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The IMF and Capacity Development— Training

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Contents	Page
Abbreviations _____	v
Executive Summary _____	vii
I. Introduction _____	1
II. Training as a Component of Capacity Development _____	2
A. Types and Trends _____	2
B. Roles of Key Players _____	8
III. The Integration of Technical Assistance and Training _____	12
A. The Evolution of Integrating TA and Training _____	12
B. Responsibilities for Integrating TA and Training _____	14
C. The Approach of Other Training Providers _____	16
D. Assessment _____	17
IV. Modalities of Training _____	21
A. Overview of Training Modalities _____	22
B. Other Training Providers _____	28
C. Assessment _____	28
V. Tailoring of Training Content _____	32
A. Evolution in Tailoring of Training Content _____	32
B. Other Training Providers _____	35
C. Assessment _____	36
VI. Overall Assessment and Key Findings _____	38
A. Relevance _____	38
B. Coherence _____	39
C. Effectiveness _____	41
Figures	
1. CD Spending Relative to IMF Spending, FY2012–2021 _____	3
2. TA and Training Evolution, FY1964–2020 _____	4
3. Training Modalities, 2012–2021 _____	4
4. Training Participation by Agency, 2012–2021 _____	5
5. Training Participation by Income Classification, 2012–2021 _____	6
6. Training Participation by Region, 2012–2021 _____	6
7. Training Participation by Country Group, 2012–2021 _____	6
8. Total Training Participation by Delivering Department, 2012–2021 _____	8
9. Coverage of CSNs for Heavy CD Users, FY2018–2021 _____	20
10. Excess in Demand for Classroom Training, 2012–2020 _____	22
11. Online Training Participation, FY2015–2021 _____	26
12. Training Delivery by Location, 2012–2021 _____	33

Table	
1. Overall Satisfaction of In-Person Training, 2012–2020	23
Annexes	
I. Other Training Providers	44
II. Geographical Coverage of RCDCs	46
References	47

ABBREVIATIONS

ACES	Analytic Costing and Estimation System
AD	Area Department
ADB	Asian Development Bank
ADB I	Asian Development Bank Institute
ADI	African Development Institute
AfDB	African Development Bank
AFR	African Department (IMF)
AFRITAC	African Regional Technical Assistance Center
AML/CFT	Anti-Money Laundering/Combating the Financing of Terrorism
APD	Asia and Pacific Department (IMF)
ASBA	Association of Supervisors of Banks of the Americas
ATI	Africa Training Institute
BEPS	Base Erosion and Profit Shifting
BIS	Bank of International Settlements
BTC	Joint Regional Training Center for Latin America
CAPTAC-DR	Central America, Panama, and Dominican Republic Regional Technical Assistance Center
CARTAC	Caribbean Regional Technical Assistance Center
CCAMTAC	Caucasus, Central Asia, and Mongolia Regional Capacity Development Center
CCBS	Centre for Central Bank Studies
CD	Capacity Development
CDD	Capacity Development Department (IMF)
CDMAP	Capacity Development Management and Administration Program
CDOT	Capacity Development Office in Thailand
CEMLA	Center for Latin American Monetary Studies
CICBD	Centre for International Central Bank Dialogue
CICDC	China-IMF Capacity Development Center
COM	Communications Department (IMF)
CSF	Corporate Services and Facilities Department (IMF)
CSN	Country Strategy Note
CSO	Civil Society Organization
CTP	Joint China-IMF Training Program
DAC	Development Assistance Committee
EMMIEs	Emerging Market and Middle-Income Economies
EUR	European Department (IMF)
FAD	Fiscal Affairs Department (IMF)
FITS	Fund Integrated Training Solution
FSI	Financial Stability Institute
FPP	Financial Programming and Policies
ICD	Institute for Capacity Development (IMF)

