIEP's training as important. Yet two-thirds of them are sceptical, in two cases very sceptical, about the impact of training on Ministries' performance. They think that IIEP should do more to link its training activities to organisational support, including a stronger focus on the pre-training/selection stage and in follow-up of training. Probably because it is the most well-known programme and perceived by all the critical friends interviewed as costly, their scepticism refers only to the ATP. In particular, this group expresses the idea that the effect of IIEP's training should be explicitly extended beyond the individual and be more systematically linked to Ministries' organisational improvement efforts. Three of the interviewees refer to Ministries' capacity development plans/strategies. One of them wondered whether IIEP is connecting its training activities at all to capacity development strategies and two said IIEP should improve the linkages to such strategies.

More broadly, it is worth highlighting that the critical friends' suggestion of linking individual training to organisational support fits well with the trend among donors to combine fellowship programmes with the strenghtening of organisations in developing countries. A recent review of fellowship programmes identifies some conditions for making such programmes effective in strengthening organisations (Boeren, 2012):

- Participants are selected based on their capacities to become change agents in their organisation or profession.
- To strenghten the performance of organisations, training of a critical mass of staff members is essential for bringing about durable changes and innovation. The size and composition of the critical mass vary depending on the organisation/institution.
- Training is conducted based on training needs assessments and manpower development plans. Employers are directly engaged in the planning and monitoring of the 'training project', which should last for several years.
- To meet the training needs of different organizations, opportunities for training are flexible and vary in terms of length, level and location.
- The relevance and impact of education and training courses are strengthened by conducting them in the regions and countries concerned.

5   Looking ahead

As other successful institutions with a long history, IIEP is struggling against tradition. I think they need to change some aspects, but without losing their identity. The time has come for IIEP to become pioneers again.

Critical friend interviewee

5.1   Summary of conclusions from the study

The past decade has seen significant progress towards the Education for All goals, in particular in relation to increased primary school enrolment. Some of the world's poorest countries have, through political leadership, enhanced national education planning and policy implementation, demonstrated that rapid progress is feasible. At the same time, progress is highly uneven across countries and is frequently undermined by persistent inequalities and poor governance. In this context, the global stakes and expectations on IIEP are high. The needs for on-the-job training of Ministry staff responsible for education planning and management are huge, while the global resources available are limited and too rarely untied.

With an eye on the above context, this study has identified the headline cost drivers of training at IIEP. For the calendar year 2012, the total cost of training is estimated at US$3.3 million, approximately two-thirds of which (US$2.2million) was attributable to staff costs and the remaining one-third (US$1.1 million) to non-staff expenses. The Advanced Training Programme (ATP) with its In-Country, Common Core, Specialisation and Memoir components constitutes 56% (US$1.85 million) of the total training costs, distantly followed by the Education Sector Planning programme (20%) and Distance Education (13%). The Memoir phase takes up the largest share of staff time-use in the ATP (around 30%), closely followed by the Specialisation phase**.** Across all training functions of the ATP, course management constitutes the largest share of staff time-use and salary costs (approximately 40%), followed by instruction and assessment (around 20% each). A breakdown of time-use by training units shows that 84% of the course management time is attributable to the seven TEP unit members.

It cannot be said conclusively that IIEP's face-to-face training modalities are more resource-intensive than distance training, or vice versa. Our analyses of this issue offer differing results. When delivered in-person, time investment in the Education Sector Diagnosis (ESD) module was significantly less than its distance-learning counterpart, while Projections was delivered with 50% more time investment in-person than remotely. While the case of ESD is relatively clear in its conclusion, the result from Projections is far from so, particularly given the varying learning outcomes under the two modalities. Further, the calculations show that while DE courses had a negative net income flow in 2012, net income from SCP is positive but only when the costs of course development, instruction and assessment are synergised with ATP's Specialisation phase.

The study also shows that IIEP's regular training is highly beneficial for participants. For each training modality with data at least 97% of the past two years' participants rate the usefulness of the training for work as 'high' or 'very high'. The assessed benefits are particularly strong with regard to enhanced technical skills, problem analysis and comprehension and self-confidence.

While the results of the survey should be treated with caution, the overwhelming majority of the respondents in the survey conducted with heads of planning departments think that IIEP's training contributes to improved performance of their staff. All in all, 98% of the employers who responded to the survey 'agreed' or 'strongly agreed' with the statement that 'IIEP's training programmes are effective in helping people perform their jobs better' (41 in total). These employers clearly assess the impact of the ATP on staff performance as stronger than the distance and specialised courses. This is particularly the case with regard to capacity to improve work processes and tools used in the department, ability to organise and participate in strategic planning and in improved self-confidence. While the study identifies areas for improvement, in particular in relation to the ATP, the overall finding is that for the individual, IIEP's training is largely fit for purpose.

Overall, the analysis shows that IIEP's training modalities are good at reaching their intended target audiences. The one group where improvements could be made is in relation to increased female participation. Yet IIEP's training reach is limited in relation to the global demand. This is particularly the case with regard to longer-term training and the limited reach of IIEP's training to countries outside Sub-Saharan Africa. Considering the small size of IIEP the building of partnerships with a higher number of training institutes and universities through the ESP stand out as an innovative approach.

The survey findings from 34 heads of planning (85% of respondents) indicate positive effects of training on the performance of Ministries of Education (while six reported doubts, corresponding to 15%). Yet it is less evident that firm conclusions can be drawn about the effects of IIEP's training on planning departments' capacity to function better. The two areas where IIEP's training seems particularly useful for organisational improvements are in fillling capacity gaps and in improving the quality of such products as plans, reports and statistics. Employers reported weaker effects on the translation of policy objectives into plans, the monitoring of the implementation of plans and professional recognition of planning departments within Ministries.

5.2 Implications for IIEP's strategic direction

Looking ahead, IIEP faces a number of 'tensions' in relation to the strategic direction of its training offerings. These tensions are not new, but appear to have become more explicit in recent years. Among them:

- *Long-term versus short-term duration of training:* There are obvious trade-offs in terms of the reach and depth of IIEP's training offer. The main argument for the longer term ATP training is that IIEP aims not only to improve technical skills, but also to develop the understanding and skills needed for future leaders in education planning and management. On the other hand, the shorter courses have a far greater reach.

- *Global versus African focus:* There are also trade-offs in terms of the reach of IIEP's training across the world's regions. As a UNESCO institute, IIEP's mandate is global in scope and should therefore reach out to all the world's regions. At the same time, Sub-Saharan Africa is the region with the greatest education needs and is a priority region for UNESCO.

