



Federal Ministry  
for Economic Cooperation  
and Development

EVALUATION REPORTS 052

# InWent's International Leadership Training

Summary Version of the Evaluation



## Preface

Strengthening the capabilities of people in developing countries is a vital means of making progress towards the Millennium Development Goals and implementing the Paris Declaration. It is for this reason that capacity development is a central concern of German development cooperation.

After the merger of the Carl Duisberg Gesellschaft and the Deutsche Stiftung für Internationale Entwicklung in 2002 to form Internationale Weiterbildung und Entwicklung GmbH (InWEnt), the long-term training and continuing education programmes carried out in Germany by the two organisations were transformed into the International Leadership Training (ILT) programme. The ILT was launched in 2005, and by 2009 nearly 1,400 skilled workers and managerial personnel from 76 developing countries had attended 62 ILT courses. At approximately 21.5 million euros per annum, the costs of the ILT courses currently account for some 20 per cent of the financing that InWEnt receives annually from the German Federal Ministry for Economic Cooperation and Development (BMZ). The programme is particularly important in light of the new BMZ leadership's objectives of more effectively promoting elites; establishing country-specific bonds, especially in Africa; and contributing to the supranational dialogue.

The purpose of this evaluation was an independent, external review of the ILT programme that would study its planning, realisation, and effects

to date and thus arrive at recommendations for its future direction. A team from Rambøll Management Consulting headed by Lennart Raetzell, conducted the review with studies focusing on 11 countries, completing it in April 2010. Frank Schwarzbeck was responsible for managing the evaluation process within the BMZ. The opinions presented in this study are those of the independent external experts and do not necessarily reflect the views of the BMZ. The BMZ's comments on the evaluation can be found at the end of this report.

This evaluation summary is available online at [http://www.bmz.de/en/publications/type\\_of\\_publication/index.html#evaluation](http://www.bmz.de/en/publications/type_of_publication/index.html#evaluation). It should be cited as follows: Raetzell, L. et al. (2010): InWEnt's International Leadership Training. *Evaluation Reports 052*. Bonn: Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung.

The full version of the main report, the country studies, and a volume of annexes can be requested from the BMZ division "Evaluation of Development Cooperation; Auditing".

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# Summary

## 1. Background

Since 2005, Internationale Weiterbildung und Entwicklung GmbH (InWEnt) has been offering the International Leadership Training (ILT) programme, which emerged as the successor to the Germany-based long-term training programmes of the Carl Duisberg Gesellschaft and the Deutsche Stiftung für Internationale Entwicklung. Although the ILT programme retained many of the elements of earlier programmes, there were important innovations. It has a more uniform structure, the courses are more closely aligned to partner demand, the educational offerings have a modular structure, and networking with other implementing organisations engaged in development cooperation has been strengthened. ILT is InWEnt's most important instrument at present, and its costs of approximately 21.5 million euros per annum account for about 20 per cent of the annual financing that InWEnt receives from the BMZ. In an international comparison<sup>1</sup>, ILT stands out by virtue of the fact that it is more long-term and more practically-oriented.

Between 2005 and 2009, 1,374 skilled workers and managerial personnel from 76 developing countries graduated from 62 ILT courses. The participants prepared themselves in advance with six months of German courses and introductions to their chosen training subjects in their home countries. They then spent twelve months in Germany to attend general management courses, broaden their expertise in one of the eleven priority areas of German development cooperation, and complete internships. There followed a final, on-the-

job transfer phase, which also lasted six months and during which the ILT alumni adapted and applied their newly acquired knowledge in their own working contexts in their home countries.

The ILT programme pursues three objectives:

1. Promoting on an individual basis capabilities that alumni can use to initiate changes in their home organisations and that may lead to nationwide reforms in the sectors in which they are engaged in once they return to work.
2. The creation of networks among ILT alumni and between ILT alumni and German institutions or companies (both on a personal level and as networks of organisations and businesses).
3. Promoting cultural and economic bonds between the participants and Germany and the resulting ripple effects in the participants' countries of origin.<sup>2</sup>

The evaluation studied the period from 2005 to 2009, with the objective of analysing the ILT programme in terms of its planning, implementation, and effects so far. These were the main questions:

1. To what extent have the objectives of the ILT programme been realised, what effects has it achieved, how sustainable are they, and have expenditures been in reasonable proportion to the costs incurred?