ICT	Information and Communications Technology
IDB	Inter-American Development Bank
INDES	Inter-American Institute for Economic and Social Development
ITD	Information Technology Department (IMF)
ITP	Joint India-IMF Training Program
JAI	Joint Africa Institute
JPA	Joint Partnership for Africa
JVI	Joint Vienna Institute
LEG	Legal Department (IMF)
LIDC	Low-Income Developing Country
MCD	Middle East and Central Asia Department (IMF)
MCM	Monetary and Capital Markets Department (IMF)
MECEF	IMF-Middle East Center for Economics and Finance
METAC	Middle East Regional Technical Assistance Center
MOOC	Massive Open Online Course
OECD	Organization for Economic Co-operation and Development
OIC	Office of Innovation and Change (IMF)
OLC	Open Learning Campus (World Bank)
OTM	Office of Technical Assistance Management (IMF)
PATS	Participant and Applicant Tracking System
PFTAC	Pacific Financial Technical Assistance Center
RAP	Resource Allocation Plan
RES	Research Department (IMF)
RBM	Results-Based Management
RCDC	Regional Capacity Development Center
RSN	Regional Strategy Note
RTAC	Regional Technical Assistance Center
RTC	Regional Training Center
RTP	IMF-Arab Monetary Fund Regional Training Program
RTS	Regional Training Center
SARTTAC	South Asia Regional Training and Technical Assistance Center
SDS	Small Developing State
SPR	Strategy, Policy, and Review Department (IMF)
STA	Statistics Department (IMF)
STI	IMF-Singapore Regional Training Institute
TA	Technical Assistance
TADAT	Tax Administration Diagnostic Assessment Tool
TAS	Training Application System
TIMS	Travel Information Management System
WHD	Western Hemisphere Department (IMF)
WTO	World Trade Organization

EXECUTIVE SUMMARY

This paper reviews IMF training activities over the evaluation period 2012–2020 to assess progress against three training-related objectives: better integrating training with technical assistance (TA); adapting training modalities to countries' circumstances and needs; and tailoring training content to regional or country-specific circumstances. In addition, it assesses progress against the practices of comparable training providers, as well as against three of the six Organization for Economic Co-operation and Development (OECD)-Development Assistance Committee (DAC) evaluation criteria, namely, relevance, coherence, and effectiveness. It also considers initial lessons learned from experience with the COVID-19 pandemic.

The paper finds that the IMF has made progress in integrating TA and single-country training, particularly when training has been a component of a TA engagement. The IMF's country-centered approach allows its area departments (ADs) to play a central role in determining training needs in their region and allows ADs and capacity development departments (CDDs) to consider early on where training can support TA. However, the intensity of country teams' involvement in training is not uniform and the preparation and quality of Country Strategy Notes (CSNs) varies widely, particularly in attention paid to training.

The integration of TA and regional or global multi-country training is less advanced. While many of the IMF's Regional Technical Assistance Centers (RTACs) already deliver some classroom training, and in theory their steering committees could decide to deliver part of their capacity development (CD) through training, progress remains uneven. With the exception of the South Asia Regional Training and Technical Assistance Center (SARTTAC), little progress has been made in formally transforming the other Regional Training Centers (RTCs) and RTACs into fully integrated Regional Capacity Development Centers (RCDCs). This complicates the integration of TA and training and reduces the opportunities for cross-pollination. There also remain geographic gaps and overlaps between RTCs and RTACs.

The IMF introduced innovations to make its blend of training delivery modalities more effective during the evaluation period. It successfully used advances in information and communication technology (ICT) to broaden its range of training modalities: it introduced an extensive online training program to complement its hitherto primarily in-person training; rapidly expanded the use of virtual training in the wake of the pandemic; integrated peer-to-peer learning in some of its training activities, especially those organized by RCDCs; and helped develop and support some communities of practice. It also completed a review of its core training program and implemented reforms to make its online offer more nimble and more innovative. The IMF's broad range of training modalities allows it to reach training recipients with different needs and capabilities in an effective way.