- *Professional training versus academic education in the ATP:* Since 2002/03, the ATP is offered as a programme at Master's level. Due to the special status of IIEP

as part of the United Nations (and not a country), the programme has not been recognized as an official Master's degree. Yet major efforts have been made to ensure that the ATP is comparable with a European Master's degree. As part of this process, several academic elements have been introduced. On the other hand, the core identity of the ATP is that of a professional training programme.

To assist IIEP in moving forward, the study team has singled out three distinctive and 'pure' strategic options for enhanced training effectiveness. Within each of these, there are choices to be made with regard to the 'tensions' mentioned above. Some possibilities for how to rationalise the use of available resources are also highlighted. While combinations of these options are of course possible, the study team believes a shared vision as to where the main weight should lie is important for the overall effectiveness of IIEP's training activities in the years to come.

1. *To continue the current regular training offer, with an emphasis on improving the weaknesses within each existing training modality.* The point of departure for this option is IIEP's current training offer and its identity as a 'training institute'. Under this option, the primary focus of the existing training modalities will thus remain on developing the capacity of individuals, with the individual's interest as the 'key driver' for participating in training. Through the training of individuals, IIEP will continue to use indirect and informal mechanisms for developing capacity of organisations (for instance through group-based distance and blended courses and selection of ATP trainees through informal contacts to check their potential as future leaders), but with limited explicit linkages to organsational support from IIEP.

    Key areas where the study has highlighted room for improvements include:

    - Extending the reach of longer-term training by developing more partnerships with national training institutions and universities.

    - Strengthening the in-country phase of the ATP to make it more of an integral part of the ATP

    - Re-considering the mode of evaluation of the ATP, and to some extent the ESP

    - Providing a less dense schedule for the ATP residential phase, allowing more time for reflection and problem solving

    - Providing more time for face-to-face training and meetings in the blended ESP

    - Improving some distance learning facilities in the distance education courses

    - Improving gender parity, in particular for the short distance education courses.

Some areas where IIEP could rationalize the use of resources include:

- Lowering costs by rethinking the ATP Memoir. Immense staff time is invested in assessment and supervision of the Memoirs; a rethink of the Memoir would include reconsidering the objectives of these research pieces and the nature of assessing them.

- Lowering costs by simplifying the mode of evaluation of the ATP course modules.

- Lowering costs by streamlining course management activities, including re-assessing the composition of committees and regularity of meetings, and other peripheral course management activities.

In addition, IIEP could consider ways of increasing income. One way would be to increase the contribution to ATP participation costs from fellowships. At the moment, only 17% of ATP costs are recouped via fellowships. Another way would be to introduce tuition fees for the ESP and the ATP.

2. *To continue the current regular training offer, but with a more explicit and systemic linking of training to organisational support.* This option implies that the strengthening of Education Ministries would be the main focus (as opposed to the individual trainee). A direct consequence of this would be that the existing training modalities would be combined with other capacity development efforts. The whole package would not necessarily have to be undertaken by IIEP, but its training components would be planned and integrated as a component in longer-term capacity development efforts. The same areas for improvement of training modalities mentioned under the first option would still hold, but improvements would be conducted as part and parcel of organisational support.

Another consequence of this option would realistically be a limitation of the number of Ministries of Education the Institute can serve at a time. This, in turn, has a whole series of consequences in terms of how to prioritise between different countries. As with other global initiatives with a mandate to assist developing countries, the Institute would have to strike a balance between country needs and performance in the allocation of IIEP resources.[35] Also, the costs of managing this option are possibly substantially higher, as it would require more planning and follow-up than the first traditional option.

3. *Phasing out of IIEP's regular training offer by merging the training activities into the Institute's organisational support.* With a strong focus on capacity development it could be questioned whether a separate regular training offer is justified. As an extreme option, customised training could be provided on demand from Ministries of Education and on a cost-recovery basis, possibly in the longer-term perspective to a large extent outsourced to training institutes in developing countries.

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[35] While its mandate and role differ from that of IIEP, this has been an ongoing area of work for the Global Partnership for Education for several years.

Whilst it must be for IIEP senior management to consider which of these options, or what combination of these actions to adopt, the study team is firmly of the opinion that the future lies with Option 2. In our view, closer strategic engagement with Ministry and education sector capacity development plans offers the best prospect of responding to current trends towards greater government ownership, and of ensuring that the capacity development impacts of IIEP's training are maximized.

We do not underestimate the magnitude in shift of perspective involved. It brings with it the need to reallocate resources or find cost savings to permit more "before" (such as needs assessment) and "after" (such as alumni network events or workplace projects) to be carried out, in order to increase the likelihood that learning will be applied. It also brings the prospect of working in depth with fewer countries at any one time, and a corresponding need to continue to expand the short course learning offer so that global reach is not compromised. On the positive side, it would also seem to offer the possibility of strengthening the linkages between the research, training and technical assistance aspects of IIEP's work.

5.3   Recommendations

We conclude with a small number of recommendations for consideration by IIEP's senior management:

Recommendation 1: To take and communicate a clear decision on where the focus of IIEP's strategic development should lie, in relation to the options discussed above.

Recommendation 2: To address the key weaknesses with the current training offer and rationalise the use of resources identified in this study and as summarised above.

Recommendation 3: Develop a monitoring and evaluation strategy for IIEP's training offer for the next five years. It is recommended that such an M&E strategy is based on an explicit intervention logic which highlights the causal relationships linking IIEP's training of individuals to the Institute's core mandate of strenghtening the capacity of organisations and institutions to plan and manage their education systems. We see a need for an even stronger evidence-base on how IIEP's training can further strengthen the planning and management capacity of Ministries of Education. The value of stronger evidence on the role of training for organisational improvements extends well beyond IIEP's own training activities. We think the Institute is uniquely well placed to take more bold initiatives in this area.

