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FCG Sweden

Evaluation of Sida's ITP approach for Capacity Development

Final report



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The views and interpretations expressed in this report are the authors' and do not necessarily reflect those of the Swedish International Development Cooperation Agency, Sida.

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Foreword

Capacity development – understood as the “the process by which individuals, groups and organisations, institutions and countries develop, enhance and organise their systems, resources and knowledge; all reflected in their abilities, individually and collectively, to perform functions, solve problems and achieve objectives” (OECD DAC Glossary) – is central to Swedish development cooperation.

Since the 1980s, Sida has used International Training Programmes (ITP) as one of its main approaches to capacity development. The goal for ITP is to achieve good competence and high capacity in organisations in developing countries, to drive change processes for more effective poverty reduction. The programmes are designed for middle-level managers from public institutions, government agencies, civil society and private companies in mostly low-income countries. Since their introduction, ITP have gradually evolved, based on learning from participants’ and organisers’ experiences and numerous evaluations, to the advanced capacity development programmes they are today; aiming at institutional development with duration of 1 – 1.5 years that encompass several steps of training, knowledge development and mentoring of participants’ change projects within their own organisations.

With significant experimentation and changes to the approach in recent years, as well as a new Swedish strategy for Capacity Development 2018-2021 in the making, there is ample need to assess and critically analyse the assumptions, design and methods development of the ITP instrument to continue to adapt and fine tune it. This evaluation asks whether the ITPs have led to strengthen capacity of individuals within organisations and institutions to drive desired change processes, and if the development of the approach done so far is in line with other empirical evidence on capacity development in development cooperation.

We wish to express our thanks to the evaluation team and gratitude to all individuals who have invested time and interest in the evaluation. The evaluation process has served as a learning tool for Sida to compile our knowledge and that of our partners, which has been an important input to our thinking around the approach itself as well as its place in Sida’s portfolio of capacity development instruments serving the upcoming strategy.

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Abbreviations and Acronyms

CAPDEV	Sida's Capacity Development Unit
CD	Capacity Development
ITP	International Training Programme
LDC	Least Developed Country
LGBT	Lesbian, Gay, Bisexual and Transgender Persons
MIC	Middle Income Country
UDET	Uganda Development Trust
USP	Unique selling point

Preface

This evaluation was contracted by Sida through the Framework Agreement for Evaluation Services and conducted by the consortium led by FCG Sweden, with partners ORGUT Consulting AB, TANA Copenhagen Aps, NCG, Itad Ltd and Sthlm Policy Group AB. FCG Sweden led this assignment.

The study team consisted of the Team Leader Björn Ternström and Regional Consultant Elizabeth Bamwine, Anti-corruption and Public sector Capacity Development Expert Marina Buch Kristensen, National Consultant Japhet Makongo and Senior Consultant as well as main author Ingela Ternström. The report was quality assured by Paul Balogun and the project manager was Johanna Lindström within the Evaluation Unit at FCG Sweden.

The findings of the report are entirely the responsibility of the team and cannot be taken as expression of official Sida policies or viewpoints.

Executive Summary

Background

Sida has requested this evaluation in order to combine learnings from previous evaluations with an evaluation of recent years' methods' development. The intent is to inform the future work of CAPDEV with the International Training Programme (ITP) as a capacity building instrument and provide recommendations for adaptations for future use.

The evaluation has four main evaluation areas: 1) Goals and goal fulfilment, 2) Methodological assumptions and methods, 3) Anti-corruption and cross-cutting issues and 4) The unique selling point of the ITP. The main focus shall be on ITPs as outlined in the Results strategy for Capacity development & exchanges 2014-2017, but several evaluation questions motivate a broader scope. Tanzania has been identified by Sida for field visit and in-depth case study.

The evaluation was carried out by a team of five consultants between May and September 2017. The evaluation included interviews with former participants, supervisors and Embassy personnel in Tanzania and with representatives of ITP organisers, Sida and the Ministry of Foreign Affairs in Sweden. An internet based survey has been sent to nearly 10 000 persons and responded to by nearly 2 800. Documents reviewed include evaluations, programme documents, strategies and other relevant studies and reports.

Sida's International Training Programmes (ITPs)

Sida finances International Training Programmes (ITPs) in support of capacity building in Least Developed Countries (LDCs) and Middle Income Countries (MICs). The goal is to achieve good competence and high capacity in organisations in developing countries to drive change processes for more effective poverty reduction. This goal is intended to support Sida's "Results strategy for capacity development and exchanges 2014-2017", by contributing to

- Increased skills at the individual level and strengthened capacity of organisations to drive change for effective poverty reduction, strengthened rights perspective, and sustainable development.
- Increased contacts and established relationships between individuals, organisations and institutions in other countries and Sweden.

The first ITPs were implemented in the 1980s. Participant data for the early years have not been found, but data extracted from Sida's database of ITP participants for 2008 – 2017 shows that during these years, over 10 600 persons from 117 countries participated in an ITP. Of these approximately 46% are women. A total of 182 ITP

rounds have been implemented by 39 different organisers. Sida notes, however, that there have been problems with data quality and the numbers may not be fully accurate.

Main findings

There is no explicit Theory of Change for the ITP. It contributes to the goals of the Results strategy for capacity development and exchanges 2014-2017 but its contribution rests on a number of more or less explicit assumptions, most importantly that capacity development of a number of persons will have a positive effect on organisational capacity and change processes that contribute to poverty reduction.

The goal of the ITP is in line with relevant Swedish policy frameworks and strategies for development cooperation. A large number of individuals have been trained – presumably tens of thousands although this is not confirmed. A change project is an important part of the ITP methodology and, based on interviews and survey, we assess that less than half of the participants implemented their change project. There are several examples of participants that have contributed to changes that can in turn be assumed to have a positive effect on poverty reduction (such as changed national policies and changed curricula in educations). There is no request from Sida for follow-up of participants and change projects after the end of the ITP.

The selection of participants, thematic areas and countries is relevant but could be more focused and strategic. A majority of the participants remain in the same organisation or sector after they attend the ITP.

The Sweden phase (seen as contributing to an understanding of “how things can be done differently”), peer-to-peer learning, mentoring and being outside the day-to-day context contribute to the positive results of the ITP. Hindering factors for implementing change projects were mainly related to lack of support from the participants’ organisations, while clustering of participants had a positive effect.

Networks created during ITPs or ITP rounds worked better if linked to other networks or supported by the programme organiser. A majority of survey respondents had contact with other ITP participants, but interviews with participants gave the impression that these were more of a social than professional nature, and tended to cease after some time.

The ITP and recent methodological developments are mainly in line with recent developments in the Capacity Development literature. The methodological development has not yet been fully implemented but addresses some of the identified weaknesses.

Anti-corruption and cross-cutting issues are not sufficiently covered. The exception is gender issues and cross-cutting issues that coincide with the thematic area of the ITP.

The unique selling point (USP) of the ITP is, to participants, related to “soft” variables: the eye-opening effect of gaining a new perspective on how things can be done as well as challenges encountered in other contexts, the mix of participants from different countries and the role-modelling of seeing how the programme was implemented (methods, scheduling, gender roles etc.). To Sida a main advantage is

secure yet flexible funding, and to Sweden a strong but not yet utilised USP is the large resource pool of former ITP participants.

Main conclusions

The ITP has been effective at capacity development of individuals but less effective at capacity development of organisations. The extent to which the ITP has contributed to poverty reduction cannot be assessed.

There is no explicit Theory of Change for the ITP instrument. There is a method and process which covers the different phases of the training programme, some general assumptions as presented in the terms of reference and individual ITPs have intervention logics developed by the organisers. The ITP instrument shall contribute to Sida's results strategy for capacity development but there is no explicit link between the outputs of the ITP – trained individuals – and the intended long-run outcome or impact – reduced poverty.

There is to some extent continued contact between ITP participants and there are isolated examples of functioning professional networks, but no formalised or systematic way of sustaining these.

The recent methodological developments, including increased focus on organisational buy-in, longer engagement period and efforts at creating a critical mass are in line with general knowledge of what works in capacity development.

The attention paid by Sida and organisers to anti-corruption and other cross-cutting issues is not sufficient.

The Unique Selling Point of the ITP lies mainly in "soft variables", and in the, untapped, pool of former participants.

Recommendations

The link to other development and capacity development programmes and approaches should be strengthened to increase the effect of the ITP at the organisational and national level and over time.

To achieve this, Sida and the Ministry of Foreign Affairs should jointly:

1. *Review the goal of the ITP as an instrument for poverty reduction:* In order to further shift the focus from individuals to organisations and poverty reduction, we recommend that an explicit Theory of Change for ITP is developed. This should clearly illustrate how the ITP is expected to contribute to Sida's overall and capacity development strategies, as well as other Sida interventions.
2. *Develop methods for ensuring that the ITP is better linked to other development interventions:* Sida and the Ministry of Foreign Affairs should jointly review ways of using the pool of former participants and their host organisations to identify what is needed for in order to better use the resource base of former ITP participants to further Sida goals.
3. *Develop systems for making the ITP more demand-based:* Currently the ITP is to a large extent supply-driven. In order to make better use of the ITP instrument, and to better adapt it to other interventions, Sida and the Ministry

of Foreign Affairs should jointly develop systems for incorporating demands for ITPs from relevant national and multilateral stakeholders.

Recommendations to Sida:

1. *Funding for networking*: Sida should procure ITP contracts with a flexibility allowing for post programme networking intended to support the reduction of poverty ambitions.
2. *Review and clarify selection criteria for participants and change projects*: Sida should make a full shift to focus on organisations rather than individuals when identifying participants. There should be clear criteria for selection of participants, indicating what is prioritised – continuing the process towards creating a critical mass, identifying future young leaders or targeting persons already in decision-making positions.
3. *Clustering and critical mass*: The process towards creating critical mass should be continued and clusters of participants from the same organisation or thematic area in a country or region should be encouraged.
4. *Anti-corruption and cross-cutting issues*: Sida should clearly define which cross-cutting issues are relevant for which programmes, how they are to be treated and how much time should be spent on them. Sida should be prepared to support (public) organisers who lack competence or experience in anti-corruption or cross-cutting issues, and follow-up how the organisers include the issues in the ITPs.
5. *Use of local/regional resources*: ITP organisers should be encouraged to explore ways of recruiting programme alumni or other qualified local resources to support participants and their supervisors in order to enhance organisational impact.
6. *Monitoring and follow-up*: Data to monitor progress of participant and organisational capacity development and change projects after the end of an ITP round should be routinely collected. A set of indicators that can be used across ITPs should be identified and data should be analysed to assess effectiveness of the ITP instrument.
7. *Database of former participants*: The database of former participants and their host organisations should be updated and upgraded. It shall be designed so that it is accessible to relevant stakeholders, with appropriate consideration of integrity issues.

1 Introduction

Sida has requested this evaluation in order to combine learnings from previous evaluations with an evaluation of recent years' methods' development. The intent is to inform the future work of CAPDEV with the International Training Programme (ITP) as a capacity building instrument and provide recommendations for adaptations for future use.

The terms of reference (Annex 1) discuss four areas of evaluation questions relating to 1) goals and goal fulfilment, 2) Methodological assumptions and methods, 3) Anti-corruption and cross-cutting issues and 4) the unique selling point of the ITP. The terms of reference further delimit the study to the years 2014-2017, but notes that the analysis of methods' development and goal fulfilment over time requires a longer time perspective and a broader selection of organisations. Tanzania was identified by Sida for field visit and in-depth case study. The selection of which programmes or organisers to include in the case study was done in dialogue with Sida during the Inception phase.

The resources set aside for the evaluation are quite limited, given the scope. This is reflected in the approach and methodology. The team has visited Tanzania and interviewed former participants, some of their supervisors and Embassy personnel. In Sweden we have interviewed ITP organisers, Sida and Ministry of Foreign Affairs personnel. In addition, an internet based survey has been sent to nearly 10 000 persons and responded to by nearly 2 800. We have reviewed evaluations and programme documents relating to the ITP and to Sida's strategy for capacity development and other relevant studies and reports (Annex 2).

The team consists of four persons contracted by FCG Sweden and one by NCG Denmark: Bjorn Ternstrom, Team leader, had overall responsibility, participated in the case study visit to Tanzania and interviewed Sida and organiser staff. Japhet Makongo and Elizabeth Bamwine carried out interviews in Tanzania and made comparisons with their previous experiences of capacity development in the local context. Marina Buch (NCG Denmark) interviewed organisers and Sida staff, and put the ITP into a capacity development context. Ingela Ternstrom interviewed Sida, organiser and the Ministry of Foreign Affairs representatives, was responsible for the internet based survey and main author of this report.

2 The Evaluated Intervention

Sida finances International Training Programmes (ITPs) in support of capacity building in Least Developed Countries (LDCs) and Middle Income Countries (MICs). The goal is to achieve good competence and high capacity in organisations in developing countries to drive change processes for more effective poverty reduction. This goal is intended to support Sida's "Results strategy for capacity development and exchanges 2014-2017"¹, by contributing to

- Increased skills at the individual level and strengthened capacity of organisations to drive change for effective poverty reduction, strengthened rights perspective, and sustainable development.
- Increased contacts and established relationships between individuals, organisations and institutions in other countries and Sweden.

The ITPs shall:

- Offer key persons from developing countries the possibility to learn from Swedish experiences, models and expertise within a specific area which is prioritised within Swedish development assistance, and where the Swedish competence is sought after,
- Offer key persons from developing countries the possibility to acquire relevant experience from other developing countries,
- Build into the programme the vision that capacity development has clear change and development goals,
- Contribute to forming a working network and partnership for capacity development and exchange of experience between persons from developing countries themselves and with Sweden.

There is no explicit Theory of Change for the ITP but a key assumption of the strategy is that the capacity development of individuals will result in capacity development of organisations and institutions to drive change for reduces poverty in the participants' home countries. The international training programmes are organised by Swedish public or private agencies and target individuals from civil society, public and private sector.

¹ <http://www.regeringen.se/rappporter/2013/12/uf201378299udusty/>

The first ITPs were implemented in the 1980s. Sida has a database of ITP participants beginning from 2008. The evaluation team has tried to find data on the number of participants prior to 2008 but not succeeded. In the Terms of Reference inquiry for the evaluation, it is estimated that since 2008, around 5000 individuals from 107 different countries have participated in an ITP. Based on lists of participants extracted from Sida's database, however, the number of participants was found to be considerably higher. It should be noted that Sida has had problems with the database and it is possible that some of the deviation can be explained by this. Analysis of data from Sida's database for 2008 – 2017 shows that during these years, over 10 600 persons from 117 countries participated in an ITP.² Of these approximately 46% are women. A total of 182 ITP's and 409 individual ITP rounds have been implemented by 39 different organisers. The diagram below shows the geographical distribution of participants:

No of ITP participants per country (countries with over 100 participants)

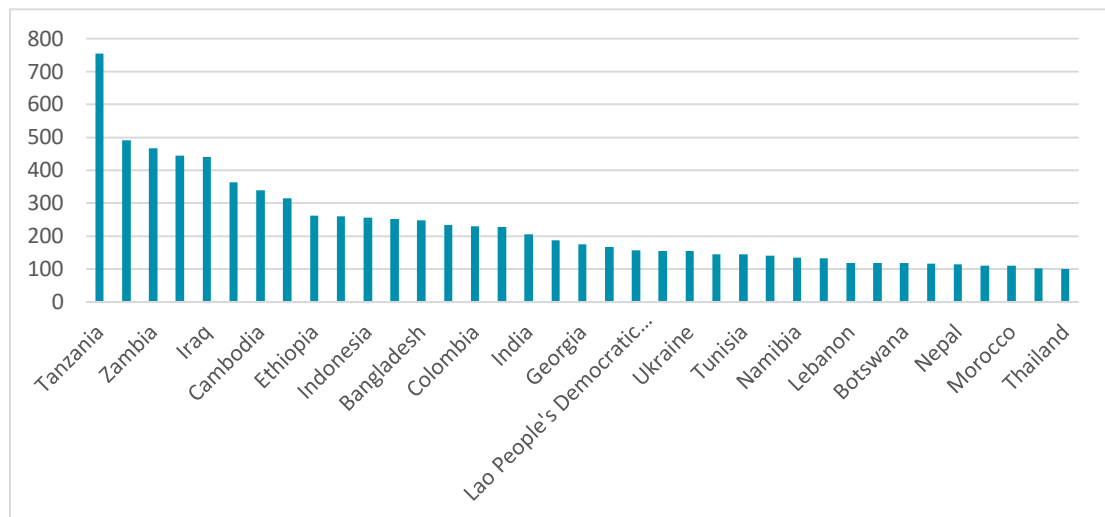


Figure 1 Number of ITP participants per country for countries with at least 100 participants. Totals for 2008 to 2017, based on participant lists extracted from Sida's ITP database.

implemented as series of ITP rounds targeting the same countries and/or thematic areas, and handled as framework agreements rather than contracts for individual ITPs. During the past five years, there has been a change in focus and methodology in the ITP, with the intent of creating a critical mass of ITP participants in selected institutions and countries, and more strategic recruitment, follow-up and selection of organisers. The more important changes over time include:

- The selection criteria for participants were originally very open but are now stricter both thematically and geographically.
- There has been an increased focus on creating a critical mass. This has resulted in a stronger control of thematic and geographic areas. Tendering is now done for multi-year programme series rather than individual ITP rounds,

² The analysis also showed that the participants' organisations came from a total of over 7 000 different organisations. However, inconsistencies in spelling, punctuation, abbreviations etc. makes this number considerably larger than the actual number of organisations. Data for two of the ITPs covered Tanzanian participants only.

and there is an explicit intent to have several ITP rounds in the same countries.

- Funding is now allocated for the recruitment phase, which gives scope for increased contextualisation.
- During the latter years there has been an increased focus on least developed countries and a regionalised approach.

Other changes include a division into more phases, regional alumni networks, use of local facilitators by some programmes, etc. The ITPs are now arranged as a series of ITP rounds over a multi-year period. The steps included in an ITP round are:

The five phases of an International Training Programme

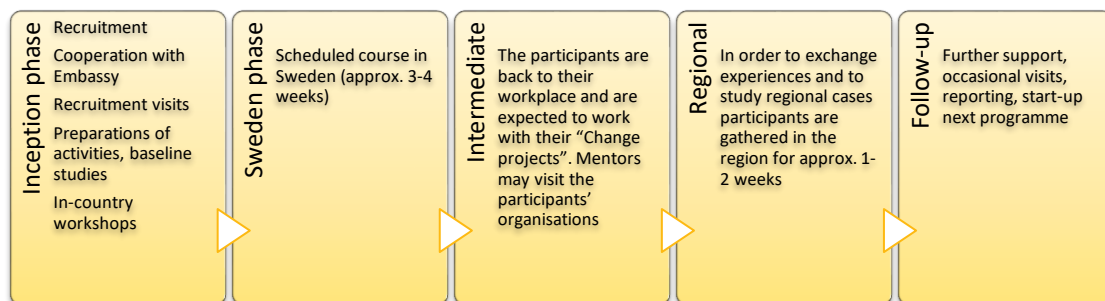


Figure 2 The five phases of an International Training Programme round. Adapted from the Terms of Reference for the evaluation.

3 Methodology

3.1 OVERALL APPROACH

The evaluation shall

- Draw aggregated conclusions from previous evaluations
- Evaluate recent years' methods development
- Inform the future work of ITP as a capacity building instrument and provide recommendations for adaptations for future use.

The Terms of Reference specifies four evaluation areas:

- Assessment of the goal fulfilment
- An assessment of the assumptions of ITP and methods development during recent years
- A reflection on how well the ITP model in its current form takes into account strategies for anticorruption and the perspectives in Sida's instruction, as well as considerations going forward
- The USP (Unique Selling Point) of ITP as a 'brand', including strengths and weaknesses.

Our approach has been to identify the implicit Theory of Change for the ITP as part of Sida's strategy for capacity strengthening and compare this with actual implementation. Changes in methodology as described in the Terms of Reference were taken into consideration and an assessment of whether the goals and assumptions in the Theory of Change were valid and fulfilled was made (evaluation area one and two). Evaluation area three was approached mainly in interviews with organisers and participants of a sample of ITPs in Tanzania, and evaluation area four included a comparison of responses from participants and organisers.