Looking ahead, the IMF is preparing for the post-pandemic world, by considering options to better blend the different training modalities to achieve a more optimal mix that takes into

account country-specific circumstances, cost-effectiveness considerations, and maximizes the advantages of individual training modalities.

The IMF enhanced the tailoring of training content to reflect region or country-specific needs, priorities, and circumstances. Multi-country training further complemented its structured curriculum with relevant country case studies and the continued decentralization of CD delivery through the RCDCs further strengthened the tailoring of regional multi-country training content to regional needs, priorities, and circumstances. However, the lack of fully integrated RCDCs and gaps in the current geographical coverage of RTCs and RTACs continue to pose challenges.

Single-country training was already better tailored to country-specific needs, priorities, and circumstances than multi-country training, especially when part of a TA engagement and/or delivered by resident advisors. The ongoing transformation of the Institute for Capacity Development (ICD) from a department delivering multi-country classroom training to a CDD providing more region and country-specific CD (that is, TA as well as training) is expected to further tailor the IMF's training to countries' needs, priorities, and circumstances.

Finally, this paper also finds that not all training content requires tailoring and that there remains a place for general, multi-country training that is not tailored to region or country-specific considerations. Given finite resources and competing priorities, the challenge is to find the right mix between multi-country and single country training as to best serve the needs of the membership.

I. INTRODUCTION

1. The IMF's overarching objectives for capacity development (CD) are "to help member countries build strong institutions and boost skills to formulate and implement sound macroeconomic and financial policies. [...] Strong institutions with skilled officials help in promoting economic stability and sustainable growth, as envisaged in the Fund's Articles of Agreement" (IMF, 2019c). Traditionally, the IMF made a clear distinction between technical assistance (TA), which was targeted at specific national institutions, and training¹ for individuals, typically targeted at broader regional or global groups. The distinction was never hard and fast, with for example long-term TA through resident advisors often including targeted on-the-job training, but over time the distinction between TA and training has become less clear, as the IMF as a matter of policy emphasized that CD projects are delivered through a range of modalities and that TA and training should be more integrated and mutually supportive. At the same time, the IMF has retained and refined its curriculum of more general, classroom-based training courses.

2. The 2013 and 2018 reviews of the IMF's CD strategy made key recommendations to enhance the effectiveness and efficiency of CD. The 2013 CD strategy review recommended updating the governance structure, enhancing prioritization of CD activities, clarifying the funding model, strengthening monitoring and evaluation, exploiting new technologies for delivery, and leveraging CD as outreach, as well as fostering greater integration of TA and training. The 2018 CD strategy review noted substantial progress in addressing the 2013 recommendations, but also pointed to the need to strengthen the CD framework further and made additional recommendations. These were continuing to strengthen integration between CD, surveillance, and lending; continuing to move to a comprehensive country-tailored approach that adapts delivery to support implementation more consistently; and improving CD processes and systems.

3. The majority of these recommendations relate to CD as a whole, comprising both TA and training, and are dealt with in more detail in the other background papers. However, three objectives, first identified in the 2013 CD strategy review, relate specifically to training:

- *The Integration of TA and Training.* The 2013 review recommended that the integration and coordination of TA activities and training courses would enhance their effectiveness. Applying this integration to the IMF's decentralized Regional Capacity Development Centers (RCDCs) would also lead to economies of scale and enhance the reach of CD.
- *The Modalities of Training.* The 2013 review called for training to make use of advances in ICT to better adapt delivery to country needs, address unmet demands, and reach more officials. This issue has come to the fore since the COVID-19 pandemic, which has required a rapid and extensive re-orientation of training as well as wider CD delivery modalities.

¹ In this paper training refers to external training (as opposed to internal training for IMF staff), unless specified otherwise.