Recommendation 4: Improve the regular monitoring of IIEP's training activities, by :

a. Introducing a standardised system for classifying and monitoring course participants across all of IIEP's training modalities. At the moment, each staff member works more or less with her own system, making consolidated monitoring difficult. For instance, this includes using standardised ways (in one language) of classifying participants by country and gender.

b. Introducing a standardised set of core questions for participants' course evaluations. At the moment, there are significant variations across the

Institute's training modalities (in particular the SCP). The core set of questions should include exactly the same formulation of questions, as well as exactly the same assessment scales. At a minimum, this should include questions about the fulfilment of training objectives, usefulness for work, satisfaction with course content, teaching and learning material, modes of evaluation and main strengths and weaknesses. "Yes or no" questions should be kept to a minimum.

c. Conducting a thorough costing exercise, similar to the present study, on a regular basis. A good starting point would be the methodology used for this study, supported by the costing spreadsheets and questionnaires developed for the study. A necessary prerequisite for the success of the next such exercise is efficient in-house data management. This includes up-to-date staff and non-staff cost data, as well as data on fellowships and number of fee paying participants.

d. Considering, in connection with the above the introduction of routine staff time recording as an indispensable aid to understanding staff costs, as well as a more detailed investigation of the various activities that contribute to course management and course support time to provide a clearer view of how time is currently used.[36]

e. Exploring the possibility of establishing a "benchmarking club" with a group of comparable institutions to facilitate the exchange of management information, in order to improve understanding of IIEP's cost profile, identify areas where process improvements or efficiency savings might be pursued, and provide a wider context in which to understand participants' course assessment scores.

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[36] For example, a one-off time use diary exercise with a cross-section of staff could provide invaluable insights into the composition of these broad and not clearly defined categories.

Key documents and data used in the study

Boeren, A. (2012) Issues and trends in development cooperation programmes in higher education and research, Nuffic, The Hague.

Davis, N. and Mutch, L. (2006) Evaluation of the UNESCO International Institute for Educational Planning, UNESCO Internal Oversight Service, Paris.

UNESCO-IIEP (2007) IIEP Medium-Term Plan 2008-2013, UNESCO-IIEP, Paris.

UNESCO-IIEP (2012a) Advanced Training Programme in educational planning and management. 2012/2013 Course outline, UNESCO-IIEP, Paris.

UNESCO-IIEP (2012b) IIEP's Virtual Campus. Distance training offer 2012-2013. Worldwide training in educational planning and management, UNESCO-IIEP, Paris.

IIEP data and documents referred to in the costing part of the study:

- Annual staff salaries data (inclusive of allowances and social contributions). 2012. Costs & Financing team. UNESCO-IIEP, Paris.

- Non-staff costs from IIEP budgetary. 2012. Costs & Financing team. UNESCO-IIEP, Paris.

- ATP fellowship data for 2012-13 cohort. Administrative team. UNESCO-IIEP, Paris.

- Fees and participation data for SCP, DE. 2012. Training and Educational Programmes, UNESCO-IIEP, Paris.

- RTC financial data. 2012. UNESCO-IIEP, Buenos Aires

IIEP data used in the effectiveness part of the study:

- Data on course participants for the ATP, SCP, ESP and DE from 2008 to 2012 from the IIEP-TEP team. UNESCO-IIEP, Paris.

- Data on participants' course evaluations for the ATP, SCP, ESP and DE from 2008 to 2012 from the IIEP-TEP team. UNESCO-IIEP, Paris.

Annex A   Terms of reference

A.1   Background information

IIEP was created in 1963 as an autonomous institute of UNESCO. Its mission is to strengthen the capacity of Member States to plan and manage their education systems. IIEP carries out its mission through training, applied research, technical assistance, networking, and information sharing. Within IIEP's approach to capacity development, training is widely seen, both within and beyond IIEP, as the most important of the Institute's functions. The Institute's 1962 statutes state that it will: "provide instruction, by organizing in-service training courses, seminars and symposia, for senior civil servants, educational planners and economists or experts attached to institutions responsible for the promotion of social and economic development".

The Institute provides training through several modalities: face-to-face training in Paris, Buenos Aires and in Member States; a blended mode of distance and local face-to-face support; and distance delivery with online support. It also places some training materials online for self-study.

The Advanced Training Programme (ATP) is IIEP's oldest and most widely recognized training activity. It was first offered in 1965 and since that time some 1,400 planners have been trained. The ATP Alumni form a global network of practitioners that continue to engage with IIEP in research, training and technical assistance.

IIEP's current Medium-Term Plan (MTP) for 2008-2013 set scaling up training and organizational support for Member States as one of its strategic objectives:

> *Member States will be able to draw on an expanded pool of educational planners and managers, and on empowered national institutions and other organizations, for design, implementation and monitoring of educational policies and plans.*

IIEP intended to scale up its training mainly through the following approaches:
1. Create a pathway between various IIEP training offerings to allow beneficiaries flexibility in learning time and location through credits accumulated in courses undertaken;
2. Offer at a distance a partial equivalent of the Institute's flagship training, the ATP. In this spirit, the Institute translated the ATP's three-months Common Core into a ten-months blended course on *Education Sector Planning;*
3. Increase the number of distance courses offered.

The development of distance education activities is a major response of the IIEP to the challenge of 'going to scale': extending the number of countries being reached by its training offer, widening the audience in terms of numbers addressed, reaching target groups which are otherwise difficult to reach and diversifying the profiles of those benefiting from its training activities.

Additionally, and as an indirect means of scaling up its training reach, the Institute planned on:
1. Publishing training materials for self-learning
2. Working with selected national and/or regional training institutions which would benefit from their association with IIEP to expand and improve their own training programme.

The following two results would then be reached:

1. The number of educational planners and managers trained considerably expanded;

2. Ministries and training centres have improved capacity to apply educational planning and management techniques

A.2   Purpose of the study

This study will provide an evidence base for a better understanding of the relative 'cost' of each training modality and their effectiveness in terms of reach and depth of skills development of respective groups of beneficiaries. Specifically, the study will inform:

- IIEP's senior management's proposals to the Institute's Governing Board regarding the components of IIEP's future training strategy, including the relative investment to be made in each of the training modalities retained;
- The strategic resource allocation across IIEP's programmes and within the training component more specifically;
- IIEP's budgeting by providing realistic unit costs by training modality;
- IIEP's application for recognition of the ATP as a professional master's level programme;
- IIEP's future monitoring of the costs and effectiveness of its training offerings

A.3   Scope of the Study and Methodology

This study is defined as a cost and effectiveness study, as opposed to a cost-effectiveness study, because of the difficulty in assigning a numerical value to IIEP's training effectiveness. This means that it is not possible to calculate a cost to effectiveness ratio.