<sup>1</sup> Cf., for example, USAID, the Netherlands Organisation for International Cooperation in Higher Education (Nuffic), LEAD International, or the Swedish International Development Cooperation Agency (SIDA).

<sup>2</sup> For purposes of the evaluation, the ILT programme's objectives were deduced from InWEnt documents and interviews with employees of InWEnt and other German implementing organisations. Although the objectives were not described in the documents as of equal importance, all of the interviews conveyed the impression that they are in fact so regarded in practice.

2. What is the ILT programme's "value added", as an instrument for promoting capabilities, within German development cooperation? Does it complement the BMZ's focus on priority countries and the development strategies of the cooperation countries?

The evaluation team analysed the principal data and documents, conducted interviews with roughly ten per cent of all participants from 2005 to 2009, prepared an international comparative study, and questioned ILT lecturers. A core component of the study was eleven case studies pertaining to Burkina Faso, China, Egypt, Guatemala, Indonesia, Mexico, Peru, Syria, Tanzania, Vietnam and Zambia.

## 2. Major findings and conclusions

Insofar as existing possibilities allow, InWEnt implements the ILT courses in a professional manner and employs tools for quality assurance, evaluation, and alumni support.

The ILT programme has demonstrated in many places that it is highly **relevant** in terms of development policy, and it meets the fundamental needs of both sending organisations and participants. InWEnt could increase this relevance if it involved the partner organisations more directly. While alumni and sending organisations welcome in principle the twelve-month stay in Germany, international donors and implementing organisations for German development cooperation working in the field question its benefits to a certain extent. This is the case particularly where they perceive a lack of skilled labour in the partner country and at the same time a long absence of important skilled workers. Moreover,

they regard the promotion of Germany as a study location – an integral aspect of the ILT concept – as being partly a hindrance to achieving the intended development policy aims.

As regards the evaluation criterion of **complementarity**, there are distinct possibilities for optimisation. The ILT programme could be far better integrated into German development cooperation. Only in exceptional cases does it usefully complement the measures of other implementing organisations so as to deliver joined-up development cooperation, with noticeable synergies as the result. InWEnt faces a challenge in that those in charge of its programmes can only travel to the partner countries all too rarely and therefore have only limited knowledge of local conditions. Furthermore, the lack of a local presence makes it difficult to consult with other actors and to **coordinate** the ILT programmes with other donors.

Nevertheless, the ILT programme is **effective** in development policy terms. On an individual level, it is effective for virtually all participants and promotes their capabilities to lasting effect. In half of the organisations studied, the ILT alumni used their newly-acquired abilities to initiate changes that they and their superiors attribute directly to the ILT programme and regard as improvements that would not have occurred without it. All the same, the ILT programme's effectiveness in terms of development policy could be even greater. Transmission of knowledge and promotion of capabilities are limited by the focus on Germany as the study location, on the German language, and on the intention of creating a bond between the participants and Germany.<sup>3</sup>

<sup>3</sup> The bond with Germany is defined here at the individual level as an emotional connection with Germany (maintenance of personal contacts, interest in Germany, etc.) and as an attachment to Germany as a locus of knowledge (transfer of knowledge on an individual basis in the form of interest, technical literature in the German language, etc.). At the organisational level it is to be regarded as the maintenance of contacts and transfer of knowledge between organisations in the partner country and German organisations. Finally, at the systemic level, the attachment to Germany is to be understood as the adoption of such systemic characteristics as, for example, aspects of the dual educational system.