- *The Tailoring of Training to Regional or Country-Specific Circumstances.* The 2013 review argued that training, like TA, should respond to member countries' needs and priorities and therefore should be sufficiently tailored to region or country-specific circumstances.

4. This paper reviews IMF training activities over the evaluation period 2012–2020 to assess progress against these three training-related objectives and against the practices of comparable training providers², as well as against three of the six evaluation criteria of the OECD-DAC Network on Development Evaluation, namely, relevance, coherence, and effectiveness.³ It also considers initial lessons learned from experience with the pandemic. This paper complements coverage of other aspects of CD in other thematic background papers, in particular financial and human resource issues (Stedman, 2022a and 2022b); how resources for CD are allocated and prioritized (Towe, 2022); CD delivery modalities (Enoch, 2022); how the effectiveness of CD is monitored and evaluated (Lamdany, 2022); the cost and cost-effectiveness of CD (Jensen and Kell, 2022); and how CD results are disseminated, and the IMF collaborates with partners (Radelet, 2022). Country-specific experience with IMF CD is discussed in the country case studies.

5. This paper is based on interviews of stakeholders (including country officials, Executive Directors, IMF staff, other CD providers, and donors), evidence from the 19 country case studies, a review of IMF and relevant non-IMF documents, and data from relevant databases.⁴

6. The rest of this paper is organized as follows. Section II describes the types of training and trends, as well as the roles of the Institute for Capacity Development (ICD), the other capacity development departments (CDDs), the area departments (ADs), and the RCDCs related to training. Section III discusses the integration of TA and training. Sections IV and V assess modalities of training, including initial lessons learned from the pandemic, and the tailoring of training to region or country-specific circumstances. Section VI concludes.

II. TRAINING AS A COMPONENT OF CAPACITY DEVELOPMENT

A. Types and Trends

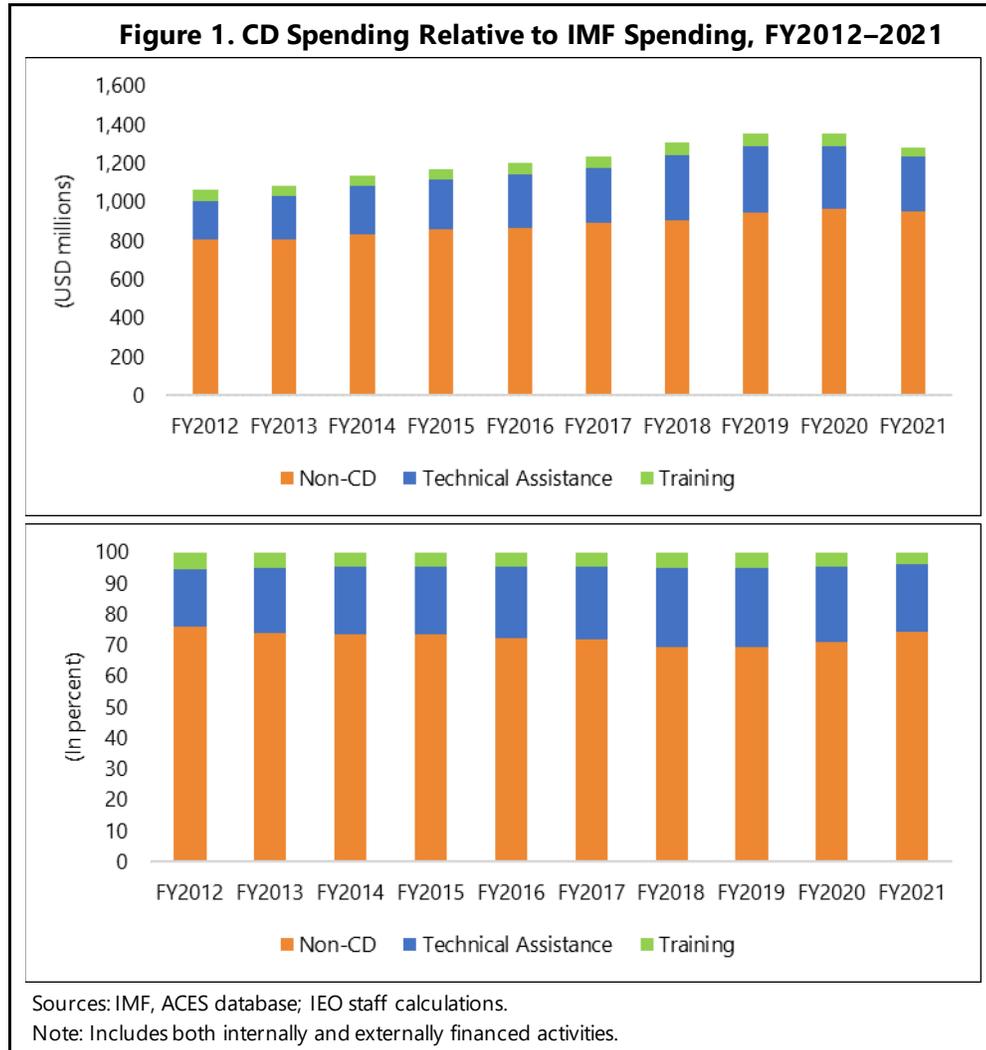
7. In FY2020, CD represented 28.8 percent of the IMF's total budget, up from 23.9 percent at the start of the evaluation period in FY2012 (Figure 1). The bulk represented TA (24.1 percent of total spending in FY2020). Spending on training declined in relative terms (but not in dollar terms)