Training offerings to be studied

This study covers all of IIEP's regularly offered training modalities, for the implementation timeframe 2009-2012[37]. They include:
1. The Advanced Training Programme (ATP), a ten-month residential programme in Paris;
2. The Specialized Courses Programme (SCP) (integrated into the ATP) in Paris;
3. The Regional Training Course (RTC) for Latin American professionals, a three-month residential course in Buenos Aires;
4. Education Sector Planning (ESP) an eleven-month blended learning course;
5. Distance education courses with online support;
6. Summer School, a 10 days residential program in Paris offered in July-August on a specialised topic.

There are several ways by which the residential programmes link up. The ATP is made up of a Common Core (first semester), a Specialization Phase (second semester), and the Memoir or thesis (presented at the end of the programme). The ATP admits a number of participants who enrol in modules of the Specialization Phase (separately advertised as the Specialized Courses Programme) and join the ATP trainees. The RTC and the ESP are roughly the equivalent to the ATP Common Core. Graduates of the RTC and ESP can join the ATP in the second semester to complete the Specialization Phase and the Memoir.

Task 1: Identify training costs

The study will identify costs incurred for the design, implementation, and administration of the various training programmes as follows:

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[37] For some training modalities, data prior to 2009 should be included. See Annex 3. Details will be defined during the inception phase of the study.

- *Development costs:* defined as the series of activities and related inputs linked to the preparation of training materials, tutorials, assessments instruments, etc. Analysis will take into consideration the fact that there are synergies in the curriculum development of the training programmes (e.g. the ESP curriculum was based on the ATP Common Core and subsequently influenced the revisions of the Core).
- *Instructional costs:* defined as total input expended to interact with training beneficiaries
- *Supervision costs:* defined as total input expended to support/coach trainees in the preparation of their assignments (e.g. ATP memoir)
- *Management costs:* defined as total input expended to ensure (i) adequate organization and delivery of training activities, and (ii) coordination between the pedagogical teams/instructors and the training support team
- *Support costs:* defined as total input expended to administer training programmes, conduct administrative transactions, etc.

To the extent possible, each of these cost categories should be itemized to reflect:
- Staff time (IIEP staff and external support)
- Equipment
- Communication
- Translation
- Printing and publications
- Travel and accommodation

This task will lead to the calculation of unit costs per training modality.

Task 2: Compare costs of IIEP training to costs of training programmes at similar training institutions

To the extent possible, the study will seek to establish a cost comparison between IIEP and other training institutions that deliver training courses comparable to those offered by IIEP.

Task 3: Indicate costs covered by IIEP and costs covered by trainee or outside financing per modality

The study will reconcile total implementation cost per training modality and their financing mechanisms, including fellowships and fees levied.

Task 4: Assess effectiveness

IIEP's training programmes are intended to build capacities in educational planning and management of individuals and institutions. Building on the intended learning outcomes of the various training modalities, the study will interrogate the effectiveness of IIEP's training modalities, and compare results across them, along the following four levels[38]:
- *Level I: reaction* – did they like it? This level queries whether trainees' expectations and learning objectives were met, probing their perceived relevance and practical usefulness of the programme content, teaching methods, and instructional materials;
- *Level II: learning* – did they learn? Were the Intended Learning Outcomes achieved?
- *Level III: behaviour* – are they using it?

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[38] Kirkpatrick, D.L. and Kirkpatrick, J.D. (2006), *Evaluating Training Programs: The Four Levels*, 3rd ed., San Francisco: Berrett-Koehler.

- *Level IV: results* – is it having an effect? This level assesses whether IIEP is achieving its mandate, namely capacity development. It emphasises the pre- and post-programme situation of the graduates in terms of employer/employment, fields of work, tasks and responsibilities, professional recognition and promotion.[39]

Levels I and II can be assessed during and immediately after the training, Level III a short time after training has ended and Level IV generally two or more years after programme completion.

In order to facilitate comparison across training modalities, a set of generic (intermediate) effectiveness variables will be identified and measured (or captured) for all modalities. These should include some additional variables covering aspects such as the professional profile of participants/target audiences, the availability of similar training modalities on comparable topics by other institutions, and institutional-level effects where possible.[40]

Task 5: Formulate recommendations

Building on the results of the analyses described above, the study will propose options:
1. To rationalize the use of available human and financial resources across training modalities
2. To improve the effectiveness of training modalities
3. To improve current measures of effectiveness, including assessing IIEP's success in contributing to developing capacities in educational planning and management of individuals and institutions
4. To improve processes and tools for monitoring and evaluation IIEP's training programmes

Methods

The consultant is expected to utilise:
- Document review
- In-house interviews
- Various methods to capture staff time and associated costs
- Existing cost data
- Focus group and telephone interviews with current trainees, supervisors and alumni of various training modalities

Gaps in information, for example data to allow for comparison between training modalities, should be identified early on in the process and remedies for filling these gaps should be accounted for in the methodology of the study.

A.4   Roles and Responsibilities

An IIEP Steering Committee will provide on-going assistance and oversight for the implementation of the study and oversee the quality of the report. It will work closely with the consultant on measuring effectiveness and in identifying what training configurations to cost out. This reference group will be led by the Deputy Director and have representation from the Training and Educational

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[39] This is not a full account of medium and long term effects of the program. See below for further reference on institutional-level effects.

[40] For example, this could take the form of a qualitative assessment of whether or not and to what extent the presence of alumni of IIEP training activities in particular institutions has been instrumental to improvements in educational planning, strategies, programs, networks of exchange, etc.

Programme, Costs and Financing Team, the Administrative Unit as well as an evaluation specialist from UNESCO's Internal Oversight Service.

Consultants are expected to be knowledgeable about a variety of training modalities and have experience in analysing the costs and effectiveness of training. Facility in French and English is required and Spanish would be helpful.

Table A.1   Schedule of deliverables

Deliverable	Timing
An inception report with a methodological framework, including a strategy for capturing staff time, timetable, and a list of reviewed documents.	28 November 2012
Draft report, presented in a seminar at IIEP for management and staff	27 February 2013
Final report which includes: • Executive Summary (maximum four pages) • Programme description • Evaluation purpose • Evaluation methodology • Findings/Lessons learned • Recommendations • Annexes: interview list; data collection instruments; key documents consulted; Terms of Reference	20 March 2013 (TBC)

A.5   Available References

A number of sources are already available on the effectiveness of IIEP's training programmes, although they vary in their depth and comprehensiveness. These sources include annual ATP trainee programme evaluations, annual ATP course evaluations, 2009 and 2006 ATP tracer studies, 2011 data from Heads of Planning survey, 2010 evaluation of Education Sector Planning distance program, and evaluations of distance education courses, in-country/regional courses, and Summer School.