The conflict between individual objectives also has a decisive impact on the assessment of the ILT programme's **efficacy**. If it is regarded primarily as an instrument for imparting skills as a part of development cooperation, there are distinct possibilities for increasing its efficacy. If, on the other hand, one attaches particular importance to the ILT programme as a means of promoting Germany as a study location, then its efficacy merits a more positive assessment because an emotional attachment to Germany is encouraged among the participants during the phase of their presence there. However, this effect could still be achieved if another language of instruction were used, for example English, as the experience of the German Academic Exchange Service (Deutscher Akademischer Austauschdienst) with its recipients of university scholarships has proven.

Particularly worth noting is that development policy **effects** were observed in some countries in spite of the ILT programme's individual approach. In their home countries, ILT alumni adapted the instruments, rules, and processes that they had learned about during the ILT courses, thereby contributing to changes in businesses and administrative authorities and, ultimately, to innovations at the systemic level. In seven of the 25 ILT courses studied (28 per cent), structural innovations and systemic changes by individual ILT alumni were observed which were directly attributable to those ILT courses. One example is the reorganisation of two hospitals in Tanzania carried out by an ILT participant following his return. In the case of networking, too, there were individual initiatives for cross-sector cooperation, for example the founding of the "Synergies Africaines du Développement Rural" (SAFRIDR) network in Burkina Faso, in which actors from different institutions and various West African countries exchange information and experience pertaining to rural development issues and identify particularly successful transfer projects.

The **sustainability** of the technical and methodological knowledge imparted to participants by the ILT courses is very high. In the sending organisations, too, many of the changes that have been brought about do not appear to depend on individuals and are therefore sustainable. In the case of systemic changes, indications of sustainability can be seen when – as in the case of the hospital reorganisation in Tanzania – those changes have become institutionalised. The acquisition of German language skills, on the other hand, is hardly sustainable, since the participants do not use these skills either professionally or privately once they have returned to their home countries.

With regard to the evaluation criterion of **equality of opportunity**, women and men appear on the whole to have approximately equal access to the ILT courses. This is less true in countries in the Middle East, North Africa, and sub-Saharan Africa, however, where the cultural environment is an impediment to ILT participation by women.

There are distinct possibilities for optimisation in the **planning of the ILT courses**. Because of the frequent lack of a local presence, InWEnt is unable to develop optimal intervention logics and take adequate account of external determining factors. The lack of external structure also has a negative effect on the selection process. In the countries studied, for example, the selection process is not transparent and not standardised. More intensive cooperation with the other German implementing organisations – particularly with the Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) – and their partner organisations might help the ILT programme to become more oriented to demand of local partners and take greater account of local conditions. It might also help InWEnt to optimise the selection of participants and improve coordination with other donors.

### 3. Recommendations

#### 1. *A fundamental decision as to the future orientation of the ILT programme*

- If the objective is primarily a development policy one, Germany is not always the best study location. It should also be possible for training courses and internships to take place in English and in partner countries.
- The existing concept is largely justified if the intended aim includes both the effects of the ILT courses in terms of development policy and a certain bond between their alumni and Germany as the study location. One should, however, consider whether the present language instruction is necessary, or whether knowledge of everyday German is all that is needed and courses might also be given in English and take place in partner countries and be combined with internships in Germany.
- If the aim should be to promote Germany more vigorously as a study location, the German instruction would have to be extended and the internships and course modules conducted without exception in German. This is currently not the case, as 46.6 per cent of the internships and some course modules are being conducted in English because this ties in better with the participants' language skills. According to the experience of the German Academic Exchange Service with its recipients of university scholarships, a full-time classroom course of six to eight months would be necessary to ensure adequate German language skills. Moreover, contact with Germany would have to be maintained once participants have returned to their home countries, and expanded via actors with a local presence (for example, the Goethe Institute, foundations, chambers of commerce, etc.).