The table below illustrates how the evaluation areas link to the OECD/DAC evaluation criteria and how we approached each area. The study was guided by the evaluation areas and questions described in the Terms of Reference. More detailed, area specific, evaluation matrices are available in the inception report.

Question from the Terms of Reference	Evaluation Criterion	Document review	Online surveys	Case study Tanzania	Interviews with other organisers
Evaluation area 1: Assessment of goals and goal fulfilment.	Relevance	X	X	X	X
	Effectiveness	X	X	X	X
	Impact	X	X	X	
Evaluation area 2: Assumptions of ITP and method development during recent years.	Relevance	X	X	X	x
	Efficiency	X		X	x
Evaluation area 3: Reflection on ITP model and strategies for anticorruption and the perspectives in Sida's instruction.	Cross-cutting issues Relevance Efficiency	X	X	X	
Evaluation area 4: The Unique Selling Point of ITP as a 'brand', including strengths and weaknesses.	Efficiency Relevance			X	x

Figure 3 Table linking evaluation areas and OECD/DAC evaluation criteria.

The design of the evaluation has been limited by the amount of time available. Data collection has included:

- Case study focusing on (a selection of) participants, institutions and organisers involved in ITPs with participants from Tanzania
- Interviews with staff at the Swedish head offices of the implementers selected for the case study
- Review of ITP evaluations
- Survey to a broad group of participants, to get a global perspective (all programmes except those targeting LGBT³ rights as security concerns excludes these)
- Workshop with implementers and Sida staff prior to submission of the draft report

The inception and final reports were reviewed by the Quality Assurer. Stakeholders (staff of Sida and implementing organisations) had the opportunity to discuss, comment on and add to initial findings during a workshop before finalisation of the draft report.

3.2 DATA COLLECTION AND ANALYSIS METHODS

We have reviewed relevant documents, policies and strategies within Sida and a selection of programme documents, including evaluations, tenders, invitations, reports, country strategies etc. Literature on capacity development has been reviewed to support methodology development and to identify alternatives to the ITP approach to capacity development. We have regarded the data collected and conclusions drawn

³ Lesbian, Gay, Bisexual and Transgender Persons.

in previous evaluations of ITPs as reliable and valid input to our evaluation and have therefore not review documents related to these ITPs.

We have used three samples in this evaluation. First, the online survey to ITP participants targeted participants that were extracted from Sida's database of ITP participants from 2008 onwards. We included all participants with viable email addresses. Programme participants from LGBT programming were excluded for security reasons and for two of the programmes the system only gave us the participants from Tanzania.

Second, a sample of ITP organisers was selected for the case study in Tanzania. The Terms of Reference identify Tanzania as Case Country and the selection of which ITPs to include in the case study was made in dialogue with Sida. We focused on organisers that had completed programmes after 2013 to ensure availability of key persons. Excluding organisers that had been previously evaluated resulted in a slightly biased sample, and for that reason the Swedish Patent and Registration Office and the Swedish Public Employment Service were added.

Thirdly, for the purpose of interviews with former participants, we made a randomised representative sample of participants from these ITPs, based on

- Gender
- Thematic areas
- Participant institutions/organisations
- "Lone" participants (only individual from that host organisation) and participants within a "cluster of colleagues" (where several participants have the same host organisation).

This sample included approximately 100 persons, with the aim of being able to interview 40 to 60 of them.

Access to interviewees was hampered by the quality of documentation of participants' contact information in Sida's database. Issues related to changed contact data, the geographical spread of their working places (often not evident from their contact data), vacations, overseas travel and the fact that not everyone on the lists had in fact participated in any programme, caused the team to spend significant effort on tracing and chasing. In the end the team managed to interview 28 respondents, missing the inception report target of 40-60.

We also interviewed representatives of the organisers of the selected ITPs and a selection of responsible officers at Sida and the Swedish embassy in Tanzania. A workshop targeting ITP organisers and staff at Sida CAPDEV to present and discuss findings, conclusions and recommendations was carried out on the 29th August.

Interviews in Tanzania were carried out by three consultants, one international, one regional and one national. One of the interviewers was a woman, to ensure that gender aspects were not missed and to focus especially on female ITP participants to get their views. Several interviews with organisers and Sida staff were conducted over Skype. Interview protocols were kept rather short and answers to key questions collated in a team-internal data base. The analysis focused on identifying changes

over time, key features relating to methodology development over time, and identification of results and indications of differences across gender.

In total, we interviewed 46 persons, of which 28 were ITP participants or their supervisors in Tanzania. 48% of the interviewees were female. The internet survey was sent to 9906 ITP participants at the email addresses recorded in the ITP data base.⁴ 1015 of the emails bounced and 2844 responded to the survey. This implies a response rate of nearly 32%, which we find quite impressive. 45% of the respondents were female. About half of the respondents were from Africa, a third from Asia and ten percent from Europe. 36% of the respondents were between 30 and 39 years old, 39% between 40 and 49 and 22% between 50 and 65 years old. Interestingly, there was a very even distribution of respondents across different years of attending the ITP:

⁴ Email addresses retrieved from Sida's ITP data base. After removal of duplicate emails, "nonsense" emails and info@, office@ etc. addresses removed, 9906 individual email addresses remained. 1015 of the invitations bounced, 4662 were not opened, 2844 responded.

Q4: Which year did you start the programme?

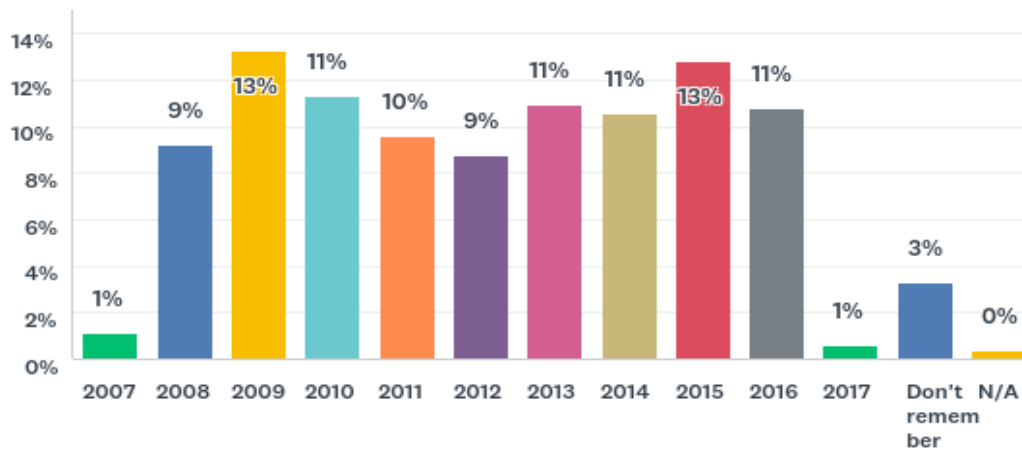


Figure 4 Percentage of survey respondents who stated that they participated in an ITP in the years specified.

3.3 PARTICIPATION IN THE EVALUATION PROCESS

In line with ambitions expressed in the Terms of Reference the evaluation process has been designed to allow different stakeholder groups to participate in, learn from and contribute to the evaluation process. In practice this has implied:

- Greater-than-normal involvement of Sida's evaluation department in the discussions in the inception and report assessment phases;
- The quasi-inclusion of a staff member from CAPDEV in the evaluation team during the field work;⁵
- To seek to reach as many past participants as possible, rather than using random sampling, in the survey that was conducted;
- Following the field work, a ½ day workshop was organised at Sida Stockholm, seeking to capture reactions to preliminary conclusions as well as the opinions of implementer representatives and relevant Sida staff that had not been interviewed.

An unexpected effect was the use of the evaluation as case in a methodological seminar for evaluation interested stakeholders organised by FCG in Stockholm in October. The seminar, led by this evaluation's quality assurer, used the ITP evaluation to illustrate a constructive discussion regarding methodology used.

⁵ The staff member "shadowed" or "accompanied" the evaluation team during the field work in order to observe and learn evaluation methodology. The team shared evaluation methodology both in theory and practice and the staff member observed selected interviews. She also contributed to team discussions, documentation and analysis, primarily by sharing contextual understanding regarding Sida policy development and the organisational history of the ITP programme.

3.4 LIMITATIONS

Time has been the main limitation, together with the quality of Sida's database of former ITP participants.

The study only includes one case country. The internet survey has compensated for this and we do not see any systematic differences in responses from interviewed participants and the survey. However, both accepting to be interviewed and answering the survey was voluntary and there is a substantial risk that we have captured the views of the more positive participants. It will therefore be risky to generalize our results.

4 Findings

This chapter presents findings from document review, interviews, the online survey and a workshop with Sida and ITP organisers. The structure follows the evaluation areas and issues as presented in the Terms of Reference, starting with findings regarding goals and goal fulfilment, relevance, causality and networking. Section 3.2 presents findings relating the ITP instrument's assumptions and methodology to what is known to work in capacity development, section 3.3 focuses on cross-cutting issues and section 3.4 discusses the USP (Unique Selling Point) of the ITP.

4.1 EVALUATION AREA 1: ASSESSMENT OF THE GOAL FULFILMENT

This evaluation area concerns what the goal of ITP is and whether the ITP has achieved its goals and how. The sub-questions listed in the Terms of Reference include questions relating to relevance, effectiveness and efficiency. We have focused on results at impact and outcome level and goals for the ITP instrument as a whole, rather than individual ITP rounds or change projects.

4.1.1 Summary of ambitions and goals

The overall goal of the ITP is to achieve good competence and high capacity in organisations in developing countries to drive change processes for more effective poverty reduction.⁶ This goal is intended to support Sida's "Results strategy for capacity development and exchanges 2014-2017"⁷, by contributing to:

- Increased skills at the individual level and strengthened capacity of organisations to drive change for effective poverty reduction, strengthened rights perspective, and sustainable development.
- Increased contacts and established relationships between individuals, organisations and institutions in other countries and Sweden.

The end result of the ITP is in line with "Policy framework for Swedish development cooperation and humanitarian assistance (2016/17:60)" (hereafter Swedish policy framework), which also has poverty reduction as its end goal. The policy framework highlights that support for capacity building is a central element in implementing a coherent and broad development policy. The ITP is thus in line with the overarching Swedish policy framework's strong focus on the vital importance of greater capacity

⁶ Terms of reference, p.3.

⁷ <http://www.regeringen.se/rapporter/2013/12/uf201378299udusty/>.

in local and national institutions and its focus on the importance of well-functioning, independent, effective and transparent institutions and its focus on the importance of fighting corruption and gender inequality.

There is not an explicit overarching Theory of Change for the ITP. The causal chain logic is that strengthened individual skills and organisational capacity leads to poverty reduction. The ITP objective is in this regard far-reaching by defining “more effective poverty reduction” as the end result of the capacity strengthening trainings offered. This differs from other similar programmes such as the Dutch and the Danish international training programmes which do not have as ambitious goals (see Oxford Policy Management 2012).

There are a number of explicit assumptions underpinning the “Results strategy”, which reflect the pathways that are supposed to ensure that increased skills at the individual level lead to strengthened capacity of organisations and ultimately to poverty reduction, strengthened rights perspective, and sustainable development. These assumptions include: 1) Capacity development of individuals will result in capacity development of organisations and institutions; 2) Sustained engagement offers better prospects of achieving organisational change; 3) North (Swedish)-South and South-South peer learning, exchange and partnerships contributes positively to capacity development outcomes and 4) Capacity Development within ITP should have clear change and development goals.

4.1.2 Goal fulfilment – capacity development

The ITP goal related to capacity development is⁸

- Increased skills at the individual level and strengthened capacity of organisations to drive change for effective poverty reduction, strengthened rights perspective, and sustainable development.

To achieve this, the ITP shall:

- Offer key persons from developing countries the possibility to learn from Swedish experiences, models and expertise within a specific area which is prioritised within Swedish development assistance, and where the Swedish competence is in sought after,
- Offer key persons from developing countries the possibility to acquire relevant experience from other developing countries,
- Build into the programme the vision that capacity development has clear change and development goals.

The statistics presented in chapter 2 above verify that the ITPs have had a large number of participants from developing countries. Interviews with organisers and participants as well as survey responses confirm that they have learned from Swedish experiences, models and expertise within a range of thematic areas. Interviews with Sida staff indicate that the thematic areas have been identified jointly by different

⁸ Goals related to networking are treated further below.

thematic and geographic departments at Sida, and are in line with the prioritised areas for Swedish development assistance. Earlier evaluations mainly come to the same conclusion.

Whether the Swedish competence has been sought after is more difficult to verify. Even if a need for increased knowledge and competence in a certain area is identified by Sida, this does not imply that it is actively sought after. We do not have information that can verify if ITPs have been arranged in response to requests from e.g. organisations or authorities in recipient countries.⁹ Swedish embassies in target countries can act as a link between target country organisations and ITP organisers. Interviews with embassy staff indicate that the extent to which they are involved in identifying participants varies between ITP organisers. Embassy capacity/interest in participating in the identification of suitable sectors for ITP investment has also varied.

Interview responses indicate that some ITP organisers actively try to identify key persons and potential change agents, and verify that some of the ITP participants have been key persons from developing countries. Comments to the internet survey add to this evidence. However, we are not able to assess to what extent participants have been key persons – or to what extent their participation in the ITP has contributed to making them key persons.

Interviews with participants and organisers, as well as survey responses, confirm that the participants have learned from lectures, the change projects and their peers. Data from interviews, the internet survey and previous evaluations strongly indicate that the ITPs have led to strengthened capacity of individuals in terms of working methods and other aspects. Interviewees report that their work methods have changed for the better, that their attitude towards e.g. how to deal with difficulties and hindrances have improved and that they have been motivated and strengthened as persons to push for change. There are also examples indicating that participating in the ITP has been beneficial to their career.

⁹ We did not, however, ask interviewees concerning this.

Q12: What did you gain from the training programme in terms of working methods?



Figure 5 Answers to question 12 in the online survey show that approximately 80% of the respondents think that they quite a lot or very much in terms of methods and knowledge. Methods for planning and implementing projects and knowledge about the thematic areas they work in had the most positive responses (over 40% answered "Very much"). A very small percentage answered that they had gained very little from the ITP.

The survey results support the finding from interviews with participants that the ITP had most effect at the individual level.

Q8: To what extent did your participation in the International Training Programme have a positive effect on:



Figure 6 The distribution of answers to question 8 in the online survey illustrates what the respondents thought the ITP had not at all/very little/.../very much had a positive effect on. The x-axis indicates the extent of the effect (higher to the right), the columns represent different types of effects. Looking at the columns to the right of the x-axis, we see that the areas most respondents thought the ITP had positive effects on were them as a person, their career and the way they do their work. We also see that the respondents thought the ITP had very little positive effects on the situation globally and in their country.

“My project focused on my getting organisation’s strategic plans implemented through decentralisation. This has been applied and useful for other activities of the organisation as well.” Anonymous respondent.

The ITP shall contribute to the strategic goal of “increased skills to drive *change for effective poverty reduction, strengthened rights perspective, and sustainable development.*” Such changes are difficult to attribute to specific efforts. There is furthermore no systematic, large-scale follow-up of participants that enables analysis of the extent to which they contribute to changes at organisational, sectoral or national level. The survey responses indicate that there is considerable effect, but we should keep in mind that it is likely the most positive participants that have responded, and that although the ITP has contributed to a certain change, the extent to which this change is attributable to the ITP is not known.

The main source of evidence of effects beyond the individual level is examples shared by interviewees, both organisers and participants. In one case, for example, Strategic Environment Assessment has been incorporated in a District Council's strategic plans. These and other similar examples show that some of the participants have affected national level policies, which in turn can be expected to contribute to the above goals. Another example is that the State University of Zanzibar master’s programme now has greater emphasis on energy and the environment. There were also examples of collaboration with other stakeholders have contributed to change:

“We are now collaborating with other players [in our speciality], scaling up our work through the organisation”. Anonymous respondent.

Interviews with organisers show that there is a difference between public and private ITP organisers in terms of the opportunity for follow-up of participants, organisations and change projects. Public agencies often have the same partners over several years and collaborate in other forms which can be used to keep track of participants. Private organisers, on the other, have to arrange follow-up as separate activities and find other sources to fund follow-up – or, as exemplified in some interviews, have dedicated staff that stay in contact with participants on their own initiative.

4.1.3 Goal fulfilment - Change projects

The terms of reference asks whether the change projects function the way envisioned. This requires identifying how the change projects were intended to work – as a tool to teach participants how to drive change or as an end goal in themselves. In interviews with Sida and organiser staff, this has not been completely clear, and our interpretation is that it has both purposes. One of the first ITPs states that the main idea is for the change projects to increase the applicability of the programme, ensure that the participants can link lectures and study visits to her/his own work and increase the impact of the training programme.¹⁰ We note that today, completion of the change project is used as an indicator to assess if a participant has completed the ITP.

It is difficult to verify if changes in the behaviour of participants are attributable to change projects or other components of the training programme, such as the Sweden phase or mentoring. Survey responses show that a majority of participants have learned how to plan and implement a project from the change project:

¹⁰ Sida, 2008, Uppdragsbeskrivning Internationellt utbildningsprogram (ITP) 277 "Wind Power Development and Use", P. 23 2008-00632.

Q13: What were the results of the Change Project?

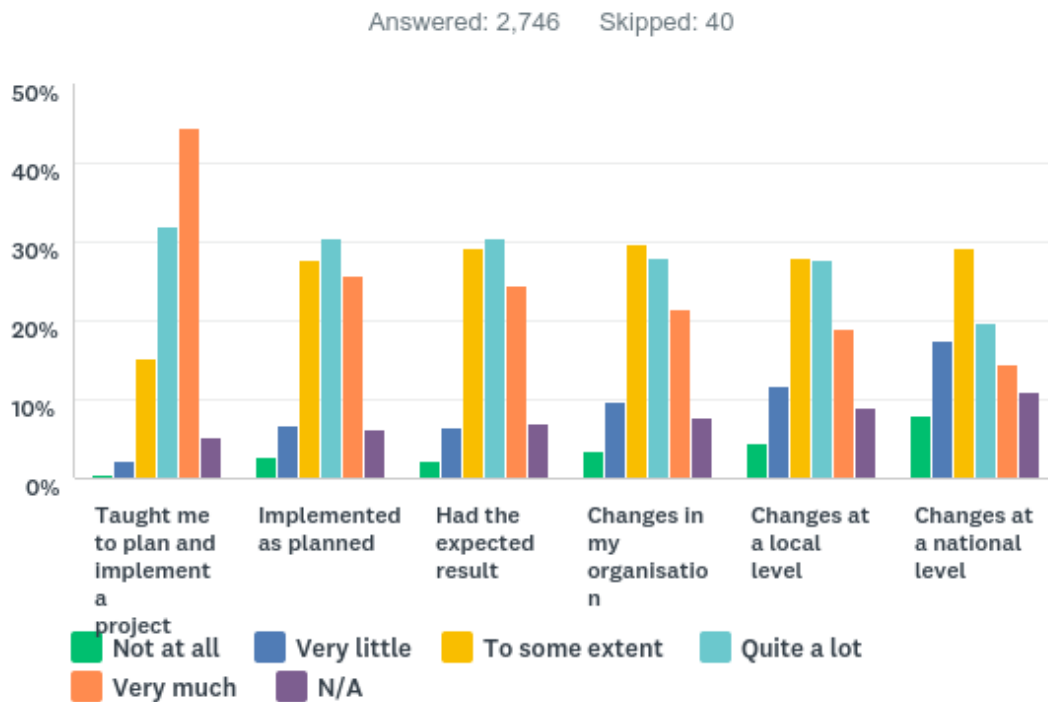


Figure 7 The question asks the extent to which the Change project resulted in a range of areas. The orange columns indicate respondents answering "Very much". We see that about 45% answered "Very much" regarding the ITP's results on learning how to implement a project, and 15% regarding changes at the national level.

We have not been able to assess to what extent change projects have led to changed behaviour of those affected by them. The survey asked about the extent to which the change projects had led to changes at different levels, and the responses show that the main effect is on the individual workplace, followed by the effects on the organisation and for people in local areas. The answers also point at effects at the national level.