Cost data available

- ATP staff time estimates, 2009/10. Includes preparation time, class, and grading
- ATP staff time estimates, 2010/11
- RTC costs 2010, 2011. Includes staff, course elements
- ESP staff time estimates, 2011
- Memo: Assessment of how to cut costs, 2011
- Statistics on staff instruction time, 2006
- ATP Oman Study Trip Budget, 2012
- Fellowship budget, 2011-2012
- Estimated annual cost of an ATP graduate and Visiting Trainee participant
- Enrolment and completion numbers, by country and gender, for ATP, SCP, ESP, RTC, Distance Ed courses, Summer Schools
- Need printing costs by programme
- Need budgets and expenditure reports by programme

Effectiveness data available

- Annual ATP programme evaluations by participants, 2010/11, 2011/12
- Annual ATP course evaluations, 2010/11, 2011/12
- Annual ATP participant grades, 2010/11, 2011/12
- ATP Tracer study of ATP Graduates 2002/3-2007/8 (2009)
- ATP Tracer Study Tracer Study of 1995/96 to 2004/05
- RTC programme evaluations by participants, 2010, 2011
- RTC participant grades, 2010, 2011
- Mid-term and final evaluations of ESP 1 and ESP2
- ESP1 Tracer study (2011)
- ESP1 and ESP2 course evaluations
- Individual DE course evaluations
- Ongoing study on impact of DE (small scale tracer study)
- Data from Heads of Planning survey (2011)

Other relevant references

- Correspondence with Dutch Government regarding training programme, October 6, 2010
- ATP and Master's Degree Option: A Review 2006
- The IIEP Master's Option: Review and Recommendations Report submitted to IIEP Governing Board, December 2007
- IIEP Distance Education Programmes. Note to the IIEP Governing Board Working Group, November 2007
- IIEP Medium Term Plan, 2008-2013

Table A.2   Timeline for IIEP Training

1963	IIEP established by a Resolution adopted by the General Conference of UNESCO at its 12th session
1965	First Advanced Training Programme offered
1994	Creation of the IIEP Virtual Campus
1998	IIEP-Buenos Aires offers first Regional Course on Development and Education Policy Planning
2002	IIEP launches a Master's in Educational Planning and Management
2008	Introduction of an e-learning platform for the organization and implementation of distance courses and programmes
2010	IIEP launches the Distance Training Programme on Education Sector Planning

Table A.3   Timeframes for studying training offerings

Training Programme	Timeframe for cost data	Timeframe for effectiveness data
Advanced Training Programme	Two years from 2010/11	Two years from 2010/11
Specialized Training Courses	Two years from 2010/11	Two years from 2010/11
Regional Training Course	Two years from 2010/11	Two years from 2010/11
Education Sector Planning	2 in Africa and current in Asia	Africa ESP only
Distance education courses with online support	2008 onwards (started going to scale in 2010)	2008 onwards (started going to scale in 2010)
Summer School	2008, 2009, 2010	2008, 2009, 2010

Annex B   Survey of heads of planning

Background

To gain insights about the impact of IIEP's training on staff performance and on organisational improvements an employer survey was conducted. During the study's inception phase, IIEP expressed a strong interest in focusing the employer survey on heads of planning departments and divisions at Ministries of Education. The main argument for focusing on this group of employers is that staff from planning departments is the core target audience for IIEP's training. IIEP shared an already existing heads of planning questionnaire with the study team, which was used and adapted for the online survey.

The list of heads of planning for the survey was mainly compiled from different IIEP staff members. In addition, SACMEQ, UNESCO and OPM provided contact details for the heads of planning departments in 17 countries. IIEP does not hold a database which include contact details for heads of planning departments. This made the task of compiling a high number of heads of planning contacts with their emails challenging. Another challenge was to focus exclusively on the heads of planning departments and divisions. In particular, not all the provided contacts indicated the exact title of the persons. In these uncertain cases, a contact was added to the list if the person was clearly in a senior management position in a department or division related to planning or monitoring of the education system at the central level. Finally, the gathered heads of planning contacts were compared with IIEP's data on course participants. Only heads of planning from countries where at least one person had participated in the ATP or five in another type of IIEP training in the last five years were added to the list. In total, 106 heads of planning and similar positions from the countries listed on the next page were included on the list.

The online survey was conducted in English and French depending on the country of origin of the employer. The survey was conducted from early January to mid February 2013. After numerous reminders and at least one follow-up phone call to all the contacts where we had phone numbers, a total of 44 responses were received from the 101 correctly sent survey invitations. This corresponds to a 44% response rate, which can be considered as rather successful for an employer survey. Overall, the number of survey invitations sent, and of responses received can be summarised as follows:

Sent	106
Bounced	5
Responded	44
Unresponded	57
Opted out	3
Response rate	44%

Region	Country	Number of survey invitations
Arab States	Egypt	1
	Mauritania	1
	Oman	1
	Palestine	1
	Saudi Arabia	2
	Sudan	1
	Tunisia	1
Central and Eastern Europe	Latvia	1
East Asia and the Pacific	Cambodia	2
	Lao PDR	1
	Malaysia	1
	Solomon Islands	1
	Thailand	1
	Tonga	1
	Vanuatu	1
Latin America & the Caribbean	Grenada	1
	Guyana	2
	Haiti	2
	Jamaica	1
	Saint Lucia	1
	Saint Vincent and the Grenadine	1
	Suriname	1
	Trinidad and Tobago	1
South and West Asia	Afghanistan	1
	Bangladesh	5
	Maldives	2
	Sri Lanka	1
Sub-Saharan Africa	Angola	1
	Benin	2
	Botswana	2
	Burkina Faso	1
	Burundi	1
	Cape Verde	1
	Central African Republic	1
	Comoros	1
	Côte d'Ivoire	1
	D. R. Congo	1
	Eritrea	1
	Ethiopia	1
	Gambia	1
	Ghana	2
	Guinea	1
	Kenya	3
	Lesotho	2
	Madagascar	1
	Malawi	4
	Mali	3
	Mauritius	2
	Mozambique	2
	Namibia	2
	Niger	3
	Nigeria	3
	Rwanda	2
	Senegal	3
	Seychelles	1
	Sierra Leone	1
	South Africa	6
	South Sudan	2
	Swaziland	1
	Togo	1
	Uganda	2
	U.R. Tanzania	2
	Zanzibar (U.R. Tanzania)	2
	Zambia	2
	Zimbabwe	2
Total		106

Results

The following tables show selective results from the employer survey. The full set of results, including qualitative comments from respondents, are provided in a separate excel file. While the survey had a total of 44 respondents, all respondents did not respond to all questions.