#### 2. *Strengthening cooperation and coordination locally – particularly as regards more intensive cooperation with the other German implementing organisations*

Those in charge of the programme have so far taken little advantage of the opportunities that cooperative relationships with the other German implementing organisations offer the ILT programme. For this reason, it would be desirable to give the priority area coordinators a larger role in assessing the needs of the ILT courses and in the design phase. The merger of the implementing organisations of official German Technical Cooperation might produce programmatic interfaces in this regard, which could also be used for the benefit of better ILT implementation. Synergies with other German development cooperation measures should be sought in particular.

#### 3. *Improved alignment with needs*

Because the ILT programmes, for all that they follow similar procedures everywhere, are more successful in some instances than elsewhere, the current needs analyses should be broadened to serve as feasibility studies. These should seek to determine under which conditions ILT programmes can be successfully realised and should serve as a basis for revising the concept of the various ILT courses. At the same time, InWent should regard the ILT courses' chances of success as a crucial criterion for the selection of sectors, regions, and cooperative relationships. After deciding in favour of an ILT course, InWent should more actively involve the sending organisations in the partner countries in selecting participants and in planning and implementing the transfer projects. This would enable the ILT courses both to better reflect the individual needs for action of the sending organisations and to promote specifically the future managers who should initiate changes in their sending organisations after they have participated in the ILT programme.

4. *Optimising the programme's internal processes*

Up to now there have been few if any planning documents for the ILT programme that explicitly describe its intervention logics. As a result, those in charge of the programme often fail to assess external factors and risks in the partner countries realistically. InWEnt should develop intervention logics and indicators for every single ILT course during the planning phase, taking into account the conditions in the partner countries concerned. It might thus be possible to implement the ILT courses more effectively. In addition, the

evaluation recommends developing an intervention logic for the ILT programme as a whole.

The ILT programme's selection process was not standardised at the time of the evaluation and showed serious disparities between individual ILT courses and countries. To ensure a transparent and fair selection process and to reach the relevant target group, the evaluation recommends adjusting the selection process to follow InWEnt's existing standard process. At the same time, InWEnt should further specify the target group for the selection process and focus on persons with managerial responsibility.

**BMZ's Comments**

International Leadership Training courses are continuing education courses for skilled workers and management personnel from developing and newly industrialised countries, who come to Germany for one year in order to study and work. These courses do not constitute a self-contained programme; they are, rather, an integral component (an instrument) of the InWEnt programme work with our partner countries.

The evaluators have done extensive and careful work and submitted a very readable report. From the BMZ's point of view, the results and recommendations make sense and are correct.

The BMZ is encouraged by the positive results of the evaluation with respect to the relevance, effectiveness and sustainability, in development policy terms, of the ILT format. The strengths of the ILT courses are most readily found at the individual level. Nearly all participants have profited substantially from their advanced training; half of them are able to use their newly-acquired skills in their organisations. The critical evaluation of the degree of complementarity reveals deficits in terms of joined-up development cooperation and underscores the necessity of the implementation structure reform that the BMZ is seeking to carry out for its Technical Cooperation. These problems will be largely resolved by removing the institutional boundaries between InWEnt and GTZ instruments and by the availability of an external structure for the work InWEnt is performing today. In addition, the report offers good points of departure for further improvement of the ILT format in the areas of needs analysis, intervention logics, and selection methods.

The evaluation offers important pointers and questions but no definitive answers with regard to the "equivocal" efficiency of the ILT instrument. Depending on how the BMZ assesses the ILT programme's target dimensions in the future, it is apparent that more or less sweeping changes to the programme architecture are needed. Courses offered in English and continuing education courses in the regions are conceivable in the future. At this juncture it becomes necessary to thoroughly reconsider the importance, from today's standpoint, of the intercultural experience and encounter described in the report as "bonding with Germany".

The results of the evaluation come at a time of upheaval – for InWEnt as an institution and for German Technical Cooperation as a whole. In the course of the implementation structure reform, there will be decisions to be made concerning everything from the business model of the new Technical Cooperation organisation to the range of instruments and the organisational structures. Besides these changes there are also the new development policy priorities of the 17th legislative period to be considered. The results of the ILT evaluation must be taken, assessed, and implemented in light of this wider context.



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