Looking instead at whether individual change projects have been successful, results are more varied. Evidence from interviews with participants and organisers show that there is a large variation in the extent to which change projects are completed and implemented as planned. According to the participants interviewed, only a few of the change projects take off and are implemented and 39% of survey respondents state that their change project was implemented. The variation is explained by interviewees as related to the time it takes for change to happen in different contexts, the extent to which projects had a reasonable time plan and the scope of the project. In some cases change projects have been handed down from one participant to another, in other cases change projects have been completed within the programme period, but change has taken place, or continued, after the programme was completed. One such example is a change project that developed into an e-learning platform. The platform was developed jointly by research group and with the help of external financial support and collaboration with a mobile phone company, 700 schools now have access to the system.

There is a large variety in the type and scope of change projects. Some have a direct effect on e.g. working methods in an organisation while others involve re-writing of

national policies that have wider, but not as immediate, effects. In interviews with participants there was a clear link between the results of change projects and the participant's position in the organisation's hierarchy. This was in part related to access to resources for project implementation (resistance to budget adjustments). Also cited were challenges when projects required external input or acceptance for which the host organisation was more or less willing and able to fight.¹¹

We conclude that to assess the extent of success of a change project, we need to consider the aspect of time, and that the way the goal of a change project is formulated is crucial to whether it is assessed as successful or not at the end of the ITP programme round. Another problem with assessing the results of change projects is attribution: Some of the change project results that were described to us are clearly attributable to the projects. However, several of projects are likely to have contributed to major changes, although proving this will be very difficult. Examples of changes that participants interviewed claimed the ITP had contributed to are:

- *Incorporation of child rights in national education curriculum at all levels*
- *Intellectual property issues being mainstreamed in the annual planning of the regional managers and an increased number of requests for intellectual property advice and registration addressed to the appropriate government authority.*
- *The state University of Zanzibar master's programme now has greater emphasis on energy and the environment.*

4.1.4 Relevance

The goal of the ITP is “to achieve good competence and high capacity in organisations in developing countries to drive change processes for more effective poverty reduction.”¹² As part of Sida's international capacity development programmes, the ITP is expected to be carried out within prioritized thematic areas where Swedish thematic knowledge is strong and where there is a demand for learning from Swedish experiences.

Interviewees from Sida and ITP organisers attest to an increased focus on Sida's prioritised countries over time. The diagram below shows the number of participants from countries that received bilateral support from Sida¹³ between 2008 and 2017. In total, slightly more than 6 000, or 57% of the participants, came from these countries. The ten countries that received the largest overall support from Sida are marked with red columns.

¹¹ Interviewees cited other government entities not providing needed permission to go ahead or implementing policies clashing with change projects participants sought to implement (for example curriculum adaptation to IT support not allowed or planning permission given for hotels in environmentally sensitive areas).

¹² Terms of Reference, p. 3.

¹³ <http://www.sida.se/Svenska/sa-arbetar-vi/Detta-ar-svenskt-bistand/Sveriges-bistandslander/>, downloaded 20170910.

Participants per country 2008-2017, Sida prioritised countries

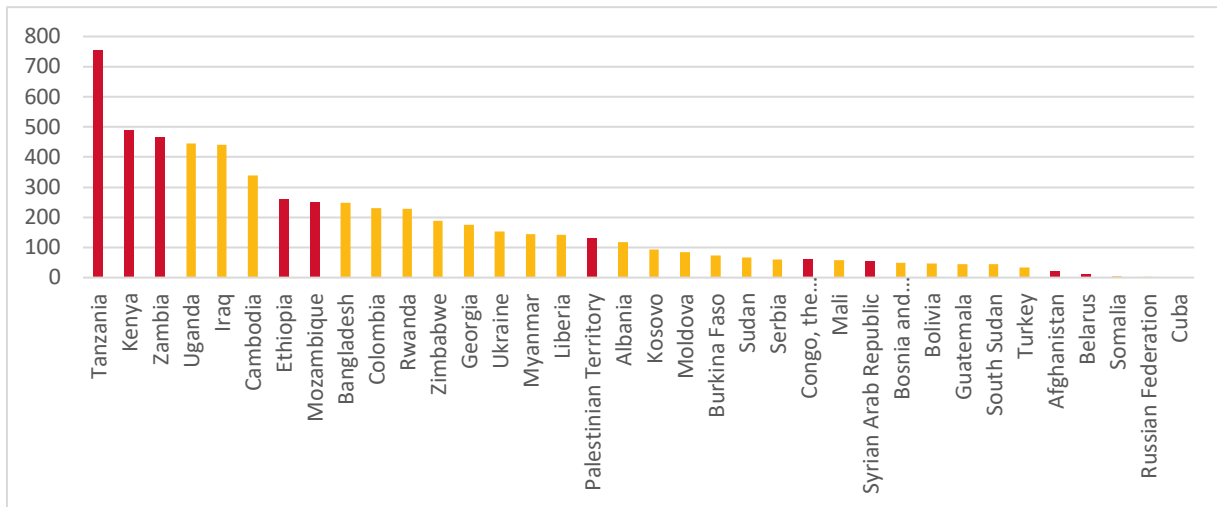


Figure 8 Total number of ITP participants per country, for countries that received bilateral support from Sida between 2008 and 2017. Red columns indicate the ten countries that received the largest overall support from Sida during the period. Number of participants based on data extracted from Sida's ITP database.

The selection of individual participants is seen as crucial by interviewed organisers. The selection process has developed over the years and several organisers now visit the countries and embassies to personally meet potential participants. A position that allows decision-making, organisational belonging, potential to become a change agent and “personal drive” were referred to by organisers as important characteristic. Interviews with participants and organisers strongly indicate that the selection of individuals to a large extent has been relevant in terms of meeting the ITP's goals – the examples of implemented change projects support this finding.

Based on the survey results we can also conclude that to a large extent, the selected participants have stayed in the same organisation and/or line of business after the ITP, i.e. the choice of individuals was relevant for increasing competence and driving change in the targeted organisations and thematic areas. 78 % of the respondents stated that they were still working in the same organisation as when they participated in the ITP, 86 % that they were still in the same field of work.

The survey results furthermore indicate that ITP participants have to some extent contributed to change at a local and national level, i.e. that the selection of individuals and organisations were relevant for achieving results at these levels. In some of the above examples there is a clear link between change projects and changes that improve the situation for the poor. However, we do not get the impression that clarity or likelihood of the link to poverty reduction is a selection criteria for change projects and participants. This said, we have not seen any ITP without any link to poverty reduction.

The data on participants 2008-2017 indicate that a large number of participants come from organisations or institutions that can potentially influence poverty in the respective countries, such as government agencies or ministries, universities, and businesses in sectors that are relevant to the livelihoods of the poor (e.g. regulatory authorities, cadastral services, patent and registration offices and employment offices). The relevance of recruiting ITP participants from these organisations relies

on the assumption that a more efficient and effective state or regulatory body will contribute to reduced poverty.

Some Sida interviewees emphasised the value of creating a “platform for change” around specific issues by including participants recruited from academia, private sector, civil society and government institutions in the same programme round. Data gives some support to the value of mixing participants in such a way with participants expressing appreciation regarding getting in touch with professionals from other sectors that they would normally not communicate with:

“Our problems are mainly lack of communication between the private and public sector so we [the mixed-sector alumni] started a website and aired radio commercials to try to address some of the issues”. Anonymous respondent.

We have little evidence that programs have been designed and participants recruited based on a strategic analysis of which organisations or institutions from the different sectors would be most relevant for achievement of overall goals.¹⁴

4.1.5 Causality

Former participants stated that factual knowledge was important, but there was a strong focus on “soft” variables. When asking former participants what contributed to the positive results of the ITP, one of them answered:

“I learnt most from the organisers role modelling "soft" issues related to process; teaching style, discussions, course management, getting message across without raising voice etc.” Anonymous respondent.

The following “soft” variables were repeatedly mentioned in interviews:

- Comparison with capacity of peers
- Role modelling
- Confidence building by doing
- Mentoring key
- Group interaction based on interest, specifically with the most relevant subgroup
- Joint projects leading to networks
- Role of supervisor in host organisation as related to strategy, support, resources and the mainstreaming or integration of activities within the project plan.

¹⁴ There are examples of broad sectoral strategies, for example basing recruitment on civil society organisations, private sector companies and government institutions involved in health or specific environmental issues. However, we have not encountered programs where recruitment has been based on a systematic stakeholder analysis identifying key change agents (individuals or specific departments, specific administrative units or market leaders in the private sector) related to particular policies or developmental changes that Sida believes will have an impact in a specific country context.

The survey responses support these findings:

Q10: To what extent did the following contribute to the positive results of the International Training Programme?

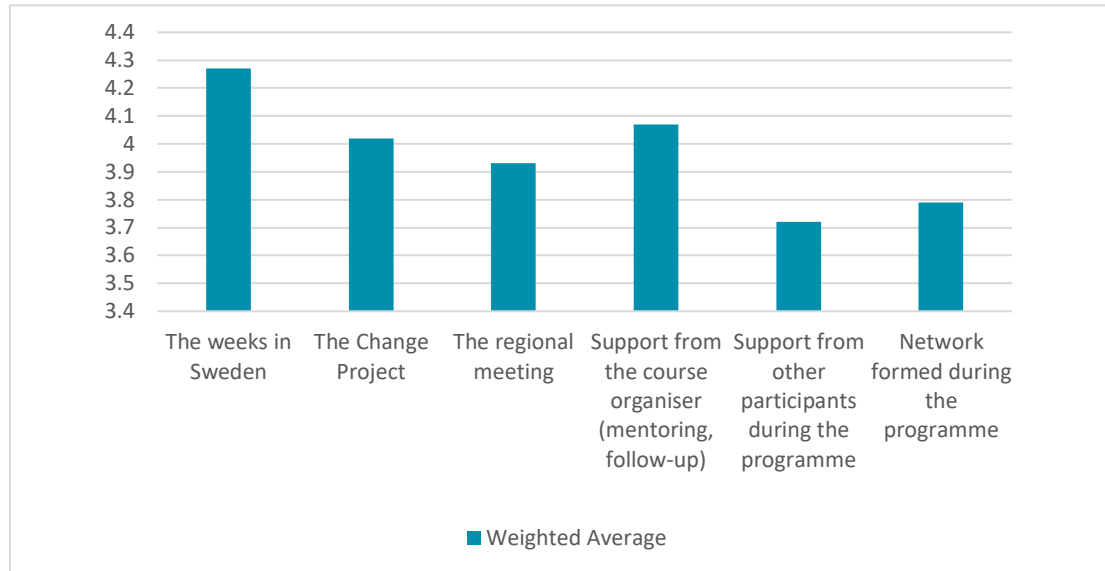


Figure 9 The diagram shows the weighted average of responses to the question about to what extent different aspects of the programme contributed to the positive results. Scores were Not at all/ Very little/ To some extent/ Quite a lot/ Totally depended on it, with weights from 1 to 5. See Annex 4 for further details. Note that the y-axis starts at 3.

Support from supervisors (in home organisation) was identified by interviewees as highly important. Participant interviewees gave several examples where participants had received no support or no interest from the supervisor or the supervisor had changed, where there was no budget for the change project. Some of the participants interviewed noted that their change projects were dependent on external factors such as ministries' agendas and budget allocations. Several interviewees expressed difficulties relating to lack of support after the ITP:

“The sharing experience at global level was eye opening and gave me many ideas seeing the good practices and adapting what has worked for others. But now I am faced with challenge of how do I implement all these ideas alone.” Anonymous respondent.

Interviews with organisers confirm the importance of support from the participants' supervisors, and gave examples of how they have tried to mitigate this problem, e.g. by demanding a Letter of Commitment from potential participants' supervisors. Information from interviewed participants indicate however that the apart from this, ITP organisers' interest is primarily with the participants and not with their supervisors (illustrated by e.g. email traffic and to whom communication was addressed).

Selecting participants with the scope for driving change processes is another factor that contributes to results achievement. The recruitment methods vary among organisers - some visit target countries and interview applicants and in some cases also their supervisors. When organisers collaborate with the Swedish Embassies they have their support in selecting strategic partners. One of the organisers draws on the

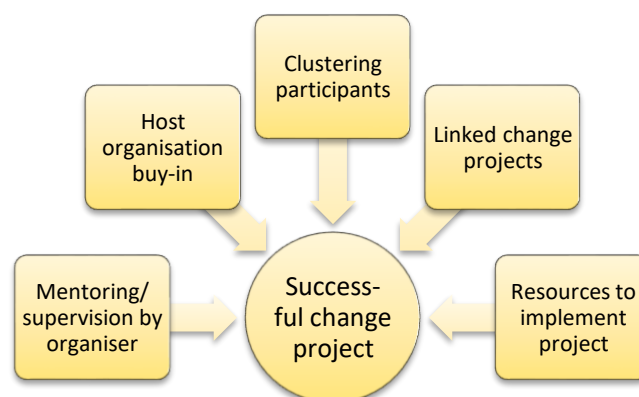
local UN office for identifying potential participants. The mix of participants is also important, as exemplified by the positive effect of inviting politicians and civil servants in addition to midwives and doctors to the ITP on Sexual and Reproductive Health and Rights.

Shifting focus to the change projects, there was a clear link between the number of participants from the same organisation and successfully implemented change projects. Interviewees from organisations with several ITP participants said that this had increased their chances of completing their change projects, while those who were single participants often complained that lack of support and understanding had made it difficult or impossible for them to complete their change projects. Single participants from small private businesses, however, did not seem to have encountered these problems – these participants were often owners/managers of the companies and were as such not dependent of organisational backup in the same way as participants from e.g. government bodies.

The examples in the sections above illustrate other factors that contribute to successfully implemented change projects. Based on interviews with participants and supervisors in Tanzania, the field team identified the following success factors for the change projects:

- Host organisation buy-in
- Mentoring/supervision
- Clustering the participants so they have critical mass on return
- Linking of projects to existing host organisation processes
- Existence of resources to implement planned projects

Success factors for change projects



We note that if an organisation has made the decision to invest in sending several staff members to ITP trainings, it is reasonable to assume that there is organisational, and supervisor, support for implementing the change projects as these are an explicit

part of the training. This potential link between supportive supervisors and organisations that send more participants should be taken into account when drawing conclusions about the positive effect of having more participants from the same organisation. It may also be that organisations that have nominated several participants, to several ITPs are examples of cases where Sida's strategy of extended exposure has worked.

4.1.6 Networking and partnerships

The intention that the ITP should contribute to forming a working network and partnership for capacity development and exchange of experience between persons from developing countries themselves and with Sweden has not been successful to the same extent as the other goals.

We have repeatedly been told by interviewees that there have been efforts at creating such networks during the training programmes, but that these networks do not survive, as exemplified below:

“We had a “WhatsApp” network which was active but it is dying”. Anonymous respondent.

We found two exceptions to this – an ITP run by the Swedish Patent and Registration Office, where the participants had been linked to an existing network managed by the World Patent Organisation, the other where Lund University has created a Global Academy where former participants exchange experienced, form research groups and have a chance of getting funding for research.

Several of the organisers interviewed stated that they had continued contact with former participants. In some of these cases the continued contact seemed to rely on dedicated individuals rather than planned efforts. Data from the internet survey show that even if there are no organised or formal networks of former participants, a large part of them half still have contact with other ITP participants. Some of the participants interviewed also stated that they had contact with other participants on social platforms such as WhatsApp and Facebook, in some of these cases there communication about issues related to the ITP topic, in others there seemed to be only social contact.

Q14: Do you have regular contact with other participants in Sida's International Training Programms?

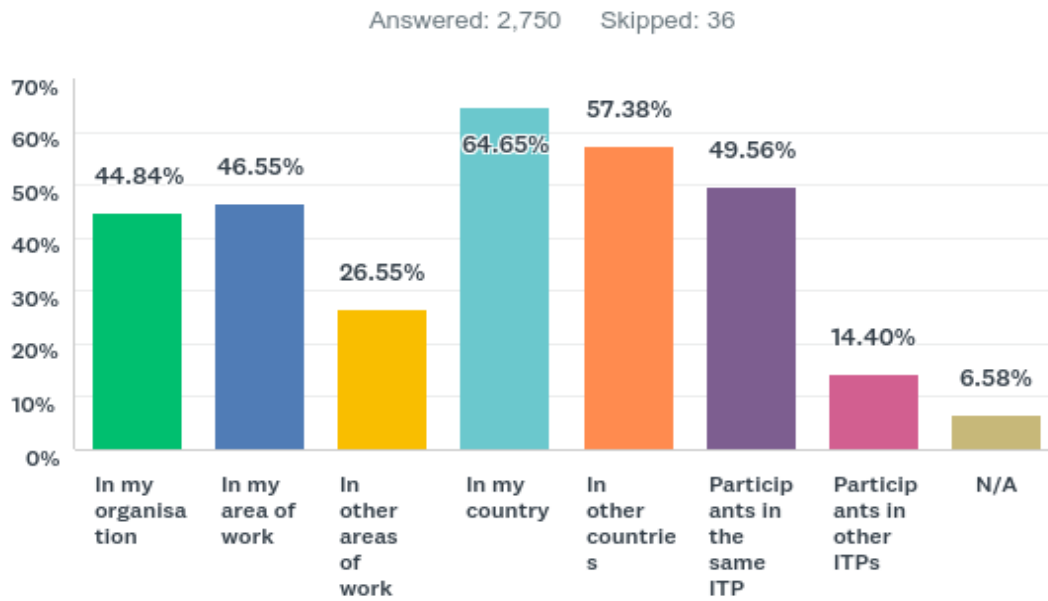


Figure 10 Percent of respondents who answered that they have regular contact with other ITP participants in different contexts. Multiple answers were allowed

4.2 EVALUATION AREA 2: ITP ASSUMPTIONS AND METHOD

The questions we will reply to in this section are whether the assumptions underlying the ITP and the methodology used are in line with existing evidence about “what works” in terms of capacity development and with similar capacity development interventions in the local context.¹⁵ The figure below illustrates a simplified Theory of Change for the ITP.

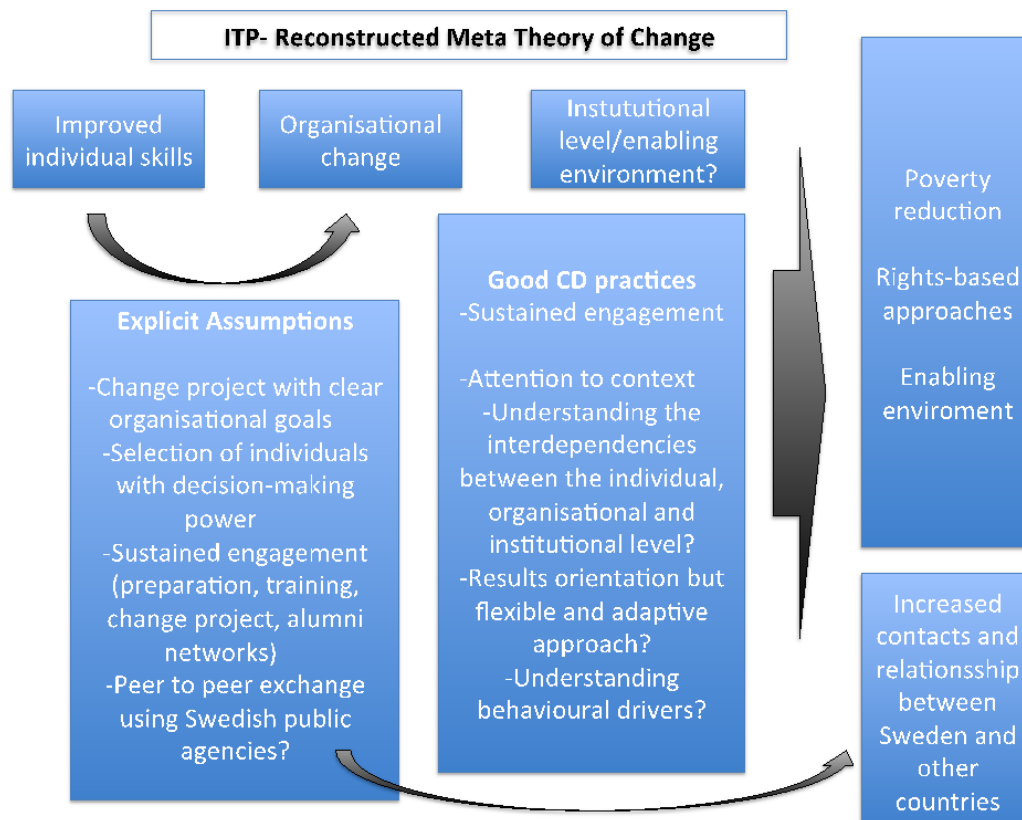


Figure 11 Simplified Theory of Change for the ITP, reconstructed by the evaluation team.