To your knowledge, how many persons, currently working in your department, have taken part in IIEP training programmes?

	None	1-5 persons	6-10 persons	More than 10 persons	Number of respondents
Advanced Training Programme (Nine-month Paris-based course)	11	26	2	2	41
Specialised Training Courses (Short courses in Paris)	19	19	1	1	40
Education Sector Planning Course (Blended course with distance and local support)	20	10	4	4	38
Distance Education Course	14	13	3	2	32

To what extent do you agree with the following statement?
'IIEP's training programmes are effective in helping people to perform their jobs better.'

	Respondents (%)	Respondants (number)
Strongly disagree	0%	0
Disagree	0%	0
Neither agree nor disagree	2%	1
Agree	43%	18
Strongly agree	55%	23
Total	100%	42

To what extent has IIEP's Advanced Training Programme (the nine-month Paris-based course)
had an impact on certain aspects of the work of staff members in your department?

	Very low impact	Low impact	Moderate impact	High impact	Very high impact	Not applicable	Number of respondents
Technical skills (EMIS, projections, etc)	0	1	6	12	9	9	37
Capacity to organise and participate in strategic planning	0	0	5	15	8	9	37
Capacity to dialogue and negotiate with technical and financial partners and other stakeholders	0	3	6	13	6	9	37
Capacity to improve work processes and tools used in the department	0	1	5	13	9	9	37
Capacity to lead and manage team work	0	0	8	12	8	9	37
Self-confidence	0	0	6	8	14	9	37

To what extent has IIEP's Specialised Training Courses (short courses in Paris)
had an impact on certain aspects of the work of staff members in your department?

	Very low impact	Low impact	Moderate impact	High impact	Very high impact	Not applicable	Number of respondents
Technical skills (EMIS, projections, etc)	0	3	7	10	3	12	35
Capacity to organise and participate in strategic planning	0	2	7	11	4	11	35
Capacity to dialogue and negotiate with technical and financial partners and other stakeholders	0	3	8	10	3	12	36
Capacity to improve work processes and tools used in the department	0	1	9	11	4	11	36
Capacity to lead and manage team work	0	1	12	9	3	11	36
Self-confidence	0	1	12	6	6	11	36

To what extent has IIEP's Education Sector Planning Course (blended course with distance and local support)
had an impact on certain aspects of the work of staff members in your department?

	Very low impact	Low impact	Moderate impact	High impact	Very high impact	Not applicable	Number of respondents
Technical skills (EMIS, projections, etc)	0	2	4	8	4	11	29
Capacity to organise and participate in strategic planning	0	2	5	7	3	12	29
Capacity to dialogue and negotiate with technical and financial partners and other stakeholders	0	1	5	9	2	12	29
Capacity to improve work processes and tools used in the department	0	1	5	11	2	11	30
Capacity to lead and manage team work	0	2	3	9	3	12	29
Self-confidence	0	3	4	8	3	12	30

To what extent has IIEP's Distance Courses had an impact on certain aspects of the work of staff members in your department?

	Very low impact	Low impact	Moderate impact	High impact	Very high impact	Not applicable	Number of respondents
Technical skills (EMIS, projections, etc)	0	2	4	8	4	11	29
Capacity to organise and participate in strategic planning	0	2	5	7	3	12	29
Capacity to dialogue and negotiate with technical and financial partners and other stakeholders	0	1	5	9	2	12	29
Capacity to improve work processes and tools used in the department	0	1	5	11	2	11	30
Capacity to lead and manage team work	0	2	3	9	3	12	29
Self-confidence	0	3	4	8	3	12	30

On the basis of these assessments, to what extent do you agree with the following statement?
'IIEP's training programmes have helped staff members to perform their jobs better and this
has in turn translated into improvements at department level.'

	Respondents (%)	Respondents (number)
Strongly disagree	0%	0
Disagree	0%	0
Neither agree nor disagree	15%	6
Agree	55%	22
Strongly agree	30%	12
Total	100%	40

To what extent do you agree with the following statements?

	Strongly disagree	Disagree	Neither agree nor disagree	Agree	Strongly agree	Number of respondents
IIEP's training has contributed to filling capacity gaps in your department	0	0	6	21	12	39
IIEP's training has contributed to improving the quality of your department's work (e.g. plans, reports, statistics).	0	0	5	20	14	39
IIEP's training has contributed to improving your department's capacity to translate policy objectives into strategic plans and yearly operational plans.	0	0	10	17	12	39
IIEP's training has contributed to improving your department's capacity to monitor the implementation of education plans.	0	0	10	21	8	39
IIEP's training has contributed to raising the visibility and professional recognition of your department within the Ministry of Education.	0	0	13	15	11	39

Overall, how would you assess the contribution of IIEP's training programmes in improving the performance of your department in educational planning and management?

	Very low	Low	Moderate	High	Very high	Not applicable	Number of respondents
Advanced Training Programme (Nine-month Paris-based course)	1	1	7	10	10	3	32
Specialised Training Courses (Short courses in Paris)	2	4	7	14	1	3	31
Education Sector Planning (Blended course with distance and local support)	1	4	10	6	2	3	26
Distance Education Course	2	4	12	8	2	1	29

Does your department or Ministry have a capacity development strategy?

	Respondents (%)	Respondents (number)
Yes	68%	25
No	22%	8
Do not know	11%	4
Total	100%	37

Overall, to what extent has participation in IIEP training programmes been linked to an existing capacity development strategy?

	Respondents (%)	Respondents (number)
Not at all	4%	1
To some extent	65%	15
To a large extent	30%	7
Total	100%	23

IIEP is currently looking into means to enhance its services to Member States. What priority do you give to the following services?

	Very low priority	Low priority	Moderate priority	High priority	Very high priority	Number of respondents
Offering additional opportunities for training at sub-national level	1	3	6	14	9	33
Offering additional opportunities for training at national level	0	2	6	10	16	34
Offering additional opportunities for training at regional level	1	1	10	14	7	33
Offering additional opportunities for distance training	3	5	6	12	8	34
Providing planning departments with technical assistance and specialized advice	0	1	4	15	16	36
Implementing specific, policy-oriented research	0	4	4	13	15	36

From your experience, which modality and length of training is most effective for training education planners in your Department?