² Comparable training providers interviewed for this paper: ADB (Asian Development Bank Institute), AfDB (African Development Institute), Bank of England (Centre for Central Bank Studies), BIS (Financial Stability Institute), Bundesbank (Centre for International Central Bank Dialogue), Federal Reserve System (International Training and Assistance Program), IDB (Inter-American Institute for Economic and Social Development), OECD (Global Relations Programme in Taxation, International Academy for Tax Crime Investigation), Toronto Centre, and the World Bank (Open Learning Campus).

³ See OECD (2019).

⁴ Analytic Costing and Estimation System (ACES); Participant and Applicant Tracking System (PATS); Results-Based Management (RBM); Travel Information Management System (TIMS).

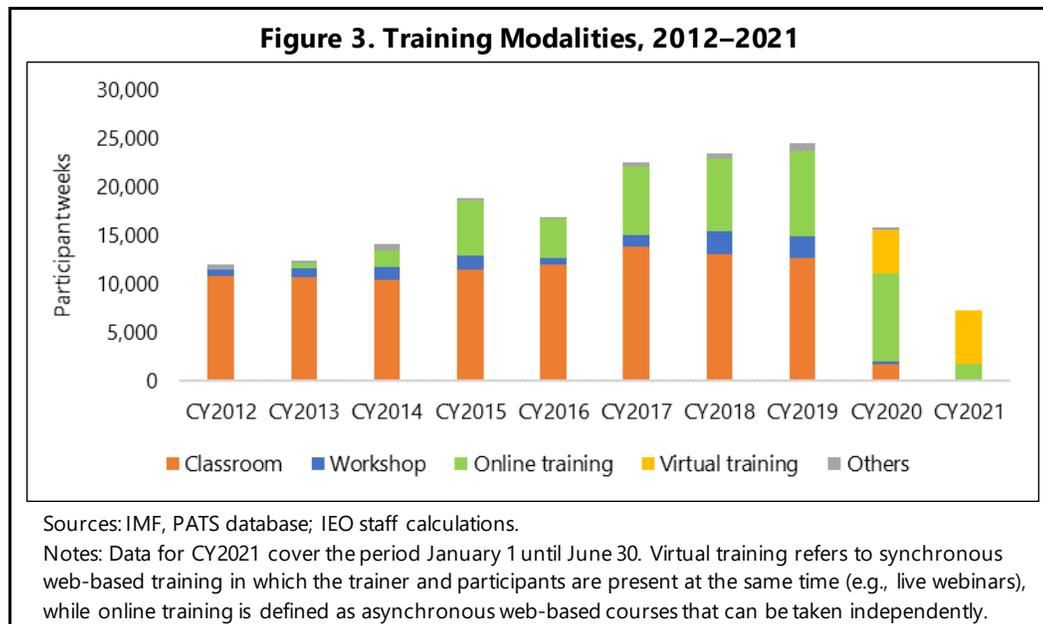
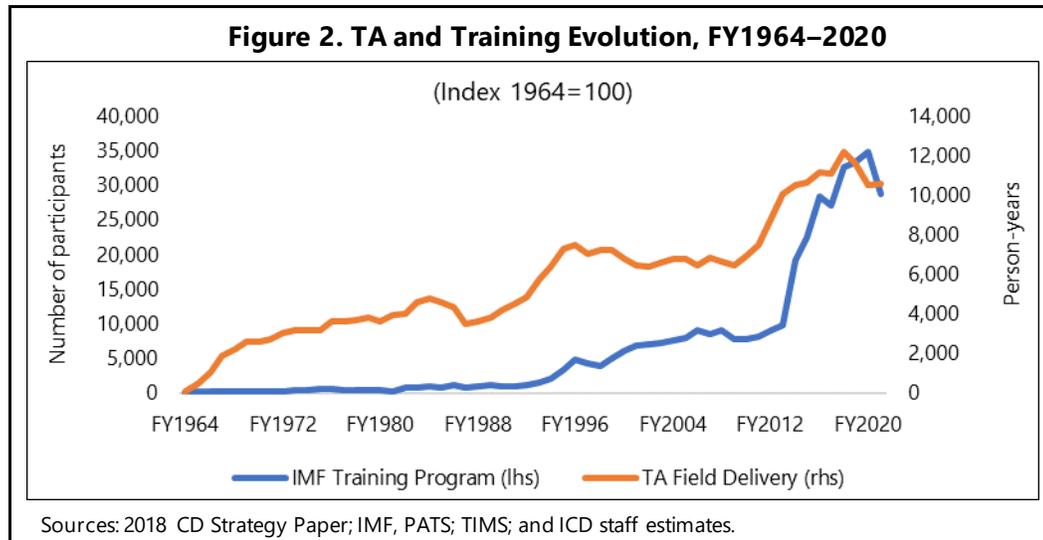
from 5.3 percent of total spending in FY2012 to 4.7 percent of total spending in FY2020. CD declined both in dollar terms and in relative terms in FY2021 as a result of the COVID-19 pandemic.



8. TA and training increased substantially in the early 1990s and have continued to grow since (Figure 2). The early 1990s also saw the establishment of the first Regional Training Center (RTC) and the first Regional Technical Assistance Center (RTAC), which expanded considerably during the past three decades. Training further grew with the creation of the IMF’s online learning program in 2013.