The three explicit assumptions underpinning the ITP Theory of Change (as reflected in Sida’s “Results strategy for capacity development and exchanges 2014-2017) are that sustained engagement, peer-to-peer exchange as well as results orientation are linked to positive outcomes. We begin by discussing these key assumptions in light of evidence on capacity development, then look at the ITP from the perspective of two other key aspects of capacity development: Contextualisation and ownership. The section ends with a comparison of the ITP with other capacity development efforts in the local context.

¹⁵ For this comparison, we have asked the local and regional consultants on the team to identify similarities and differences between the ITP and other similar programs they have encountered in their respective careers in the area. Both have long experience of capacity strengthening of organisations and individuals in Tanzania and Uganda, respectively.

4.2.1 Sustained engagement

There is limited systematic information on how international training programmes by development agencies impact on behavioural changes and organisational capacity development. However, the conclusion of for example the Danida Fellow Centre evaluation (Oxford Policy Management 2012) and the Joint Scandinavian report (Niras 2016) is that the effectiveness is likely to be enhanced the more training activities are explicitly linked to development programmes and national and sectoral capacity development processes, the more resources are put into selection and engagement with employing organisations, and finally the more resources that are put into follow-up activities. Organisational impact is thus likely to be enhanced and easiest to identify when there is sustained engagement with a large number of participants from the same organisation over time and long-term engagement allow for sufficient time for developing trusting relationships and for new capacities to be absorbed and put to use.

The time frame for planning and implementation has changed over time and an ITP now spans several years and consists of several ITP rounds. As evidenced by interviews with participants, supervisors and organisers, this has contributed to extended interventions where more individuals from the same organisations and countries can participate in an ITP. The ITP rounds involve more preparation and follow-up directly engaging participants' employing organisations, and spans a longer time period than the equivalent Dutch and Danish training institutes. The evidence presented in the sections above illustrate that there is limited follow-up and continued engagement, especially at an organisational level. Some of the evaluations commissioned by the Capacity Development Unit at Sida also underlined that there is a risk that benefits all gradually dwindle without a longer-term commitment towards continuous training and networking among former participants.¹⁶

4.2.2 Peer exchange

The Swedish policy framework underlines that contacts between institutions in Sweden and in partner countries also play an important role in building lasting and mutual relationships that extend beyond development cooperation. Increased contacts and established relationships between individuals, organisations and institutions in other countries and Sweden is also an objective in itself of the ITP programme. Swedish development cooperation and capacity development support such as the ITP is thus increasingly engaging Swedish public agencies in sector-specific projects and as ITP organisers. There is no overall evaluation of this type of support but several evaluations discuss the issue:

A recent Joint Evaluation of Scandinavian support to Capacity development found that the highly specialised advice and support that peer exchange enables was frequently valued.¹⁷ However, it was also observed that its effectiveness and relevance could be hampered by an inadequate adjustment to context, in particular the

¹⁶ Sida 2015:11, 2015:47.

¹⁷ Niras 2016.

needs and the capacity of the partner organisation. A recent evaluation of the International Centre for Local Development (ICLD) shows the positive effects of the institutional linkages between Swedish municipalities and their counterparts in cooperation countries (Oxford Research Sweden, 2015) while another recent paper by Andrews (2015) argues that Swedish agencies have demonstrated that they recognize the political realities on the ground and the unwritten non-technical difficulties of reforms. There is thus not conclusive evidence to determine whether using Swedish professional agencies in organisational capacity development is a more efficient, effective, relevant and sustainable compared to other modalities.

The ITP has, in both theory and practice, emphasised peer-to-peer learning. This is evident from both selection of implementers (knowledgeable within the thematic area of the ITP) and the mix of participants from different countries and organisations. The Sweden-phase is seen as contributing to the exchange between peers. As illustrated above, there was a mainly positive view on peer-to-peer learning among ITP participants.

4.2.3 Results-orientation and flexibility

It is assumed in the ITP that clear change and development goals for capacity development interventions enhance capacity development outcomes. Recommendations from recent evaluations and studies point to clear visions of results and results-orientation as important for at least two reasons. A clear vision of the results to be achieved may help the donor and partners develop a common understanding of purpose and channel resources towards attaining them and a high-quality results framework is critical for determining the success or the failure of support to capacity development (see Niras 2016).

The ITP operates with objectives at individual and organisational level for each programme. These objectives and targets are set by the programme organisers in their proposal and each organiser has to report against these in their annual and completion reports. There are therefore, dependent on the quality of the targets and indicators agreed, clear goals in terms of organisational capacity and performance to guide the capacity development process. The methodological shift from separate programme rounds to ITPs spanning several years is also intended to enable systematic follow-up.

However as highlighted in many of the evaluations commissioned by the Capacity Development Unit at Sida one of the major challenges in the ITP are found in the monitoring and evaluation of results especially the more long term outcomes and impact.¹⁸ In general the participating organisations are not engaged in monitoring the long term use and transfer of knowledge.

As illustrated by the lack of evidence in the sections on goal fulfilment in this report, outcomes and impact are not assessed and reported in a systematic manner. Some organisers have expressed doubts about the usefulness of the current ITP reporting formats for results management. They question whether the frameworks systematically capture all the outcomes and the long-term impact and can be used to

¹⁸ See for example Sida 2015:6, 2015:15, 2015:35, 2015:45, 2015:47.

manage the ITPs in a flexible and adaptive way. This is supported by some of the evaluations commissioned by the Capacity Development Unit which emphasised that the project reports were weak in analysis and rarely reflected on how the outcome of a change project could be used to trigger or effect change (Sida 2015:35) and lack of monitoring mechanisms to explain why certain change projects fail (Sida 2015:11).

However although not used in a systematic and formalised way, sustained engagement with many of the same organisations over a long period of time is a good opportunity to detect outcomes and impact. The Swedish public sector programme organisers to a higher extent do engage with their peers in various events and interventions and learn about the impact of their programmes.

It is also doubtful whether there is enough space in the programme for sound diagnosis and for effective feedback loops in order to adapt future programmes to the evidence gathered during implementation. It seems that the institutional set-up of the ITP is not conducive to learning and adaptation. Sida organises “arrangörsträffar” (organiser-meetings) that aim at sharing and learning among organisers, but the frequency and regularity of these is low: Meetings were arranged in 2009, 2014, 2015 and 2017. In addition, according to interviewees, public sector organisers are to an increasing extent networking to exchange experiences. Hence, while the programme organisers, and to some extent Swedish embassies, sit on a wealth of information on strengths and weaknesses of the programme there are no formalized feedback loops to systematize and integrate broader lessons learned from the ITP into decisions taken on the programme.

4.2.4 Contextualisation

Lessons learned about “what works in capacity development” have been derived, among others, from a number of evaluations and studies carried out in recent years of the relevance and effectiveness of capacity development approaches in Swedish and like-minded donors’ development cooperation.¹⁹ One of the areas that these reports underline are contextualisation: understanding of the context including understanding the interdependencies between the individual, organisational and institutional level.

Donor support for capacity development has, at least in the past, tended to be supply driven and with limited attention to the local context. There is evidence to suggest that donor support is more effective when it is adapted to context and that capacity development projects tend not to pay enough attention to norms that shape choices and influence how groups think and behave. A lesson learned is that a good understanding of the context is necessary for aligning the capacity development support to the needs, interests, priorities and capacities of the partners.

¹⁹ For example Booth 2011, Levy & Walton 2013, World Bank 201, Carneiro et al 2015, Niras 2016 and Oxford Policy Management (2012).

The recent report of Scandinavian donor support to capacity development warned that capacity gaps, underlying organisational culture and the institutional context were not satisfactorily analysed and reflected in the design and management of majority of the interventions.²⁰ It is true that informal assessments were often performed and frequently used by the donor and partners to formulate the capacity development support. However, the evaluation did not consider these informal efforts sufficiently robust and analytical to enable a thorough understanding of needs and context, in particular in more complex interventions. The report also stressed that capacity development support is more effective if the intervention has mapped out and is explicitly targeting the three levels of capacity development (individual, organizational and institutional/enabling environment) and recognises the different time horizons of each of these.

The various evaluations commissioned by the Capacity Development Unit at Sida of the ITP confirm the importance of adapting to local context.²¹ According to these evaluations many of the training programmes are assessed to be too general with insufficient tailoring and; the programme contents are not always easy to adapt to the local context. However there also evidence from the various ITP evaluations that many change projects are in line with and coordinated with national initiatives, linked to international support efforts and have resulted in changes at organisational and institutional level.

The ITP strategy is not explicitly stressing the importance of understanding and targeting the three levels of capacity development. There is attention to context but there is no requirement for specific analysis to be undertaken to understand the interdependencies between the individual, organisational and institutional level. This does not necessarily mean that ITPs are not aligned with the context in practice but as demonstrated in this evaluation, it is left to the programme organisers to decide how much they invest in understanding the enabling environment. It is also a finding that the level of contextual knowledge increases with level of consultation with the Swedish embassy. Interviews with embassy, Sida and organiser staff indicate that the level of such engagement is highly dependent on whether the organiser attempts to collaborate with the embassy, and on the capacity and resources of the embassy to engage with programme organisers. There are efforts by individual organisers at increasing contextualisation by e.g. using local facilitators (sometimes former ITP participants) and discussions regarding the feasibility of arranging local/regional ITPs.

As found in this report, and confirmed by other evaluations,²² there are some results at organisational and institutional level. However, opportunities are lost as compared to likely results of working more closely with the enabling environment and wider efforts at political and institutional reforms taking place within key institutions and society at large.²³ As highlighted in this and other evaluation reports of the ITP some

²⁰ Niras, 2016.

²¹ Sida 2015:15, 2015:35, 2015:45, 2015:47.

²² Please refer to PWC 2012, Niras 2016, Sida 2015:5, Sida 2015:6, Sida 2015:45.

²³ Sida 2015:11, 2015:35, 2015:47, SIPU 2016.

of the factors contributing to wider effects include mapping and understanding the processes at country level, establishing a network of change agents and recruiting the right type of participants.

4.2.5 Strong ownership and commitment

Another factor that has been identified as key to making capacity development work is linked to ownership and commitment. Capacity development literature stresses the importance of strong ownership including commitment by political leaders/senior management for successful capacity development and organisational and institutional change. Factors that seem to strengthen the partners' ownership of the capacity development interventions were identified in the Joint Scandinavian report²⁴ and include: (i) a strong involvement of partners early in the process of formulating the intervention; (ii) long-term donor commitment mainly through funding multiple consecutive phases over a long time for institutionalisation of the support provided; (iii) a high degree of flexibility exercised towards the partners, other local stakeholders and the technical assistance providers by the donor agencies; and (iv) direct engagement by the donor in the capacity development process (as opposed to only through external technical assistance providers).

The importance of ownership is in general confirmed by the various evaluations commissioned by the Capacity Development Unit at Sida. Poor organisational ownership has led to unsuccessful projects of change in the majority of cases. There is however also some indication that strong national or organisational ownership is not a necessary condition for successful outcomes. Under the right circumstances (e.g. if several participants with the potential of change agents from the same organisation attend the programme over several years), seeds of positive change can still be sowed.²⁵

It is the finding from this report that there is a strong involvement of participants and, increasingly, their organisations early in the process. We have seen several examples where the organization, including its management, takes an active part in selecting participants for the programme and where change projects have been formulated in consultation with their organisations. The interviews with former ITP participants indicate that while some organisations actively use the ITPs as a tool for capacity development, there are many instances where individuals, not organisations, are the one's taking the initiative for applying. The period of engagement is longer as compared to for example the Danish and Dutch equivalent programmes.

On the latter issue of direct Sida engagement, it depends on whether Sida is otherwise partnering with that same organization as part of their country or regional programmes. The narrowing of the geographical scope of the ITP on fewer Sida partner countries, in which there is often a Swedish Embassy, has enhanced the possibility of direct engagement between Sida and the participating organizations.

²⁴ Niras, 2016.

²⁵ Sida 2015:6.

However, this possibility is not used as there is no direct link between Sida/Embassies and the host country participating organisations within the ITPs.

4.2.6 Comparison with other local capacity development programmes

The two local consultants on the team have been asked to compare the ITP with their own experiences of organising and implementing capacity development programmes. They have compared the ITP with their respective experience of capacity development programmes run by the Uganda Development Trust (UDET, usually two to four years) and coaching and mentoring programmes, mainly in Tanzania, respectively. The main similarities and differences occur in the following areas:

In the ITP, individuals apply to the programme, in UDET, a group applies. In both cases application includes describing a project, and in both cases there is a “reward” for writing a good application (in UDET funding for the project, in the ITP the visit Sweden). In the Tanzanian coaching and mentoring programmes, matching organizational needs and participant’s expectations is usually a first step and organisations (employers) are deeply involved early enough to define the skill needs and expectations of what need to change. This helps to build a sense of organisational ownership and a commitment to provide resources and be able to supervise the participants.

In UDET, large parts of the organisation is included: different working committees are formed and trained in relevant areas (e.g. management team, board members, evaluation, procurement, building, etc.). The different trainings empower more people to implement the project and influence change as opposed to case of ITP where the ones influencing change will be on one or two people that attend ITP.

There are similarities with the ITP and the coaching and mentoring experiences from Tanzania. However, the ITP provides space for participants to learn new skills, techniques, practices and working culture from a different perspective (Swedish and from other countries where participants come from). This approach enables participants to interact with users of the new skills, technology or knowledge and hence allow participants to make comparison before adopting what may work in their context.

In UDET there is on-going monitoring and evaluation of the group throughout the funding period. In the coaching and mentoring situations referred to, there is close contact with the participant’s immediate supervisors to get feedback of how the skills are impacting on both the participant and the organisation. There is also an element of training for the supervisors. They are empowered to give day-to-day support to the participants. Such training is complemented with simple tools, such as checklists for change management, provided to the supervisor. In the ITP, supervision from the organiser (mentoring) is often long-distance and not very frequent, and seems to rarely involve contact with the participant’s immediate supervisor.

4.3 EVALUATION AREA 3: ANTI-CORRUPTION AND CROSS-CUTTING ISSUES

Interviews with former participants indicate that there is great variation in the extent to which cross-cutting issues are addressed in the various training programmes. Cross-cutting issues were mostly addressed by raising awareness, unless the programme itself was directly related to a specific crosscutting issue. Among crosscutting issues that respondents cited as included in the programmes, gender was almost always mentioned, environment was commonly mentioned, rights were addressed in some of the programmes and anticorruption was seldom mentioned and only at a very general level.

The instruction on anti-corruption to Sida (July 2010) underscores the importance of combating corruption in order to achieve the policy goals for Swedish development cooperation in Sida's own management of development contributions but also by promoting broader anti-corruption efforts in partner countries. This is confirmed in the "Results strategy for capacity development and exchanges 2014-2017", which specifically emphasise how strengthening of institutions and organisations to combat corruption is considered specifically important.

The finding based on interviews with both former participants and programme organisers is that anti-corruption has received limited attention in the ITPs. It is touched upon in some programmes but as a general rule corruption has been not treated as a stand-alone issue nor mainstreamed systematically in the programmes.

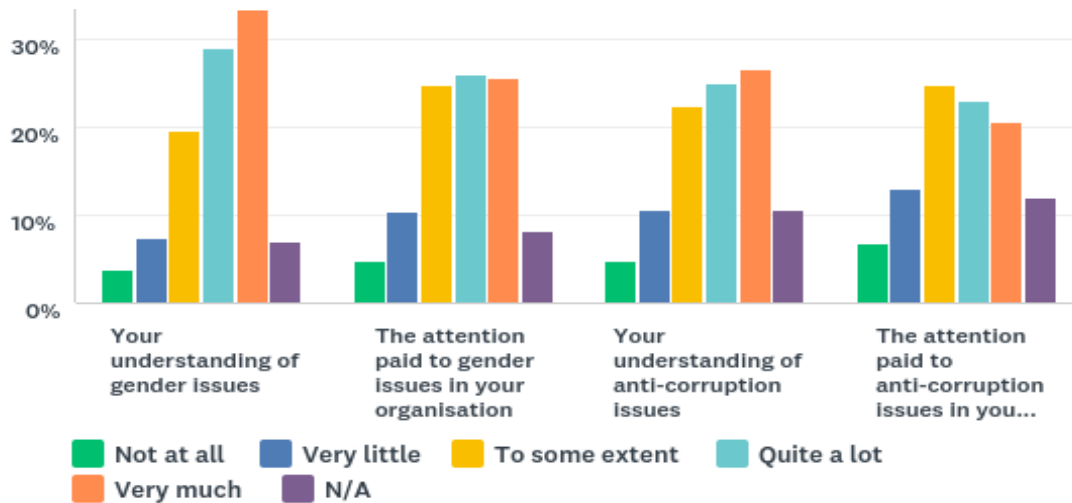
In some programmes (e.g. on property rights and environment), anti-corruption has been integrated in the programme by stressing the importance of governance principles such as transparency. Corruption is approached in an indirect way or integrated into other topics such as good governance. There have not been modules or programme content specifically dedicated to anti-corruption. It is also indicative that all programme organisers have chosen to use in-house human resources to deal with the issue of anti-corruption where gender is considered important enough to bring in external expertise.

The issue of corruption does however often "come up" in the discussion of the in the change projects according to former participants and programme organisers and interviews with participants also underline that they consider corruption an important subject in relation to both broader societal and organisational change. Some respondents however believe that a more direct approach would not work as it would be too sensitive given cultural norms and the overall context.

The survey gave a slightly different picture:

Q9: To what extent did your participation in the International Training Programme have a positive effect on:

Figure 12 The survey respondents' answers indicate that about 60% of them thought that the ITP had improved their understanding of gender issues very much or quite a lot. For the attention paid to gender issues in their organisations the percentage was slightly lower. Answers to the same questions regarding anti-corruption issues show slightly less positive results.



Gender was the most well integrated cross-cutting issue and several respondents, both organisers and participants, mentioned the positive effect of seeing how gender issues were approached in Sweden, and of discussing and comparing with other participants' experiences.

“Gender issues were an integral part of the training and very relevant [...] Encouraging to see many women participants heading the change projects.”
Anonymous respondent.

“I was initially quite surprised about the inclusion of gender but I changed opinion when I saw the practical application for E-content development.” Anonymous female respondent.

To some extent both anti-corruption and other cross-cutting issues were illustrated in the practical implementation of the programme, by for example the approach to scheduling and deadlines or by having female teachers and participants. Other cross-cutting issues (e.g. rights-perspective and environment and climate change) were included when they were linked to the topic of the ITP.

One of the interviewed organisers stated that all cross-cutting issues were included in the curriculum both as discussions and sessions. It was also noted that the public organisers have less experience in cross-cutting issues.

4.4 EVALUATION AREA 4: THE USP OF ITP

To Sida, an obvious advantage of the ITP instrument is that it allows Sida to be very flexible in terms of thematic areas, participants, organisers and linkages to other programmes and initiatives. There is also considerable scope for adaptation over time. Interviews with Sida staff confirm that ITP themes and implementers are changed to

reflect Sida’s evolving priorities and other programmes, and to some extent to accommodate participant host organisations’ needs and opportunities.

The ITP has had a fairly large and stable budget over time, accounting for between a third and a fourth of Sida’s funds for the Results Strategy ”Capacity Development and Exchanges”, and with a relatively large budget for Sida’s management of the funds.²⁶ It can thus be considered a rather secure funding coupled with relatively extensive flexibility.

Several of the ITPs have been implemented by authorities or government institutions with comparative advantages in their field, e.g. the Cadastral Services, Patent and registration office, and the Central Bureau of Statistics.

In the survey, 53 % of the respondents stated that what they learned during the ITP was much more useful compared to other training programmes they had participated in and 39 % said it was more useful. In response to the question if their participation in the ITP was worth the time, money and effort they and their organisation spent on it, 33 % said it was worth it all, 56% that it was worth much more.

Q16: What makes Sida's International Training Programmes special?