	≤ 2 weeks	≤ 3 months	Between 6 to 9 months	Number of respondents
Face-to-face training	10	5	19	34
Distance education	1	16	9	26
Blended training (mixing face-to-face and distance)	1	13	14	28

Annex C   List of interviewees

IIEP and UNESCO staff:

Name of individual	Position & organisation	Remarks
Anton De Grauwe	Senior Programme Specialist, TAS-IIEP	
Asuncion Valderrama	Chief of DOC, IIEP	Correspondence via e-mail
Aurore Brillant-Hagel	Documentalist, DOC-IIEP	
Barbara Tournier	Assistant Programme Specialist, GOM-IIEP	
Candy Lugaz	Assistant Programme Specialist, GOM-IIEP	
Emmanuelle Suso	Assistant Programme Specialist, Office of the Director, IIEP	
Estelle Zadra	Chief of PUB, IIEP	
Gabriele Göttelman	Head, TEP-IIEP	
Jimena Pereyra	Assistant Programme Specialist, TEP-IIEP	
Ludivine Gargam	Assistant, TEP-IIEP	
Mabel Muwanga Kantinti	Finance Officer, ADM-IIEP	
Michaela Martin	Programme Specialist, GOM-IIEP	
Mioko Saito	Programme Specialist, TEP-IIEP	
NV Varghese	Senior Programme Specialist, GOM-IIEP	
Patricia Da Grace	Programme Specialist, TEP-IIEP	
Serge Peano	Senior Programme Specialist, COF-IIEP	
Stephanie Dolata	Assistant Programme Specialist, EAQ-IIEP	
Suzanne Grant Lewis	Deputy Director, Office of the Director, IIEP	
Veronique Quenehen	Assistant, TEP-IIEP	
Yasmin Haq	Programme Specialist, TEP-IIEP	
Various ATP (2012-13) participants from Anglophone countries		Group discussion on various aspects of the ATP from participants' point-of-view
Margarita Poggi	Director, IIEP Buenos Aires	
Joseph Vaessen	Evaluation Specialist, UNESCO-IOS/EVS	

Interviewed 'critical friends':

Guillaume Husson, Pole de Dakar

Yayoi Segi-Vltchek, UNESCO Nairobi

Albert Motivans, UNESCO-UIS

Marjan Kroon, formerly in charge of the Netherlands support to IIEP

Erika Boak, Education Specialist UNICEF Cambodia

Dina Craissati, UNICEF Regional Education Advisor, MENA Regional Office, Amman

Steven Hite, Brigham Young University, IIEP Council of Consultant Fellow

Nick Burnett, former UNESCO ADG/ED, IIEP Council of Consultant Fellow

Jamil Salmi, former IIEP Governing Board member

Annex D Interview guide – critical friends

Context

1. Please describe your relationship with IIEP as an Institute.
2. In what ways have you been in contact with IIEP's training programmes?
3. Have you ever participated in training by IIEP? In that case, in what role (course participant, teacher, examiner, funder etc)?

Relevance

4. Based on your experiences, what role can training of the kind provided by IIEP play in helping education planners perform better in their jobs?
5. Based on your experiences in the education sector in developing countries, what role can the kind of individual training provided by IIEP play in improving the performance of an organisation?
6. Do you think IIEP has comparative advantages in training individuals in education sector planning and management? If so, what are they?
7. Over time, how have the comparative advantages of IIEP's training activities evolved against changing national and global contexts?

Effectiveness

8. What do you see as the main objectives of IIEP's training activities?
9. How well do you think IIEP fulfills these objectives?
10. What changes - for individuals or organisations - have you noted as resulting from IIEP's training activities?
11. Can you give concrete examples of individual professional improvements that you have observed from people who have benefited from IIEP's training?
12. Can you give concrete examples of organisational improvements that have been related to staff members participation in IIEP's training?
13. What do you see as the main strengths of IIEP's training activities?
14. In your opinion, have some of IIEP's training activities been more effective than others? If so, which ones and why?
15. What do you see as the main weaknesses of IIEP's training activities?
16. Do you have suggestions for how IIEP can improve its training offer?

Future

17. What do you see as the main challenges for Ministries of Educations' ability to plan and manage education systems in the years to come?
18. What role can IIEP's training play in improving the performance of Ministries of Education?
19. What expectations do you have of IIEP and its training programmes for the coming years?

Annex E   Overview of participants by country and by training modality

Country	Total ATP 2007-08 to 2011-12	Total SCP 2008-2012	ESP I & II	Total DE 2008-2012	Total all modalities
Algeria	0	0		14	14
Bahrain	0	6		3	9
Djibouti	1	0		0	1
Egypt	6	6		24	36
Iraq	1	1		0	2
Jordan	0	1		5	6
Kuwait	0	4		0	4
Lebanon	0	0		26	26
Libya	0	0		4	4
Mauritania	1	2		10	13
Morocco	0	0		43	43
Oman	1	23		5	29
Palestine	0	6		12	18
Qatar	0	4		0	4
Saudi Arabia	1	0		5	6
Sudan	1	0		8	9
Syrian Arab Republic	0	0		5	5
Tunisia	0	0		52	52
United Arab Emirates	0	0		5	5
Yemen	0	4		3	7
Albania	1	1		3	5
Belarus	0	0		0	0
Bosnia and Herzegovina	0	0		5	5
Bulgaria	0	0		4	4
Croatia	0	0		5	5
Czech Republic	0	0		0	0
Estonia	0	0		0	0
Hungary	0	0		0	0
Latvia	0	0		6	6
Lithuania	0	0		0	0
Montenegro	0	0		0	0
Poland	0	0		0	0
Republic of Moldova	0	0		5	5
Romania	0	0		5	5
Russian Federation	0	0		4	4
Serbia	0	0		0	0
Slovakia	0	0		0	0
Slovenia	0	0		0	0
The former Yugoslav Rep. of Macedonia	0	1		0	1
Turkey	0	0		6	6
Ukraine	0	0		0	0