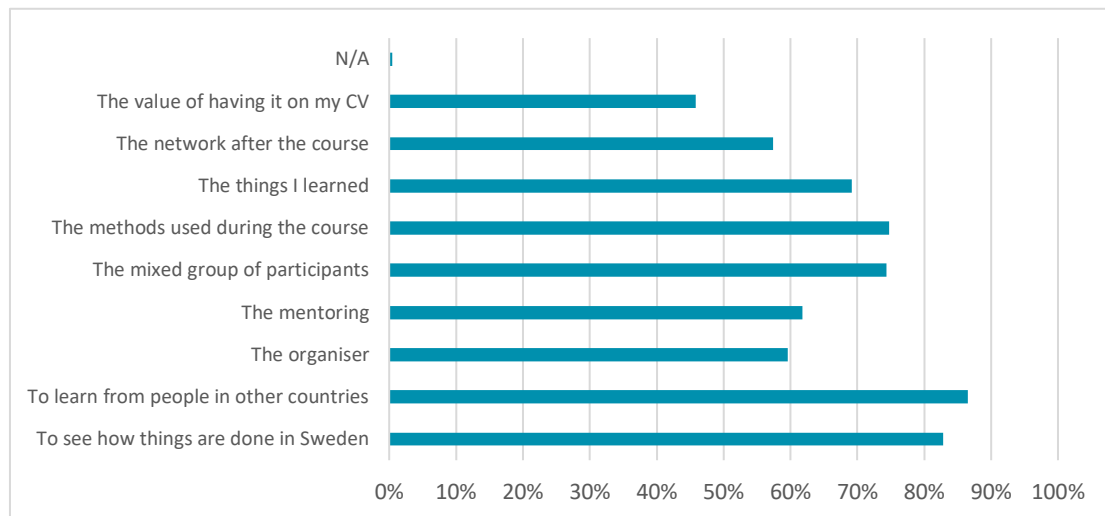


Figure 13 Survey respondents’ answers to what they thought makes the ITP special. The bars show percent of respondents selecting each answer. Multiple answers were allowed, hence the answers sum to more than 100 percent.

²⁶ According to Sidas årsredovisning 2016, total disbursements for the Results Strategy ”Capacity Development and Exchanges” were 412, 454 and 448 MSEK in 2016, 2015 and 2014, respectively, and the relation of disbursed funds to management cost (”förvaltningskrona”) was between three and four (p.82 in Sida, 2017, Sidas Årsredovisning 2016). In 2016, 134 MSEK of this was used for International Capacity Development (Sida, 2017, P6 Annex to Strategy Report 2016 for Kapacitetsutveckling och utbyten 2014-2017).

In an open-ended comment to the same question, respondents could use five words to describe additional aspects they found special. These were the words most frequently used:

Q16: What makes Sida's International Training Programmes special? (Additional aspects)



Figure 14 Word cloud showing the most frequently used words in open-ended comments about additional aspects that made the ITP special. Note that both “programme” and “program” is included.

Data from interviews with participants follow the same pattern: The Sweden phase was the most important component to several participants and the USP from their perspective. However, there were participants and organisers who considered the main benefit was not being in Sweden, but being away from the normal day-to-day context – which requires being out of the country. Interaction with other participants was found important to most of the interviewees although some said it was not important.

Several interviewees described the programme as an eye-opener, improving their understanding of how things are or can be done and what they themselves do. Seeing how things are done in Sweden, learning from other participants and meeting people with the same or totally different problems were especially mentioned. The way the ITP was implemented was important as role modelling, for example by seeing other women in leading functions, timeliness in keeping to the schedule, planning, and follow-up were also mentioned as valuable.

As mentioned above in the section on causality, these “soft” rather than thematic or methodological aspects are what both participants and organisers most frequently refer to when asked about what is key to the success of ITPs or what makes it special.

To public agency organisers, an obvious advantage of the ITP is that it provides a way of intensifying contacts and capacity building with strategic partners in developing countries.

5 Evaluative conclusions

This section presents main conclusions of the evaluation. The order of presentation is the same as above.

5.1 EFFECTIVENESS – GOALS AND GOAL FULFILMENT

There is no explicit Theory of Change for the ITP instrument. There is a method and process which covers the different phases of the training programme, and individual ITPs have intervention logics developed by the organisers. There is also an explicit intention that the ITP shall contribute to Sida’s strategy for capacity development. However, there is no explicit link between the outputs of the ITP – trained individuals – and the intended long-run outcome or impact – reduced poverty.

There is a tendency to see an ITP round or programme as a separate activity with the intention to increase capacity of participants and implement change projects, rather than as a part of Sida’s efforts to reduce poverty. This “ITP-box” is illustrated by the green areas in the figure below, which attempts to capture the full results chain of the ITP. If the ITP-box ends after each programme or round, then the objectives are achieved to a large extent on the individual level and to some extent on the organisational level. However, if the ITP-box is expanded to include change processes beyond the end of the programme, achievement of results is at present not possible to assess. Anecdotal evidence gives examples of change processes, but if related to the overall goal of poverty reduction these are quite minor. If the aim is to contribute to poverty reduction, rather than capacity development of individuals to drive change processes, in developing countries, this needs to be explicit and the use of the tool needs to be adapted to achieve these goals.

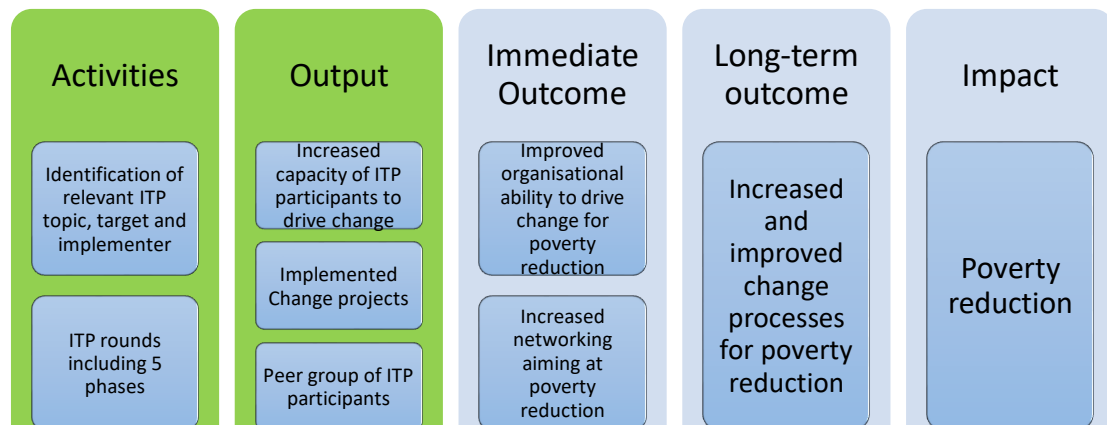


Figure 15 Simplified version of the intended results chain of the ITP. The green areas illustrate the evaluation team’s assessment of the focus of the ITP at present.

Follow-up of participants after the end of the ITP is up to the organisers and dependent on whether they have other engagements with participants' host organisations/countries (for public agencies) or dedicated staff (for private organisers). There is no intent, and no dedicated resources, from Sida that would allow formal follow-up with participants or tracking of effects at outcome-level. There is consequently a lack of data to assess the extent to which the ITP instrument contributes to the overall capacity development strategy of Sida.

This evaluation has found that the ITP is effective at the individual level: There is learning among participants, both in terms of thematic knowledge, methods for driving change, and by seeing "how things are done" by others. A number of the participants interviewed state that the programme has given evidence that something better is possible.

There is also evidence that change projects have resulted in change, in some cases at national level but more frequently at local or organisational level. However, based on the survey and interviews with participants, although the change projects contribute to the participants' learning, a substantial share of them are not fully implemented.

There are examples of participants and change projects that have contributed to changes that are likely to contribute to poverty reduction, such as changes in policies or regulatory bodies or via education and research. Some of the ITP organisers have made efforts at collecting data on these effects. However, it is not possible to assess the extent to which the ITP instrument has contributed to driving change processes for poverty reduction.

We see a connection between the lack of explicit Theory of Change that links the ITP to the goal of the overall Sida capacity development strategy and the lack of focus on long-term effects. The span of attention now ends at the end of the regional workshop, rather than when contribution to poverty reduction is achieved.²⁷ Embedding the ITP in a Theory of Change for poverty reduction via capacity development would force a focus on change in a longer perspective and at a different level. It would also motivate an increased focus on follow-up and use of former ITP participants for this purpose. The recent changes in methodology to increase focus on creating a critical mass, extend the period of engagement and require commitment from the participants' organisations are a steps in the right direction.

5.2 RELEVANCE

The themes and countries targeted are largely in line with Sida's priorities, and are identified jointly by different departments at Sida. During the period 2008 – 2017,

²⁷ Exception made for cases where e.g. public agencies have long-term commitments with participants' organisations or dedicated staff members of private organisers keep up contacts. Note that participants who have remained are more likely to have been reached by the survey.

slightly more than half of the participants came from countries Sida has bilateral collaboration with in 2016.

The individuals accepted into the programme are, judging by interviewees and the survey, mainly the right ones. A majority of participants have stayed in the same organisation and/or same sector after the ITP.²⁸ The use of change projects as part of the methodology has contributed to the focus on change processes. The selection of individual change projects seem to have been thorough in most ITPs, though there have been some complaints regarding mentoring and support from organisers.

The methodological shift towards more systematic and targeted rather than application-based recruitment is a way to increase relevance. The recruitment trips, increased targeting of participants and request for commitment by supervisors are signs that it is being implemented.

5.3 CAUSALITY

Participants and organisers emphasise “soft” variables related to attitudes, relationship building, culture and actual practical behaviour as important for achieving capacity development of participants. The Sweden phase is seen as important both as an eye-opener for how things can be done and for illustrating e.g. gender equality and methodology. To some extent, the benefit of the Sweden phase is to remove the participants from their every-day context.

Support from the participants’ home organisations is crucial to the success of change projects. Participants name support from supervisors, projects that are part of the organisations’ plans and colleagues who have participated in ITPs as success factors, while lack of funding or interest from supervisor are given as causes for failed change projects.

Meanwhile, there is still a strong tendency that organisers focus on participants rather than on organisations, in both the selection process and in the communication during the programme. This is changing as organisers are increasingly demanding commitment from participants’ organisations during the recruitment process. Several organisers also visit the target countries during the recruitment period. There is a variation between organisers as to the extent to which they involve embassies in the recruitment phase.

Both embassies and target country organisations seem to enter the discussions after the decision to arrange a specific ITP has been made. This limits the extent to which they can contribute to adapting the focus of the ITP to local context and potentially reduces both effectiveness and efficiency.

Given the amount of resources invested by Sida and the number of persons who have participated in an ITP, the effects should be considerable. The examples that are given in interviews and previous evaluations are, in relation to the number of participants over time, few. Some of them have had extensive impact, but in relation

²⁸ Based on the results of the internet survey.

to the amount of resources it is difficult to say if the ITP is a more efficient way of achieving these changes than other approaches would be.

The efficiency of the training programme could probably be increased by better follow-up of former participants and by considering them as a resource: They are, as expressed by some interviewees, ambassadors for Sweden and for ITP. Interviewees from e.g. embassies have suggested that the database of former ITP participants could be used for identifying change agents and individuals of interest in other collaborations. The same approach might potentially be used for organisations.

5.4 NETWORKING

We have seen few examples of networks that have been sustained after the end of an ITP round. In one of the successful examples, the former participants were linked to an active network in their thematic area, while in another example a research network was created and is used as a platform for collaboration and learning. Apart from these examples, interviewed participants claim that networks that are formed during the programme tend to die after the programme ends.

This is in line with common experience regarding communities of practice and peer networks, which is that there needs to be a common interest or theme that is driven by someone for them to function.²⁹ A comparison can be made with Alnap³⁰, where the platform is externally funded and hosts a number of communities of practice on different themes. Looking at the ITP instrument, the common overall theme is capacity development. However, this theme is explicit mainly to Sida. Whether within an ITP round, one can assume that there is sufficient common interest to foster an on-going network is open to question.

As regards sustainability of the knowledge gained and changes achieved during an ITP, the main approach to this is currently the increased length of engagement by having ITP programmes that cover the same geographic and thematic areas over a period of years. Public organisers are able to maintain contact via other interventions or activities, but apart from this, there is little explicit consideration within the ITP for what is needed for maintaining sustainability at the organisational or national levels.

5.5 ITP ASSUMPTIONS AND METHOD

As can be appreciated from the reconstructed Theory of Change below, the assumptions behind the ITP are to a large extent evidence-based. There are however a couple of question marks highlighted in the figure either because there is no conclusive evidence yet (using the peer-to-peer modality) or because the evaluation has not found any evidence of this practice being systematically incorporated in the ITP.

²⁹ For a quick introduction to communities of practice see E Wenger, *Communities of practice – a brief Introduction*, Cambridge UK, 1998. For more extensive coverage, including some of the challenges involved see Wenger, E., McDermott, R., Snyder, W.M., *Cultivating Communities of Practice*, Harvard Business School Press, 2002.

³⁰ See www.alnap.se

As demonstrated in section 3.2, all evidence points to sustained engagement as key to ensuring organizational change along with clear organization goals and committed leadership. The ITP programme is in line with good practice in this regard although more follow-up and monitoring of results after the programme completion is needed. There is no conclusive evidence as regards the use of the peer-to-peer modality. However, using Swedish public agencies as capacity development providers also serves a separate objective in itself, which is to ensure lasting contacts and relationship between organisations and individuals around the world and Sweden.

The ITP is, as envisaged and implemented, also to a large extent in harmony with dominant thinking and evidence as regards capacity development approaches. There is attention to context, but the need to have a global approach and the Sweden phase decreases the extent to which the ITP can be contextualised. The ITP does however not have an explicit objective of influencing the institutional level and it is not mandatory for programme organisers to spell out the relationship between individual and organization change on the one hand and the enabling environment on the other hand. Some programmes and change projects have however as an objective to influence legislation and there is also evidence of results in this regard.

The ITP is results-orientated and there is an ambition of choosing change projects with clear organizational goals. There is however limited focus on results at the organisational level, limited systematic monitoring of outcome/impacts after the completion of the life cycle of a programme and limited systematic collection of lessons learned across programme organisers.

The methodology of the ITP has developed over the years. We conclude that the more recent changes in methodology, as described in the Terms of Reference, are to a lesser or greater extent being implemented and in line with “what works” in capacity development:

1. The increased focus on establishing a “critical mass” of change agents is visible in invitations and interviews. Where it has been implemented it has contributed to effectiveness and to an increased focus at the organisational and national levels.
2. The shift from separate programme rounds to systematic follow-up has been implemented in Sida’s relations with ITP organisers. The effect of having participants from the same organisation in several ITP rounds has been positive, and the change contributes to prolonged engagement.
3. The increased focus on more systematic and targeted recruitment process, rather than application-based recruitment has contributed to shifting the focus from the individual to the organisational or national level, which increases the scope for effects at those levels.
4. The formation of ITP organisers in broader teams has not yet been implemented. There are a few instances of public organisers contracting private agencies for support in specific areas and one example of collaboration between two ITPs, but we have not seen any major efforts at collaboration.

5.6 ANTI-CORRUPTION AND OTHER CROSS-CUTTING ISSUES

The extent to which cross-cutting issues are covered in the ITPs varies. Gender is the only cross-cutting issue that interviewees consistently stated has been covered. Some organisers have used external experts and the issue has been treated in separate sessions. The Sweden phase has given participants a chance to see how gender issues are treated in Sweden in practice.

Anti-corruption, if at all included, is usually addressed at a general level and indirectly, via e.g. discussions on good governance. Some interviewed organisers stated that they avoided open discussions of anti-corruption as it may be a too sensitive issue, and discussed it explicitly only when participants encountered problems related to corruption in their change projects.

Survey respondents, however, claimed to have gained an improved understanding of both gender and anti-corruption issues, and that this had affected their organisation's approach.

Other cross-cutting issues have mainly been covered when they coincide with the thematic focus of the ITP. We conclude that the attention to cross-cutting issues and anti-corruption does not match the priority Sida places on them, except for gender. We also question whether anti-corruption needs to be treated as gently as it is today.

5.7 THE USP OF ITP

The main USP of ITP to participants is being removed from the every-day context, the extended period of time, peer-to-peer learning and the methods used and taught during the programme. The Sweden-phase is described as an eye-opener for how things can be done. Participants state that they feel energised and encouraged to work on change processes after the programme.

The main USP of ITP to Sida is the stable source of funds and the flexibility in terms of thematic and geographic areas of use.

The USP of ITP to Swedish development assistance is, although not fully utilised, that it potentially produces a cadre of ambassadors for Sweden and a large resource pool of people who have been trained to drive change, although the evidence suggests that this USP is not built upon.

6 Lessons learned

The effect of the ITP instrument is mainly at the individual level. Over the past ten years, over 10 000 persons have passed through the training programme. We have seen examples of wider effects but there is no systematic documentation of these and the examples are nowhere near the number of participants. There is no formalised follow-up of participants after the completion of the programme and the end goal of the ITP is perceived by the evaluators as being trained participants and implemented change projects.

We link these shortcomings to the lack of an explicit logic or theory of change that emphasises the end goal of poverty reduction through capacity development. We believe there are massive missed opportunities that could have been realised with extended follow-up, continued involvement of ITP participants in other development efforts, better linking of change projects to organisational and national priorities. The key message is that there is a need to keep your eye on the right target, otherwise you risk aiming too low.

The increased focus on creating a critical mass within an organisation or thematic area in a country has been successful in increasing the chances that change projects are implemented, and in contributing to other change processes.

The Swedish embassies in targeted countries can play a more prominent role in identifying ITP topics, participant organisations and individual participants. The embassies have a potential role in increasing the effectiveness of the ITP by linking the pool of former participants to other development efforts.

Networking has not been sustainable in most cases. We believe this is because the networks formed during ITP rounds or programmes often lack purpose and are not sustained by external support or linked to other platforms.

Being removed from their everyday context has contributed to the participants' learning and understanding both for the thematic issues, for methods used and, above all, as an eye-opener for how things can be done differently.

7 Recommendations

7.1 RECOMMENDATIONS TO SIDA AND THE MINISTRY OF FOREIGN AFFAIRS:

7.1.1 Recommendation 1: Review the goal of the ITP as an instrument for poverty reduction

There is no explicit Theory of Change for the ITP instrument, and we strongly believe this is a key to several of the main shortcomings we have identified. Our main conclusion is that the ITP has aimed for capacity building of individuals, rather than reduced poverty via strengthened organisational capacity. This has had effects at the type of change projects accepted, how individuals are invited and accepted, how individuals and change projects are followed-up and who at the participants' organisation the organiser is in contact with.

In order to further shift the focus from individuals to organisations and poverty reduction, we recommend that an explicit Theory of Change for ITP is developed. This should clearly illustrate how the ITP is expected to contribute to Sida's overall and capacity development strategies, as well as other Sida interventions. Assumptions, risks and indicators should be included. The key question to ask is "What do we want to achieve?" and "What can we do differently to increase the chances of contributing to this goal?". The discussion should take as its point of departure the Strategy for Capacity Development and involve participants from Sida and the Ministry of Foreign Affairs.

The process should include a discussion of where the results chain of the ITP instrument ends. The present view of the ITP as consisting of the phases of a typical ITP round should be questioned and the possibility of new limits explored. The discussion should also include how the ITP shall be incorporated in and contribute to the 2030 goal?

7.1.2 Recommendation 2: The ITP should be better linked to other development interventions

Tens of thousands of persons, hosted by thousands of organisations, have passed through the ITP instrument.³¹ This resource base is to a large extent not systematically used to further Sida goals. The main reasons identified are that there is

³¹ Assessment based on the total of over 10 000 participants since 2008 (reported from Sida's ITP database), and the fact that the ITP started in the 1980's. Analysis of data from the Sida ITP database indicates over seven thousand different host entities. This however includes a number of duplicates due to spelling variations.

no functioning database of former participants/organisations, and that there is no function for linking them to other development interventions.

Sida and the Ministry of Foreign Affairs should jointly review ways of using the pool of former participants and their host organisations to identify what is needed for such use to be possible. In this process, it should be discussed how a shift from a support-focus to a cooperation-focus can be integrated in the ITP and in the use of former participants. Practical examples that should be considered are e.g. how participants can be used in e.g. twinning projects, as facilitators in ITPs or other programmes, or even as implementers of future ITPs. To facilitate this, Sida and the Ministry of Foreign Affairs should establish a joint central function to advise embassies and ITP organisers on selection and post training use of ITP participants. Such a function could support organisers in identifying participants with high systemic impact and help in developing inter-programme alumni links as well as synergies between alumni and broader interests of Swedish and multilateral development cooperation. Individual organisers are unlikely to be able to identify or support such links and synergies.

7.1.3 Recommendation 3: The ITP should become more demand-based

At present, the thematic and geographic focus on the ITP is decided by Sida after discussions within and between their different departments. This makes the ITP largely supply-driven, as thematic areas and countries are set before applications are invited. In order to make better use of the ITP instrument, and to better adapt it to other interventions, Sida and the Ministry of Foreign Affairs should jointly develop systems for incorporating demands for ITPs. These systems should allow for exchange of information between the Ministry of Foreign Affairs, Sida, and other relevant government agencies.³² It should also be open for requests for ITPs from e.g. the World Bank and other international organisations.

7.2 RECOMMENDATIONS TO SIDA

7.2.1 Recommendation 4: Sida should open up for funding to ITP networks

Sida should procure ITP contracts with a flexibility allowing for post programme networking intended to support the reduction of poverty ambitions. As a way to make the networks attractive, Sida should facilitate distribution of relevant information within thematic or country-based networks. This recommendation is applicable in all phases of the programme cycle.

7.2.2 Recommendation 5: Selection of participants and change projects

Sida should make a full shift to focus on organisations rather than individuals when identifying participants. They should request that embassies and relevant local authorities or organisations are involved in the identification of relevant organisations and selection of potential participants. The commitment of the participants'

³² These could include, for example, the Folke Bernadotte Academy, Swedfund and the Swedish Institute.

organisations should always be ensured before accepting an applicant, for example by signing a Letter of commitment.

There should be clear criteria for selection of participants, indicating what is prioritised – continuing the process of creating a critical mass, identifying future young leaders or targeting persons already in decision-making positions. Linking of change projects to planned or ongoing activities of the participants' organisation should be a demand for acceptance. Change projects should be contextualised and have an approved budget.

For the above to be effective a clarification discussion regarding the specific goals of each ITP should be part of the pre-procurement process. Relevant technical departments within Sida, concerned embassies and host country government/aid sector coordination functions should be part of this process. The process of getting host organisation commitment should be part of the participant selection phase and should in many cases be more formalised than today.

7.2.3 Recommendation 6: Clustering and critical mass

The process towards creating critical mass should be continued and clusters of participants from the same organisation or thematic area in a country or region should be encouraged. This should also be reflected in the selection of change projects, which should encourage peer collaboration in same or complementary projects.

Sida should consider favouring national thematic and/or geographic (why not cross-border) multi-stakeholder projects as a method to enhance interdepartmental/intersectoral interaction between participants and their host organisations. This would require significantly more pre-programme analysis and negotiation which would need to be resourced.

7.2.4 Recommendation 7: Anti-corruption and cross-cutting issues

Sida should, in the pre-procurement phase, clearly define which cross-cutting issues are relevant for which programmes, how they are to be treated and how much time should be spent on them. Gender should be included in all ITPs but other cross-cutting issues could depend on the topic of the ITP.

Sida should clearly define to what extent anti-corruption should be discussed and how. The present tendency to avoid the issue should be discussed with organisers and Sida should clarify their view on how to approach this issue.

Sida should be prepared to support (public) organisers who lack competence or experience in anti-corruption or cross-cutting issues, and follow-up how the organisers include the issues in the ITPs.

7.2.5 Recommendation 8: Use of local/regional resources

Long-distance mentoring is difficult to contextualise and costly to maintain. Organisers should be encouraged to explore ways of recruiting programme alumni or other qualified local resources to support participants and their supervisors in order to enhance organisational impact.

7.2.6 Recommendation 9: Monitoring and follow-up

Data to monitor progress of participant and organisational capacity development and change projects after the end of an ITP round should be routinely collected. A set of indicators that can be used across ITPs should be identified and data should be analysed to assess effectiveness of the ITP instrument.

Organisers should, during the programme implementation period, be tasked to identify local resources for cost-effective identification of longer term effects.

7.2.7 Recommendation 10: Database of former participants

The database of former participants and their host organisations should be updated and upgraded. The database should contain (regularly updated) contact information, information about the participants' change projects, their employer, potential as change agents, comments by organisers/mentors etc., with appropriate consideration of integrity issues. It shall be designed so that it is accessible to embassies and other agencies to identify individuals and organisations that can contribute to other interventions, be entry-points to organisations, used as future facilitators etc. It can also provide basis for networks based on more narrowly defined thematic areas.

Annex 1: Terms of Reference

1. Introduction

Capacity Development (CD) is a central approach in Swedish development cooperation. CD can be described as “the process by which individuals, groups and organisations, institutions and countries develop, enhance and organise their systems, resources and knowledge; all reflected in their abilities, individually and collectively, to perform functions, solve problems and achieve objectives”.³³

International Training Programmes (ITP) is one of several approaches used by the Swedish International Development Cooperation Agency (Sida) for CD in development cooperation. The programmes are designed for middle-level managers from various organisations such as public institutions, government agencies, civil society and private companies. Since the programmes were introduced in the 1980’s, a gradual methods development process, based on learning from participants’ and organisers experiences and Sida-commissioned evaluations has taken place. Today, the ITP programmes refer to advanced capacity development programmes aiming at institutional development with duration of 1 – 1.5 years that encompass several steps of training, knowledge development and mentoring participants’ own change projects.

2. Background

2.1 Strategy and guiding principles

Sida is a government agency with responsibility to implement Swedish development cooperation. All Swedish development cooperation has an overall aim of improving the living conditions of people living in poverty. Before 2016, *the perspective of the poor and the rights perspective* were central. After a new steering document from the Swedish Government³⁴ three more perspectives are added: *environment and climate change; gender equality; and conflict*.

The work is carried out under the guidance of government strategies that set forth overall aims, whereas Sida specifies the methods employed to achieve these aims. According to the “*Results strategy for capacity development and exchanges 2014-2017*”³⁵, Sida should implement different kinds of international capacity development programmes, directed at raising knowledge and capacity of staff from

³³ OECD DAC Glossary Statistic Terms

³⁴ Regeringens skrivelse 2016/17:60 Policyramverk för svenskt utvecklingssamarbete

³⁵ <http://www.regeringen.se/rapporter/2013/12/uf201378299udusty/>

various types of institutions and organisations in low- and middle income countries. The work under the strategy is expected to contribute to the following results:

- Increased skills at the individual level and strengthened capacity of organisations to drive change for effective poverty reduction, strengthened rights perspective, and sustainable development.
- Increased contacts and established relationships between individuals, organisations and institutions in other countries and Sweden.

The international capacity development programmes should, according to the strategy, be carried out within prioritized thematic areas where Swedish thematic knowledge is strong and where there is a demand for learning from Swedish experiences. Furthermore, the strengthening of institutions and organisations to combat corruption is considered specifically important.

2.2 International Training Programmes - ITP

Sida has financed international capacity development programmes since the 1980s. The goal for ITP is to achieve good competence and high capacity in organisations in developing countries to drive change processes for more effective poverty reduction. Sida seeks to meet this goal by requiring programme organizers to ensure that organisations participating in ITPs are represented by individuals who have an adequate level of knowledge in their areas of expertise, so that they can apply knowledge to drive change processes, and also disseminate the knowledge to others.

International Training Programmes (ITPs) are built on the following principles:

- Offer key persons from developing countries the possibility to learn from Swedish experiences, models and expertise within a specific area which is prioritised within
- Swedish development assistance, and where the Swedish competence is in sought after,
- Offer key persons from developing countries the possibility to acquire relevant experience from other developing countries,
- Build into the programme the vision that CD has clear change and development goals,
- Contribute to forming a working network and partnership for CD and exchange of experience between persons from developing countries themselves and with Sweden.

As of today, an ITP programme has the following common features:

- Open for applications from low income countries and in some cases also to middle income countries (LDC and MIC).
- Participants are professionals of government, civil society or the private sector. They are expected to have a position that enables them to initiate and/or manage a reform process relevant to the overall development objective of the ITP. A nomination from the participant' home institution is required to assure the participants' commitment and mandate.

- The participants are back to their workplace and are expected to work with their “Change projects”. Mentors may visit the participants’ organisations
- An ITP programme lasts on average 5 years and a typical programme contains 1-4 so called programme rounds per year. A programme round refers to a training process directed at a group of 25-30 participants.
- A typical programme round has five phases and lasts 12-18 months. Participants are expected to carry out a *change project* throughout the full duration of the programme round, mentored by the programme organiser. The programme rounds include a preparation phase, a training period in Sweden of 2-4 weeks, and in general ends with a regional seminar where all participants meet again to share results and experiences (see Figure 1).

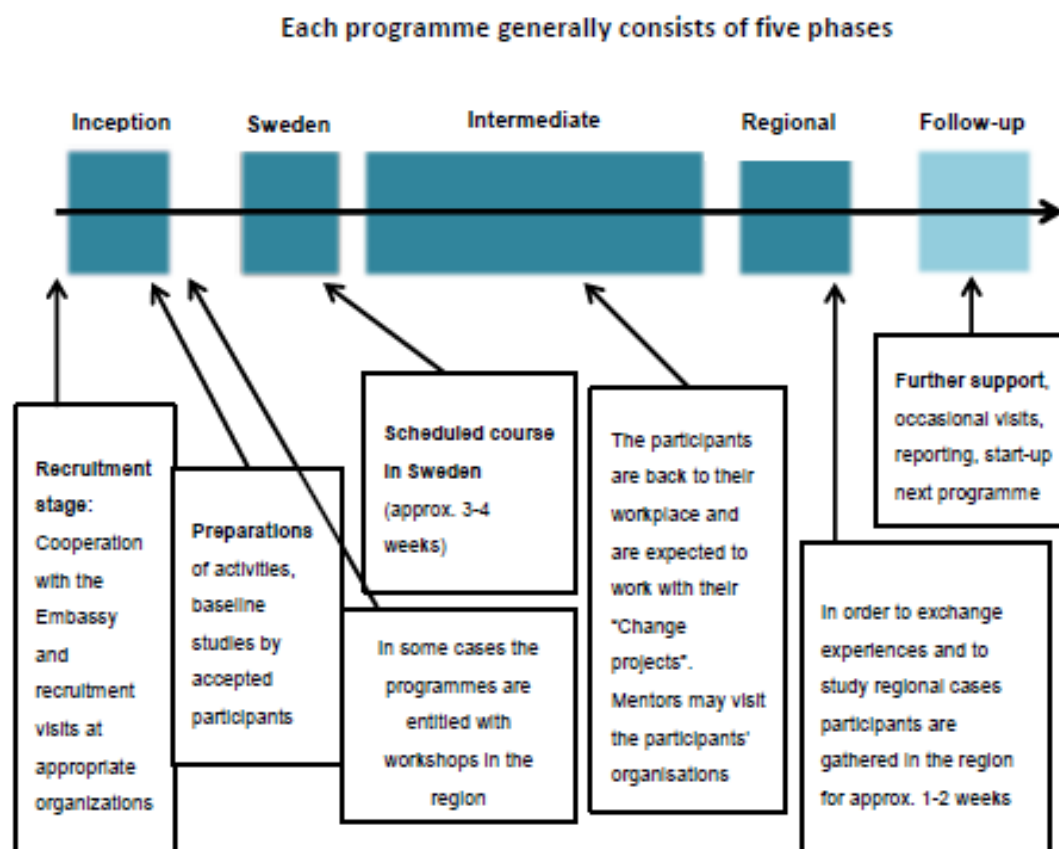


Figure 1: General set up of an ITP programme. Each programme can differ to some extent from the main model, depending on context.

Sida commissions between 15 and 20 different ITP programmes in parallel. The total budget for 2016 was 115 Million SEK. The number of ITPs has decreased during the last decade. In 2017, the total amount of programmes is expected to increase provided that the budget is allocated as planned. Sida’s ITPs have regularly been evaluated in (see evaluations conducted recently in the appendices).

2.3 Recent methods development of the ITP instrument

In 2012 Sida introduced a new contribution management rule and reformed its contribution management process. As part of this general development the ITP-unit also made an effort to synthesize and apply learning from recent experiences and evaluations in the development of new ITP programmes. The integration of such

learning has taken place in a gradual process. Programmes with various design development features are on-going in parallel.

This is a summary of the main assumptions of recent methods development:

Increased focus on establishing a “critical mass” of change agents.

The individual as a change agent has always been a central assumption of ITP. As mentioned above the goal of ITP to induce institutional change assumes the success of the individual participant to spread knowledge and effect change. The difficulty for a single individual to effect sustainable change is often discussed in evaluations of ITP-programmes. Therefore methods development in recent years has focused on creating conditions for a “critical mass” of change agents. ITP’s now seek to recruit several participants from the same institutions as well as the same countries over a number of years (3-5); they are expected to contribute to a reform-enabling environment where each change project is seen as part of an ongoing change process. This has also led Sida to restrict the number of countries participating in each programme. While historically a large number of countries were invited to nominate candidates, and countries could change between programme round, it is now common to invite no more than five countries per programme (3-5 years), and in some cases even to focus programme rounds on specific regions (such as Asia or Africa).

From separate programme rounds to systematic follow-up

Historically, programme rounds were administered as separate entities with mainly activity-based reporting. Since around 2010, Sida requests the organiser to present yearly reporting discussing accumulated results. The programme theory builds on the assumption that the individual programme rounds build on each other whilst each change project in the participating organisation is a part of the change process building organisational and institutional capacity in the countries.

Systematic and targeted vs application-based recruitment

The formal selection criteria for being admitted to an ITP-programme is that the candidate has presented a qualified application including a change project mandated by the participants home organisation. The strategies for attracting qualified candidates vary over time and with programme organisers. Lately, the increased ambitions to measure results at the institutional level, has lead Sida’s to require programme organiser to present a recruitment strategy or recruitment criteria stating how the organiser intends to approach strategic organisations with reform potential. Sida has also introduced pre-studies and “recruitment trips” for the organisers. It is assumed that this will improve context analysis, align ITP programmes with the country and participating organisation’s needs, thus increasing the potential for institutional change.

Focus on LDCs (Sida’s main cooperation countries)

Traditionally ITP have been open to a mixture of LDC and MIC. The strategy for capacity development and exchanges still gives this possibility. However in recent years, there has been a shift towards a focus mainly on the LDC. LDCs are seen as in most need of CD, and such a focus is seen as an alignment with the poverty perspective. Sida has generally phased out support to MICs. In newly started ITP’s, MIC and non-strategy countries are only in exceptional cases invited. It has also been taken into consideration that only the main cooperation countries have Embassies

with Sida staff. ITP programmes have so far been dependent on Embassies to collect and forward applications to organisers. The presence of a Swedish Embassy with Sida staff is also believed to facilitate administration of the programme, and to increase the possibilities of synergies with Sida's other work.

ITP organisers form broader teams

ITP organisers are encouraged by Sida to work with others to form the team that best responds to the problem formulation at hand. This includes other Swedish, international or local organisation with complementary competences. The implementation of this recommendation varies, however, depending on, for example, the mandate and contact network of the ITP organiser, and whether the ITP is conducted by a Swedish government agency or procured in competition.

As mentioned above, this is a summary of the main assumptions of the recent methods development within ITP. Sida expect the consultant to re-visit these and other relevant assumptions raised in previous evaluations and/or emerging in this evaluation process.

The "Sweden phase" is an eye-opener

Taking participants outside their context during a rather long (3-4) physical meeting in Sweden is believed to improve the potential of networking and provide new inspiration through the experience of examples relevant to the theme of the programme. So far, no programme has replaced this phase totally with activities in other countries or on-line solutions, due to the assumed unique function.

3. Evaluation Purpose and Use

In order to continue to adapt and fine tune the ITP instrument to the needs of its development cooperation partners, Sida is now looking to engage a team of consultants to draw aggregated conclusions from previous evaluations, evaluate recent years methods development and inform the future work of ITP as a capacity building instrument, and provide recommendations for adaptations for future use (if needed).

The evaluation should assess and critically analyse the assumptions, design and methods development of Sida's approach to international capacity development programmes in the form of ITPs. Especially it should scrutinize how learning from previous evaluations have been interpreted by Sida and reflected in recent methods development.

The evaluation should provide recommendations on how Sida further can develop the current ITP model in line with up-to date research on capacity building, as well provide suggestions on whether and how to design other global initiatives to complement and/or replace the current model, and, if relevant, suggest alternative approaches needed in the strategy to develop these initiatives.

The primary intended use is to inform the process of developing and operationalizing the new strategy for Capacity Development 2018-2021. The primary intended user is Sida/CAPDEV. CAPDEV will use the evaluation for learning and improvement of Sida's approaches. The evaluation process is also expected to contribute to a strengthened evaluation capacity at CAPDEV (and possible other stakeholders) by

improving evaluation knowledge and skills and support an environment that stimulates the demand for and use of evaluation findings.

Other stakeholders are programme participants, organisers, other units at Sida/Embassies and MFA.

4. Evaluation Areas

The *evaluation areas* below should guide the evaluation. For each area, Sida has identified examples of issues that may be relevant to consider. These examples are not exhaustive, and the consultant should make an own assessment of whether these or other issues are most central. The inception phase will provide an opportunity for the evaluator to formulate and sharpen the evaluation questions, for Sida's approval before the main evaluation phase starts. Sida expects the evaluators not only to answer the evaluation questions but also, take the analysis one step further "*if so – why, and if not, why not?*" The evaluation team is thus expected to interpret *and describe the ITP approach to capacity development based on thorough analysis and also explore key enabling or inhibiting factor and mechanisms for goal fulfilment.*

Evaluation area 1: *Assessment of the goal fulfilment.* A summary of ambitions, goals and goal fulfilment – for example, have the ITPs led to a strengthened capacity of individuals, within organisations and institutions to drive desired change processes? To what extent did the programmes led to a change in behaviour of those involved in or affected by the change projects? Do the change projects function the way it was envisioned? Have the selection of organisations, positions and people included in the ITPs been strategic given to the goals? When change has taken place– what mechanisms have been in place? To what extent have the programmes been relevant in relation to establishing and sustaining new and/or enhanced partnerships and functional networks between organisations and institutions? For example, have networks linked up to established national/regional/global functional networks? Have the programme contributed to establishment of networks and relations between Swedish actors and actors in partner countries? If so, in which forms?

Evaluation area 2: An assessment of the assumptions of ITP and method development during recent years. Critically scrutinize the principles and features mentioned above, is the method development on the right track considering up-to-date empirical evidence (from existing research on CD, evaluations and other studies) on CD in development cooperation? What are the suggestions on improvement regarding ITPs Theory of Change, programme design and implementation? Suggestions on how monitoring and evaluation can be integrated more effective through the programme for capturing results?

Evaluation area 3: A reflection on how well the ITP model in its current form takes into account strategies for anticorruption and the perspectives in Sida's instruction, as well as considerations going forward. In Sida's instruction, the perspective of the poor and the rights perspective; environment and climate change; gender equality; and conflict are all included. The former instruction (before 2016) included only the perspective of the poor and the rights perspective, however, input on how to strengthen all five perspectives are relevant for future programme development.

For example: How well have the programmes managed to include the perspectives?
 How well have the programmes managed to address and integrate anti-corruption?
 Suggestions on improvements?

Evaluation area 4: The USP (Unique Selling Point) of ITP as a 'brand', including strengths and weaknesses. What is the USP of ITP from a participant's perspective; why do they want to participate in the ITP? What is the USP from the organisers' perspective?

For example in relation to the 'Swedish comparative advantages' as stated in the strategy; possible additional value for the participants/participating organisations regarding the design of the programme ('Swedish phase', mentorship, addressing both technical issues as well as organisational development, mix of participants etc.) compared to other donor's methods for CD? The relation and coordination with other Sida strategies/initiatives? Advantages/disadvantages with the ITP approach regarding challenging versus less controversial questions?

5. Delimitations

The evaluation will focus on ITPs as outlined in the Results strategy for Capacity development & exchanges 2014-2017; however older programmes should be included to be able to address questions of method development over time and goal fulfilments of ITPs. A desk study of former ITPs⁴ and programme evaluations⁵ (and possible surveys/skype interviews in other countries than the ones selected and with other ITPs organisers) is also to be conducted within the scope of this assignment.