Country	Total ATP 2007-08 to 2011-12	Total SCP 2008-2012	ESP I & II	Total DE 2008-2012	Total all modalities
Armenia	1	0		5	6
Azerbaijan	0	0		6	6
Georgia	0	0		6	6
Kazakhstan	0	0		9	9
Kyrgyzstan	0	0		0	0
Mongolia	3	1		0	4
Tajikistan	0	0		0	0
Turkmenistan	0	0		0	0
Uzbekistan	0	0		12	12
Australia	0	0		0	0
Brunei Darussalam	4	16		0	20
Cambodia	4	10		0	14
China	1	0		0	1
Cook Islands	0	0		0	0
Democratic People's Republic of Korea	0	0		0	0
Fiji	1	0		4	5
Indonesia	0	0		0	0
Japan	1	0		4	5
Kiribati	0	0		0	0
Lao People's Democratic Republic	0	4		11	15
Macao, China	0	0		0	0
Malaysia	3	7		16	26
Marshall Islands	0	0		0	0
Micronesia (Federated States of)	0	0		0	0
Myanmar	0	0		2	2
Nauru	0	0		0	0
New Zealand	0	0		0	0
Niue	0	0		0	0
Palau	0	0		0	0
Papua New Guinea	0	3		0	3
Philippines	0	2		0	2
Republic of Korea	2	0		0	2
Samoa	0	0		0	0
Singapore	0	0		0	0
Solomon Islands	0	0		21	21
Thailand	2	19		6	27
Timor-Leste	0	0		0	0
Tokelau	0	0		0	0
Tonga	2	0		16	18
Tuvalu	1	0		0	1
Vanuatu	1	4		0	5
Viet Nam	0	4		1	5

Country	Total ATP 2007-08 to 2011-12	Total SCP 2008-2012	ESP I & II	Total DE 2008-2012	Total all modalities
Anguilla	0	0		0	0
Antigua and Barbuda	2	0		0	2
Argentina	2	0		0	2
Aruba	0	4		8	12
Bahamas	0	0		9	9
Barbados	0	1		13	14
Belize	0	0		10	10
Bermuda	0	0		0	0
Bolivia, Plurinational State of	0	0		0	0
Brazil	1	0		0	1
British Virgin Islands	0	0		0	0
Cayman Islands	0	0		0	0
Chile	0	0		0	0
Colombia	0	0		0	0
Costa Rica	0	0		0	0
Cuba	0	0		0	0
Dominica	0	0		5	5
Dominican Republic	0	0		0	0
Ecuador	0	0		0	0
El Salvador	1	0		0	1
Grenada	0	0		12	12
Guatemala	0	0		0	0
Guyana	0	4		4	8
Haiti	4	1		42	47
Honduras	0	0		0	0
Jamaica	2	0		7	9
Mexico	1	0		0	1
Montserrat	0	0		0	0
Netherlands Antilles	0	0		0	0
Nicaragua	0	0		0	0
Panama	0	0		0	0
Paraguay	0	0		0	0
Peru	0	1		1	2
Saint Kitts and Nevis	0	0		9	9
Saint Lucia	0	0		14	14
Saint Vincent and the Grenadines	2	2		16	20
Suriname	0	2		4	6
Trinidad and Tobago	1	0		20	21
Turks and Caicos Islands	0	0		0	0
Uruguay	0	0		2	2
Venezuela, Bolivarian Republic of	0	0		0	0

Country	Total ATP 2007-08 to 2011-12	Total SCP 2008-2012	ESP I & II	Total DE 2008-2012	Total all modalities
Andorra	0	0		0	0
Austria	0	0		0	0
Belgium	0	0		0	0
Canada	0	4		0	4
Cyprus	0	0		5	5
Denmark	0	0		0	0
Finland	0	0		0	0
France	0	0		0	0
Germany	0	2		0	2
Greece	0	1		0	1
Iceland	0	0		0	0
Ireland	0	0		0	0
Israel	0	0		0	0
Italy	0	5		1	6
Luxembourg	0	0		0	0
Malta	0	0		0	0
Monaco	0	0		0	0
Netherlands	0	0		0	0
Norway	0	0		0	0
Portugal	0	0		0	0
San Marino	0	0		0	0
Spain	0	1		0	1
Sweden	0	0		0	0
Switzerland	0	0		1	1
United Kingdom	0	3		1	4
United States	0	1		0	1
Afghanistan	6	4		12	22
Bangladesh	1	5		0	6
Bhutan	1	0		0	1
India	0	5		1	6
Iran, Islamic Republic of	0	0		7	7
Maldives	1	0		12	13
Nepal	2	0		7	9
Pakistan	0	9		1	10
Sri Lanka	4	0		5	9

Country	Total ATP 2007-08 to 2011-12	Total SCP 2008-2012	ESP I & II	Total DE 2008-2012	Total all modalities
Angola	3	2		6	11
Benin	4	9		34	47
Botswana	2	2		11	15
Burkina Faso	8	1		41	50
Burundi	3	25		18	46
Cameroon	3	10		45	58
Cape Verde	2	0		0	2
Central African Republic	0	0		7	7
Chad	2	0		29	31
Comoros	1	4		12	17
Congo	0	5		1	6
Côte d'Ivoire	2	3		74	79
Democratic Rep. of the Congo	4	2		19	25
Equatorial Guinea	0	1		0	1
Eritrea	0	0		11	11
Ethiopia	1	13	27	12	53
Gabon	1	0		6	7
Gambia	1	26		10	37
Ghana	0	0	20	30	50
Guinea	0	4		18	22
Guinea-Bissau	0	0		0	0
Kenya	1	4	26	35	66
Lesotho	1	0		23	24
Liberia	1	0		0	1
Madagascar	3	6		51	60
Malawi	1	2	16	13	32
Mali	7	0		59	66
Mauritius	0	0		39	39
Mozambique	1	2		11	14
Namibia	1	5		11	17
Niger	4	8		51	63
Nigeria	6	12		23	41
Rwanda	1	1		11	13
Sao Tome and Principe	1	0		0	1
Senegal	4	2		40	46
Seychelles	0	0		15	15
Sierra Leone	0	2		5	7
Somalia	0	1		0	1
South Africa	2	12		18	32
South Sudan	0	0		6	6
Swaziland	0	0		15	15
Togo	1	14		12	27
Uganda	2	1	20	11	34
United Republic of Tanzania	1	1	6	4	12
Zambia	5	1		6	12
Zimbabwe	2	0		15	17
Tanzania-Zanzibar	3	0	8	0	11
St. Maarten	1	6		0	7
Total	**156**	**371**	**123**	**1473**	**2123**