5 7 programme evaluations; 1 evaluation on Capacity Development; 1 previous evaluation of the ITP-instrument (2011)

Since 2008, around 5000 individuals from 107 different countries have participated in an ITP. As mentioned in the background description, countries included in ITPs have been limited during recent years. The country of particular interest for the field trips/in-depth case study in this evaluation is Tanzania, this is due to the high level of participants (2008 onwards, around 800 divided on approx. 60 unique ITP-titles) both from a historical and a current perspective (see Appendix 3 for information regarding programme titles and programme organisers, a final selection of programmes of particular interest is to be decided on in dialogue with Sida). Approximately 10-14 working days are to be designated to the field visit.

6. Approach and Method

The relevant literature and methodology to be used should be proposed by the consultant in the tender. The use of outcome mapping/outcome harvesting should be considered. The methodology, evaluation design and evaluation questions should be further elaborated and explained in the inception report, as well as how the *evaluations process* itself is to include a learning opportunity for key stakeholders.

The evaluator is expected to carry out the assignment in a cost efficient manner. The evaluators will carry out the work independently but will keep CAPDEV's contact persons informed of the progress throughout. If and when more significant problems or issues arise, e.g. low survey response rates, the evaluators will inform the contact

person at Sida and discuss solutions. The evaluation team will regularly update the contact person on the progress of the evaluation and any issues that may arise.

The evaluator is expected to use a combination of methods and information to be able to respond to the evaluation questions, such as:

- A review of relevant documentation from the programmes (external programme evaluations, tenders, invitations, reports, country strategies etc.)
- Relevant literature on CD
- A review of relevant documents, policies and strategies within Sida.
- Interviews with responsible officers at Sida, the Swedish embassy and other relevant actors.
- Interviews with the programme organiser's managers and administrators. Interviews with participants, participating organisations and managers.
- Other forms, such as workshops, job shadowing former participants
- If relevant, Skype interviews and/or surveys with a sample of participants and their superiors from participating organisations and possible other actors, from other countries than the ones visited.

During the inception phase, Sida will assist and work as a dialogue partner regarding the final selection of programmes, documents, respondents etc.

A field visit is envisaged to one county (Tanzania) to allow in-depth study of relevant evaluation questions and in-depth interviews, workshops and/or other activities with participants and participating organisations and other relevant stakeholders such as the Swedish Embassy.

7. Stakeholder Involvement

The main stakeholder in this evaluation is Sida. Other stakeholders are ITP participants/ participating organisations; ITP organisers and Swedish Embassies in partner countries.

Sida expect the evaluators to elaborate on how and at what level different stakeholder groups are to participate in, learn from and contribute to the evaluation process. A draft plan for stakeholder participation and learning is to be presented in the tender to ensure a *participatory method*. The plan is to be further elaborated and reported on in the Inception report.

8. Evaluation Quality

All Sida evaluations should conform to OECD/DAC's Quality Standards for Development Evaluation. The evaluators should adhere to the terminology OECD/DAC Glossary of Key Terms in Evaluation and Result-Based Management as far as possible. The evaluators should specify how quality assurance is to be handled by them during the evaluation process.

9. Time Schedule, Reporting and Communication

The assignment shall be conducted during the period May 2017-October 2017. The consultant team are to be available for the assignment (including a final presentation/seminar/workshop at Sida) during the designated timeframe. Dialogue and reporting will be to the contact person at Sida (to be specified to the consultant when the procurement process is finalised). The evaluation period includes time for desk review, preparation of draft and final inception reports, the collection and processing of information, and preparation of draft and final report.

Sida welcome the consultants to elaborate on different aspects regarding how learning activities/stakeholder involvement is to be included in the reporting process. A workshop or a similar activity should be included, where users and the evaluation team look at findings and formulate recommendations together which are then included in the final report.

The assignment is to be seen as completed after submission and approval of the final report and after a (possible) presentation event at Sida. Sida has the possibility to invite other stakeholders to this presentation, if Sida finds it suitable.

Mile stones:

- Upstart meeting at Sida: May 2017
- Inception report: To be delivered within 3 weeks after the upstart meeting (maximum 15 pages excluding appendices).
- Progress report: to be delivered to Sida after the field trip have been conducted (maximum 10 pages excluding appendices)
- Draft final report: to be delivered no later than 2017-09-08
- Final report (maximum 40 pages ex. appendices): to be submitted within 10 days after comments from the contact person.

After the inception phase, the Inception report will delineate in more detail the approach and methods to be used when carrying out the evaluation, including more sharpened evaluation questions. The detailed time and work plan shall include essential delivery dates for the reports, field visits, and dissemination activities such as seminars, presentations and workshops. The consultant shall be available for a meeting at Sida in connection with the submission of the inception report. The report shall be submitted to Sida within 3 weeks after the upstart meeting. The consultant shall summarize the work process and preliminary results in a Progress Report after the field visit has been conducted and compiled. In the reporting process, a workshop or a similar activity should be included, where users and the evaluation team look at findings and formulate recommendations together which are then included in the final report:

The consultants shall present the conclusions and recommendations in a final report written in English. The final report should have a clear structure and be presented according to the report format presented in Annex B in the Sida Evaluation Manual (p 100ff). The evaluator shall, upon approval of the final report, insert the report into the Sida template for decentralised evaluations and submit it to Citrus (in pdf format) for

publication and release in the Sida publication data base. The order is placed by sending the approved report to sida@sitrus.com, always with a copy to the Sida Program Officer as well as Sida's evaluation unit (evaluation@sida.se). Write "Sida decentralised evaluations" in the email subject field and include the name of the consulting company as well as the full evaluation title in the email. For invoicing purposes, the consultant needs to include the invoice reference "ZZ600201S," type of allocation "sakanslag" and type of order "digital publicering/publikationsdatabas".

Data sheet on the evaluation object Information on the evaluation object (i.e. intervention, strategy, policy etc.)	
Title of the evaluation object	Utvärdering ITP-instrumentet
ID no. in PLANIt	10598
Archive case no.	16/000508
Activity period (if applicable)	April – September 2017
Agreed budget (if applicable)	800 000
Main sector	Other
Name and type of implementing organisation	Public sector institutions; NGO or civil society, and other.
Aid type	Project type
Swedish strategy	Resultatstrategi för kapacitetsutveckling och utbyten 2014-2017

Annex 2: Documents reviewed

Andrew, Matt 2013. *The Limits of Institutional Reform in Development: Changing Rules for Realistic Solutions*. Cambridge: Cambridge University Press.

Booth, David 2011. "Aid, Institutions and Governance: What Have We Learned?", *Development Policy Review*, Special Issue, pp s1-s21.

Booth, David 2012. *Development as a collective action problem: Addressing the real challenges of African governance*, Synthesis Report of the African Politics and Power Programme. London: Overseas Development Institute.

Bryld et.al., 2016, *Evaluation of ITP 296 (Fred och Säkerhet i Afrika (Peace and Security in Africa PASA))*

Buhl-Nielsen et.al., 2015, *Evaluation of Swedish International Training Programme (ITP) 288; "The Role of Labour Market Policies in Poverty Alleviation" 2009-2015*. Sida Decentralised Evaluation 2015:45

Buhl-Nielsen et.al., 2015, *Evaluation of Swedish International Training Programmes (ITP); Risk Management in Banking (2003-2014)*. Sida Decentralised Evaluation 2015:47

Buhl-Nielsen et.al., 2015, *Evaluation of Swedish International Training Programme (ITP); Climate Change – Mitigation and Adaptation (2007-2011)*. Sida Decentralised Evaluation 2015:35

Carneiro, Goncalo et al. 2015. *Support to Capacity Development – Identifying Good Practice in Swedish Development Cooperation*, Evaluation Report 2015:2. Stockholm: Sida.

Dahl-Östergaard et al. 2008. *Experiences and Lessons Learnt from Sida's Work with Human Rights and Democratic Governance*, Evaluation Report 2008:29. Stockholm: Sida.

Levy, Brian and Michael Walton 2013. "Institutions, Incentives and Service Provision: Bringing Politics Back In", Working Paper No 18. *Effective States and Inclusive Development Research Programme*. University of Manchester.

Levy, Brian 2014. *Working with the Grain: Integrating Governance and Growth in Development Strategies*. New York: Oxford University Press.

Ljungman et.al., 2016, *Evaluation of Sida's International Training Programme in Child Rights, Classroom and School Management*. Sida Decentralised Evaluation 2016:5.

Ljungman et.al., 2015, *Evaluation of Sida's International Training Programmes in Intellectual Property*. Sida Decentralised Evaluation 2015:6.

Månsson et.al., 2015, Evaluation of the International Training Programme “Education for Sustainable Development in Higher Education (ITP 257 ESD HE)”. Sida Decentralised Evaluation 2015:11

Oxford Research Sweden 2015, Evaluation of the International Centre for Local Development. Stockholm: Oxford Research Sweden.

SADEV 2010- Svenska myndigheter som genomförare av Sidafinansierade insatser - en utvärdering av organisering, styrning och stöd, rapport 2010:3. Karlstad: SADEV.

Sida, 2017, P6 Annex to Strategy Report 2016 for Kapacitetsutveckling och utbyten 2014-2017.

Sida, 2017, Sidas Årsredovisning 2016.

Sida, 2016, Synthesis - Evaluations of Sida’s International Training Programs (ITP). Sida Evaluation.

Sida, 2004, Guidelines for ITP administration.

Utrikesdepartementet, 2013, Resultatstrategi för kapacitetsutveckling och utbyten 2014-2017.

Various Sida internal documents and emails.

Various documents (agreements and contracts, applications, reports, meeting protocols etc.) relating to the following ITPs:

ITP 255 Urban land administration

ITP 268 LGBT and Human rights

ITP 277 Wind power

ITP 285 Strategic Environmental Assessment

ITP 286 Integrated sustainable coastal development

ITP 289 ICT and Pedagogical Development

ITP 291 Private Sector Growth/Strategic Business Management

ITP 292 Efficient energy use and planning

ITP 300 Sexual and reproductive health and rights

ITP 301 Sustainable Urban Water and Sanitation- Integrated Processes

ITP 304 Quality infrastructure development in support of world trade

ITP 305 Quality Infrastructure for Food Safety

ITP 307 Gender statistics

ITP 309 Climate change - mitigation and adaptation

ITP 311 Applied land governance

Annex 3: Interviewees

Interviewers: EB – Elizabeth Bamwine, MBK - Marina Buch-Kristensen, JM - Japhet Makongo, BT - Björn Ternström, IT – Ingela Ternström

Name	Sex	Organisation	Interviewer
Interviewees at Sida			
Jenny Björk	F	Development Analyst, Africa Department	MBK
Alexander Atarodi	M	HUMASIEN	MBK
Emma Nilenfors	F	Afganistan Unit	MBK
Maria Van Berlekom	F	Lead Policy Specialist, Environment and Climate Change	IT
Karin Metell Cueva	F	CAPDEV, Head of Unit	BT
Jonas Wikström	M	Programme Manager, ITP	MBK
Ingrun Hattenbach Åslund	F	Programme manager, ITP	IT
Erica Villborg	F	Programme Manager, including ITP evaluation	BT
Interviewees at UD			
Stefan Isaksson	M	European union Department, Ministry for Foreign Affairs	IT
Ulf Källstig	M	Swedish Embassy Tanzania	BT
Victoria Mongi	F	ITP coordinator	BT
Interviewees at ITP organisers			
Bo Gillgren	M	LIFE Academy	MBK
Anna Francis Olsson	F	Niras AB	IT
Daniel Stendahl	M	Former employee at FCG and Sipu International AB	IT
Åsa Jarskog	F	Jarskog konsult	BT
Gabriel Pino	M	Swedish Patent and Registration Office	MBK

Anette Agardh	F	Social Medicine and Global Health, Lund University	MBK
Viktoria Lindberg Martinell	F	Swedish Board for Accreditation and Conformity Assessment	MBK
Interviewees in Tanzania (participants and/or supervisors)			
Thober Richard Tibikunda	M	Moshi District Council, Kilimanjaro	JM
Ally Khasim Kondo	M	TANESCO, Tanzania	JM
Prosper Uforosia Makundi	M	Ministry of Agriculture, Livestock and Food	JM
Ali Basha	M	Ministry of agriculture, natural resources, livestock and fisheries in Zanzibar	BT
Makame Omar Makame (joint interview with Iddi Hussein)	M	State University of Zanzibar	BT
"Iddi Hussein (joint interview with Omar Makame)	M	State University of Zanzibar	BT
Deus Bwathondi	M	Ministry of Livestock and Fisheries	JM
Anna Lawuo	F	Tanzania Forest Services Agency (TFC)	JM, EB
George Oreko	M	Tanzania Industrial Research and Development Organization	JM
Moses Ismail	M	College of ICT, Dar es Salaam University	EB
Amina Kiluwasha	F	College of ICT Dar es Salaam University	EB
Saganda	M	College of ICT Dar es Salaam University	EB
Eva Ashayo	F	College of ICT Dar es Salaam University	EB
Ellen Kalinga	F	College of ICT Dar es Salaam University	BT
Mussa M Kisaka	M	College of ICT Dar es Salaam University (Principal)	BT
Justin Kimaryo	M	Small Industry Development Organisation	BT
Gaston Kikuwi	M	Vibindo Society	JM
Ali Khamis	M	Quality Building Corporation, Zanzibar	
Wilson Lugano	M	Tanzania Industrial Research and Development Organization	JM

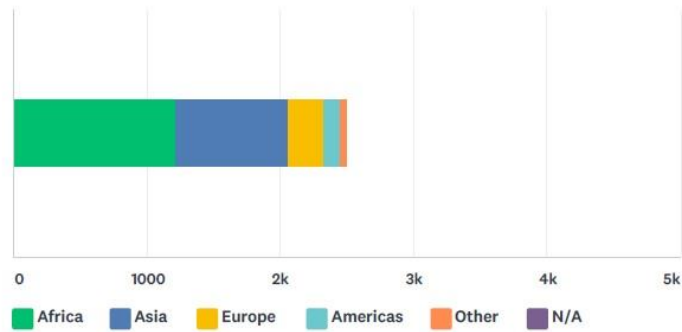
ANNEX 3 – INTERVIEWEES

Getrude Mushi	F	Aga Khan Hospital	EB
Jane Muzo (Joint with Sikjuwa)	F	Aga Khan Hospital	EB
Limited Sikjuwa (joint with Muzo)	F	Aga Khan Hospital	EB
Irene Mutayoba	F	Aga Khan Hospital Dar es Salaam	JM
Norah Tobias Mishili	F	TanTrade Authority	JM
Chrecencia Mwimbwa	F	Ministry of Industries and Trade	EB
Emmanuel Balandya	M	Muhimbili Hospital	EB
Vedastus B Manumbu	M	Prime Minister's Office	BT
Eugenia J Kafanabo	F	University of Dar es Salaam	JM

Annex 4: Survey questions and data

Q1 Where is your home country?

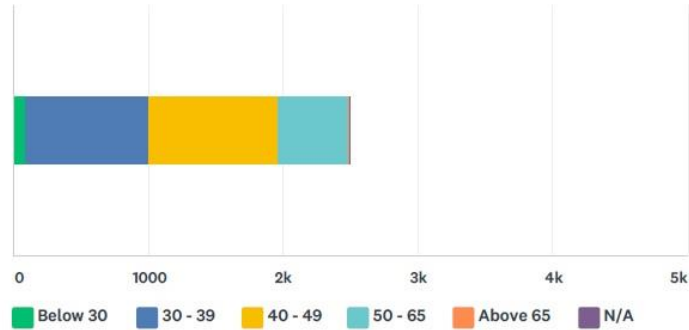
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ANSWER CHOICES	RESPONSES	
Africa	48.52%	1,214
Asia	33.77%	845
Europe	10.47%	262
Americas	5.32%	133
Other	1.76%	44
N/A	0.16%	4
TOTAL		2,502

Q2 What is your age?

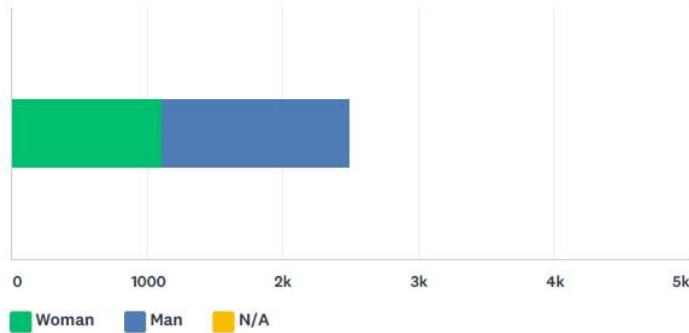
Answered: 2,496 Skipped: 19



ANSWER CHOICES	RESPONSES	
Below 30	3.25%	81
30 - 39	36.54%	912
40 - 49	38.66%	965
50 - 65	21.07%	526
Above 65	0.36%	9
N/A	0.12%	3
TOTAL		2,496

Q3 What is your sex?

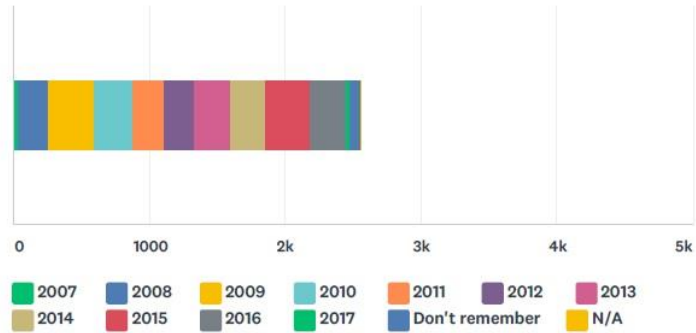
Answered: 2,493 Skipped: 22



ANSWER CHOICES	RESPONSES	
Woman	44.48%	1,109
Man	55.35%	1,380
N/A	0.16%	4
TOTAL		2,493

Q4 Which year did you start the programme?

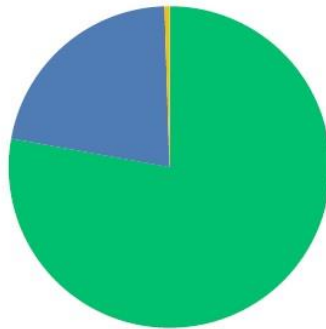
Answered: 2,499 Skipped: 16



ANSWER CHOICES	RESPONSES	
2007	1.20%	30
2008	8.96%	224
2009	13.37%	334
2010	11.28%	282
2011	9.52%	238
2012	8.64%	216
2013	10.88%	272
2014	10.08%	252
2015	13.13%	328
2016	11.04%	276
2017	0.64%	16
Don't remember	3.32%	83
N/A	0.36%	9
Total Respondents: 2,499		

Q5 Are you still working in the same organization/company/authority as when you joined the training programme?

Answered: 2,487 Skipped: 28

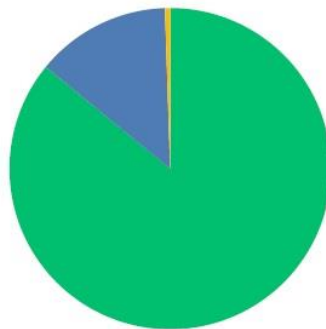


Yes No N/A

ANSWER CHOICES	RESPONSES	
Yes	77.84%	1,936
No	21.67%	539
N/A	0.48%	12
TOTAL		2,487

Q6 Are you still working in the same field as when you joined the training programme?

Answered: 2,486 Skipped: 29

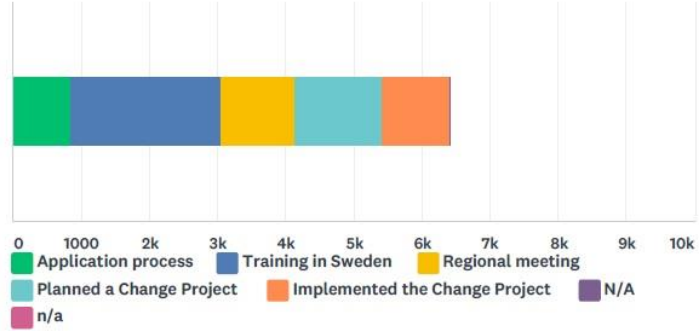


Yes No N/A

ANSWER CHOICES	RESPONSES	
Yes	85.92%	2,136
No	13.56%	337
N/A	0.52%	13
TOTAL		2,486

Q7 What parts of the International Training Programme did you participate in?

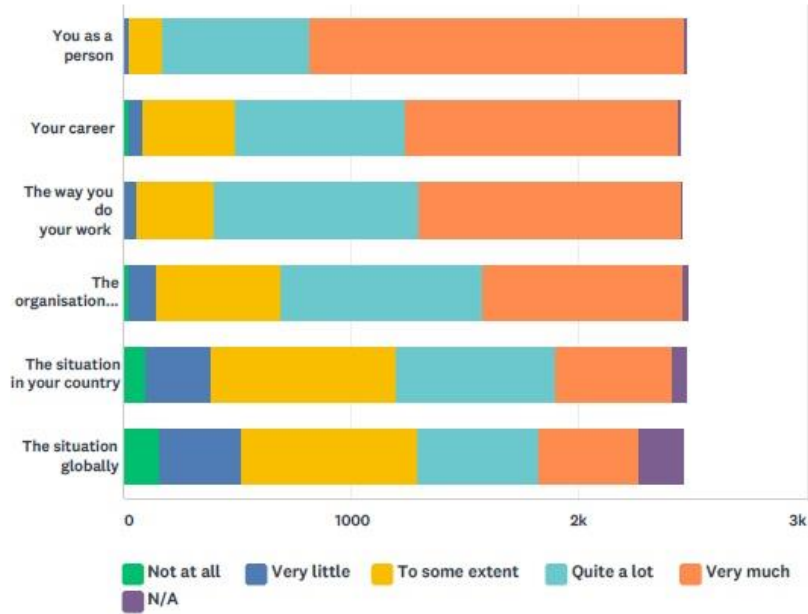
Answered: 2,499 Skipped: 16



ANSWER CHOICES	RESPONSES	
Application process	33.61%	840
Training in Sweden	88.48%	2,211
Regional meeting	43.50%	1,087
Planned a Change Project	50.46%	1,261
Implemented the Change Project	39.94%	998
N/A	1.24%	31
n/a	0.00%	0
Total Respondents: 2,499		

Q8 To what extent did your participation in the International Training Programme have a positive effect on:

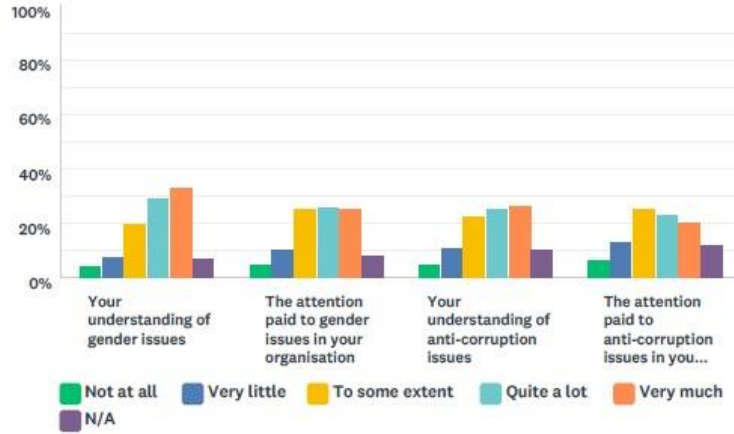
Answered: 2,494 Skipped: 21



	NOT AT ALL	VERY LITTLE	TO SOME EXTENT	QUITE A LOT	VERY MUCH	N/A	TOTAL	WEIGHTED AVERAGE
You as a person	0.20% 5	0.61% 15	6.06% 150	26.10% 646	66.51% 1,646	0.57% 14	2,475	4.59
Your career	0.78% 19	2.45% 60	16.58% 406	30.51% 747	49.02% 1,200	0.65% 16	2,448	4.25
The way you do your work	0.33% 8	1.91% 47	13.66% 336	36.87% 907	46.67% 1,148	0.57% 14	2,460	4.28
The organisation you work or worked for	0.77% 19	4.84% 120	22.05% 547	35.63% 884	35.87% 890	0.89% 22	2,481	4.02
The situation in your country	3.68% 91	11.76% 291	32.69% 809	28.44% 704	20.81% 515	2.63% 65	2,475	3.52
The situation globally	6.21% 153	14.54% 358	31.60% 778	21.57% 531	17.95% 442	8.12% 200	2,462	3.33

Q9 To what extent did your participation in the International Training Programme have a positive effect on:

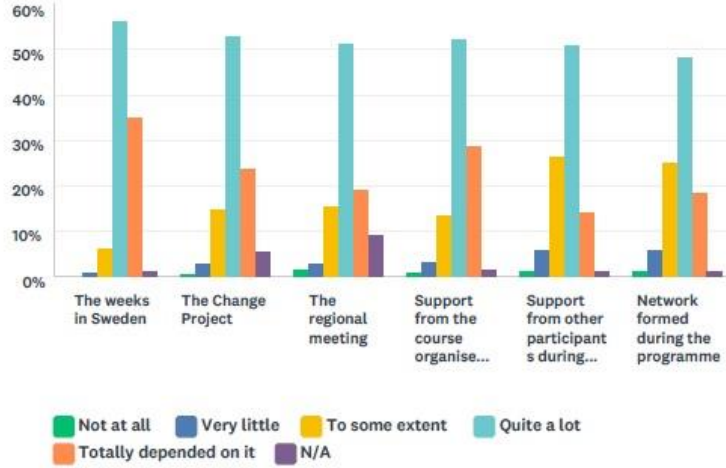
Answered: 2,485 Skipped: 30



	NOT AT ALL	VERY LITTLE	TO SOME EXTENT	QUITE A LOT	VERY MUCH	N/A	TOTAL	WEIGHTED AVERAGE
Your understanding of gender issues	3.83% 95	7.30% 181	19.69% 488	29.16% 723	33.12% 821	6.90% 171	2,479	3.86
The attention paid to gender issues in your organisation	4.87% 120	10.47% 258	25.12% 619	25.85% 637	25.57% 630	8.12% 200	2,464	3.62
Your understanding of anti-corruption issues	4.81% 118	10.93% 268	22.31% 547	25.04% 614	26.35% 646	10.56% 259	2,452	3.64
The attention paid to anti-corruption issues in your organisation	6.74% 165	12.99% 318	24.75% 606	23.08% 565	20.47% 501	11.97% 293	2,448	3.43

Q10 To what extent did the following contribute to the positive results of the International Training Programme?

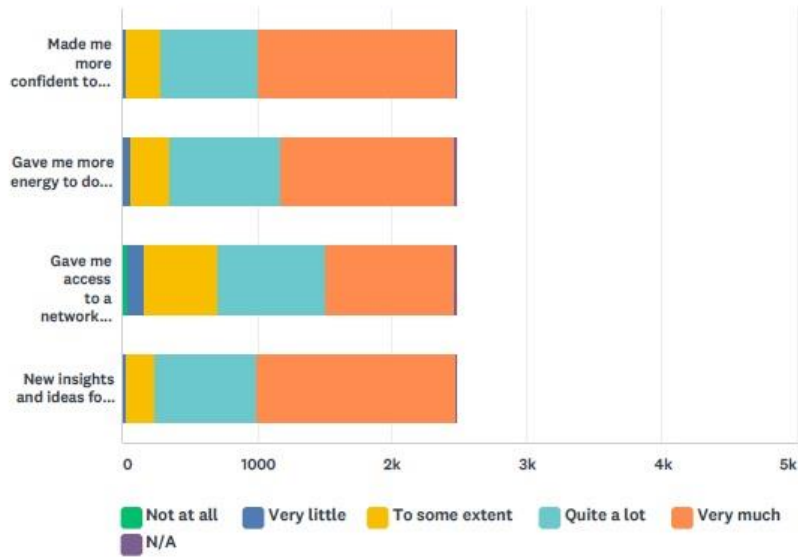
Answered: 2,492 Skipped: 23



	NOT AT ALL	VERY LITTLE	TO SOME EXTENT	QUITE A LOT	TOTALLY DEPENDENT ON IT	N/A	TOTAL	WEIGHTED AVERAGE
The weeks in Sweden	0.16% 4	0.89% 22	6.30% 156	56.34% 1,396	35.07% 869	1.29% 32	2,478	4.27
The Change Project	0.74% 18	2.55% 62	14.64% 356	52.98% 1,288	23.61% 574	5.47% 133	2,431	4.02
The regional meeting	1.37% 33	2.98% 72	15.57% 376	51.39% 1,241	19.25% 465	9.44% 228	2,415	3.93
Support from the course organiser (mentoring, follow-up)	0.93% 23	3.16% 78	13.51% 334	52.14% 1,289	28.68% 709	1.58% 39	2,472	4.06
Support from other participants during the programme	1.25% 31	5.70% 141	26.36% 652	51.11% 1,264	14.23% 352	1.33% 33	2,473	3.72
Network formed during the programme	1.05% 26	5.71% 141	25.07% 619	48.36% 1,194	18.55% 458	1.26% 31	2,469	3.79

Q11 What did you gain from the training programme?

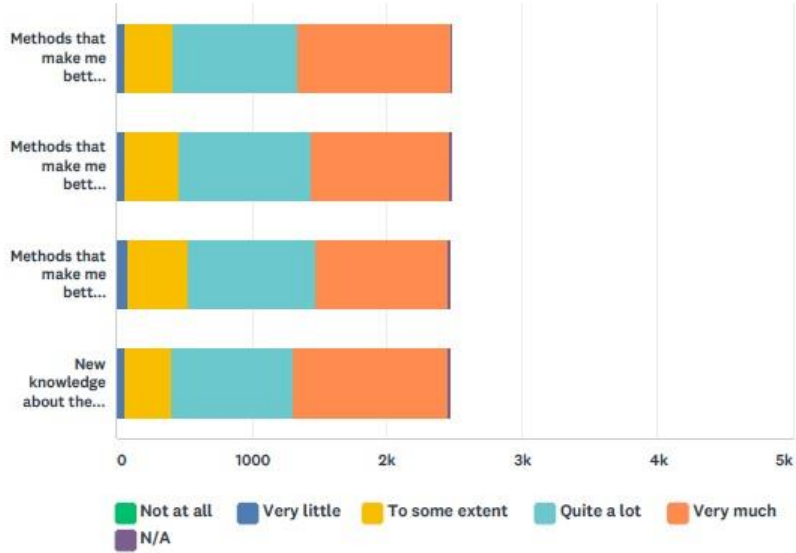
Answered: 2,491 Skipped: 24



	NOT AT ALL	VERY LITTLE	TO SOME EXTENT	QUITE A LOT	VERY MUCH	N/A	TOTAL	WEIGHTED AVERAGE
Made me more confident to do my work	0.12% 3	0.81% 20	10.27% 255	29.11% 723	59.10% 1,468	0.60% 15	2,484	4.47
Gave me more energy to do my work	0.32% 8	1.58% 39	12.04% 298	32.97% 816	52.53% 1,300	0.61% 15	2,475	4.37
Gave me access to a network that I can use in my work	1.05% 26	4.84% 120	22.64% 561	32.28% 800	38.30% 949	0.89% 22	2,478	4.03
New insights and ideas for how things can be done	0.16% 4	0.81% 20	8.39% 208	30.73% 762	59.44% 1,474	0.52% 13	2,480	4.49

Q12 What did you gain from the training programme in terms of working methods?

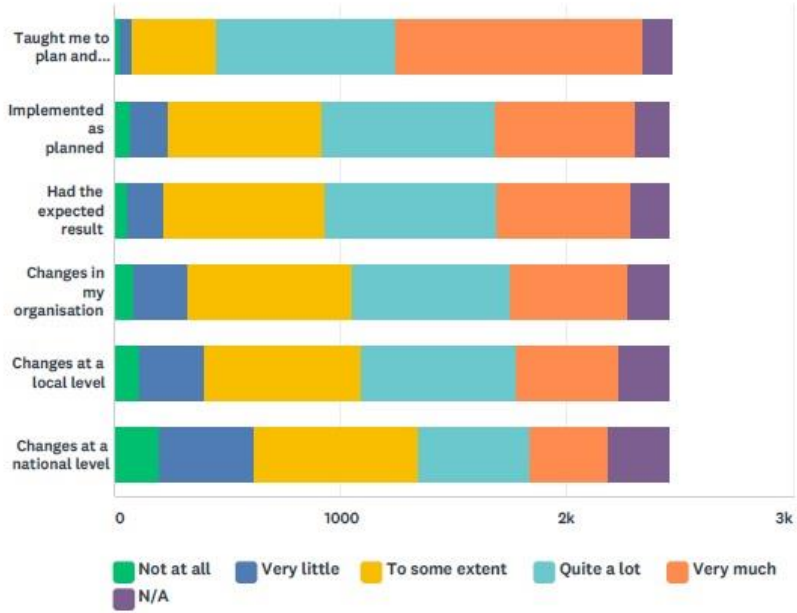
Answered: 2,486 Skipped: 29



	NOT AT ALL	VERY LITTLE	TO SOME EXTENT	QUITE A LOT	VERY MUCH	N/A	TOTAL	WEIGHTED AVERAGE
Methods that make me better at planning and implementing projects	0.20% 5	1.77% 44	14.42% 358	37.23% 924	45.81% 1,137	0.56% 14	2,482	4.27
Methods that make me better at pushing for my ideas	0.28% 7	1.65% 41	16.30% 404	39.73% 985	41.23% 1,022	0.81% 20	2,479	4.21
Methods that make me better at dealing with colleagues	0.32% 8	3.03% 75	17.95% 444	38.09% 942	39.59% 979	1.01% 25	2,473	4.15
New knowledge about the thematic area I work in	0.24% 6	1.74% 43	14.25% 352	36.68% 906	46.28% 1,143	0.81% 20	2,470	4.28

Q13 What were the results of the Change Project?

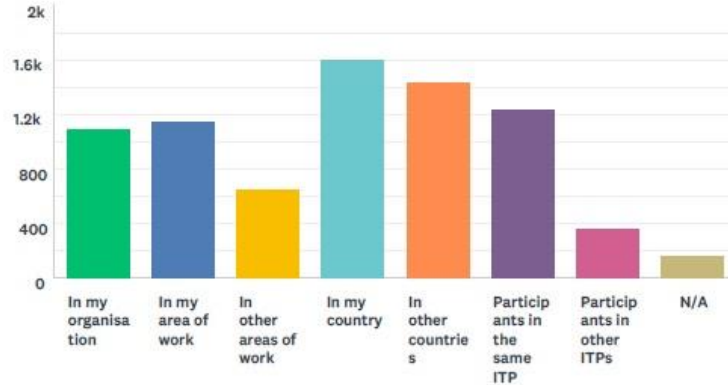
Answered: 2,480 Skipped: 35



	NOT AT ALL	VERY LITTLE	TO SOME EXTENT	QUITE A LOT	VERY MUCH	N/A	TOTAL	WEIGHTED AVERAGE
Taught me to plan and implement a project	0.65% 16	2.19% 54	15.19% 375	32.32% 798	44.35% 1,095	5.35% 132	2,469	4.24
Implemented as planned	2.69% 66	6.79% 167	27.79% 683	31.00% 762	25.47% 626	6.27% 154	2,458	3.74
Had the expected result	2.29% 56	6.41% 157	29.28% 717	30.79% 754	24.42% 598	6.82% 167	2,449	3.74
Changes in my organisation	3.30% 81	9.61% 236	29.69% 729	28.51% 700	21.14% 519	7.74% 190	2,455	3.59
Changes at a local level	4.40% 108	11.49% 282	28.32% 695	27.87% 684	18.83% 462	9.13% 224	2,454	3.50
Changes at a national level	7.78% 191	17.35% 426	29.69% 729	19.71% 484	14.38% 353	11.08% 272	2,455	3.17

Q14 Do you have regular contact with other participants in Sida's International Training Programmes? (Mark all you have contact with)

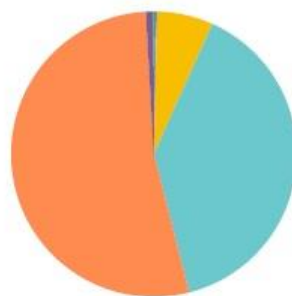
Answered: 2,481 Skipped: 34



ANSWER CHOICES	RESPONSES	
In my organisation	44.05%	1,093
In my area of work	46.51%	1,154
In other areas of work	26.28%	652
In my country	64.41%	1,598
In other countries	57.60%	1,429
Participants in the same ITP	49.66%	1,232
Participants in other ITPs	14.71%	365
N/A	6.53%	162
Total Respondents: 2,481		

Q15 How would you rate what you learned during the Sida International Training Programme compared to other trainings you have participated in?

Answered: 2,465 Skipped: 50

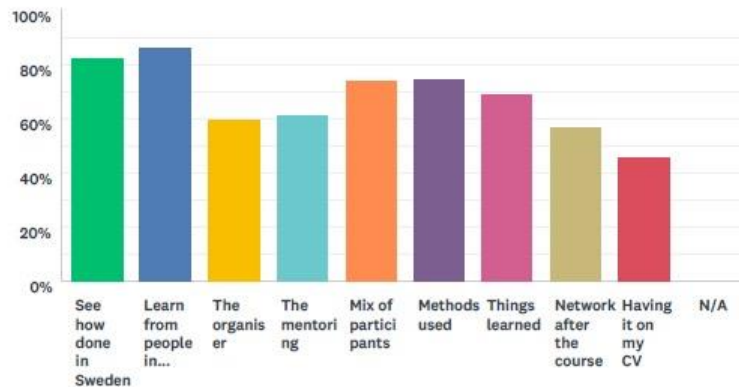


■ Much less useful
 ■ Less useful
 ■ About the same
 ■ More useful
 ■ N/A
 ■ Much more useful

	MUCH LESS USEFUL	LESS USEFUL	ABOUT THE SAME	MORE USEFUL	MUCH MORE USEFUL	N/A	TOTAL	WEIGHTED AVERAGE
(no label)	0.20%	0.16%	6.37%	39.31%	53.06%	0.89%	2,465	4.46
	5	4	157	969	1,308	22		

Q16 What makes Sida's International Training Programmes special?

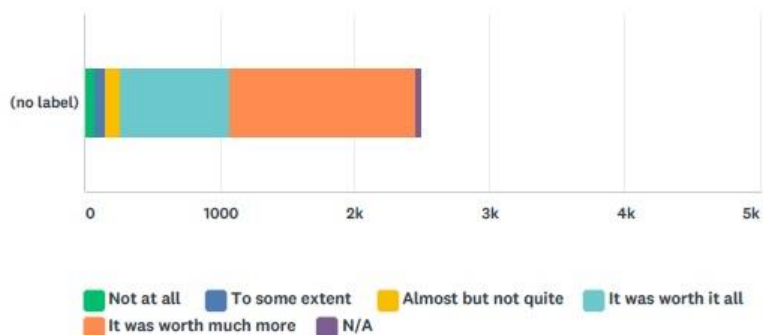
Answered: 2,491 Skipped: 24



ANSWER CHOICES	RESPONSES	
See how done in Sweden	82.54%	2,056
Learn from people in other countries	86.39%	2,152
The organiser	59.49%	1,482
The mentoring	61.54%	1,533
Mix of participants	74.19%	1,848
Methods used	74.31%	1,851
Things learned	69.13%	1,722
Network after the course	57.17%	1,424
Having it on my CV	46.13%	1,149
N/A	0.48%	12
Total Respondents: 2,491		

Q17 Looking back, was your participation in the Sida International Training Programme worth the time, money and effort you and your organisation spent on it?

Answered: 2,487 Skipped: 28



	NOT AT ALL	TO SOME EXTENT	ALMOST BUT NOT QUITE	IT WAS WORTH IT ALL	IT WAS WORTH MUCH MORE	N/A	TOTAL	WEIGHTED AVERAGE
(no label)	2.90%	2.65%	4.50%	32.57%	55.77%	1.61%	2,487	4.45
	72	66	112	810	1,387	40		

Evaluation of Sida's ITP approach for Capacity Development

This report presents the findings, conclusions and recommendations from an evaluation of Sida's International Training Programme (ITP) approach to capacity development. Sida commissioned the evaluation in order to inform the future work of the Sida Capacity Development Unit (CAPDEV) with ITP as a capacity building instrument and provide recommendations for adaptations for future use. The evaluation finds that the ITP has been an effective tool to support capacity development of individuals but less effective at capacity development of organisations. Recommendations focus on how Sida should strengthen the link to other development and capacity development programmes and approaches in order to increase the effect of the ITP instrument at the organisational and national level and over time.



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