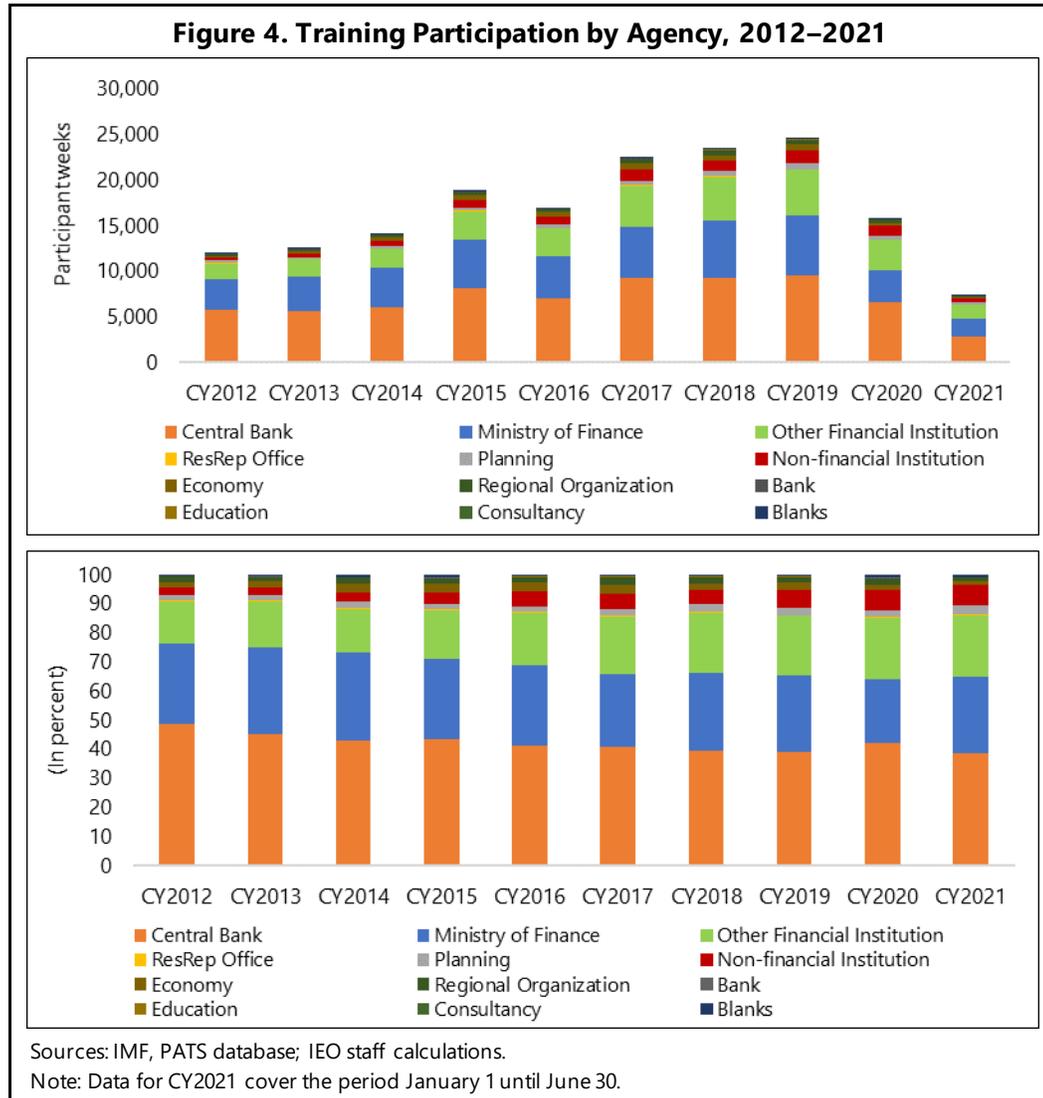
9. Until 2020, the bulk of IMF training was delivered in person, though online training expanded from 2013 (Figure 3). Traditionally, the IMF provided two main types of in-person training to member country officials: multi-country training on a range of IMF core topics and targeted country-specific training linked to TA missions or delivered by resident advisors on-the-job. Multi-country in-person classroom training or workshops can be sub-divided between global multi-country training (pre-pandemic, mostly delivered at IMF Headquarters) and

regional multi-country training (delivered through the IMF's RCDCs). Since 2013 multi-country training is also delivered online. Single-country training consists of classroom training and workshops (e.g., training organized in China by the China-IMF Capacity Development Center, CICDC), as well as targeted country-specific training linked to short and long-term TA. In-person single-country training is primarily delivered in the respective country, unless circumstances such as the security situation require the use of an alternative location. Both multi-country and single country training are also increasingly delivered virtually⁵, especially as a result of the pandemic.



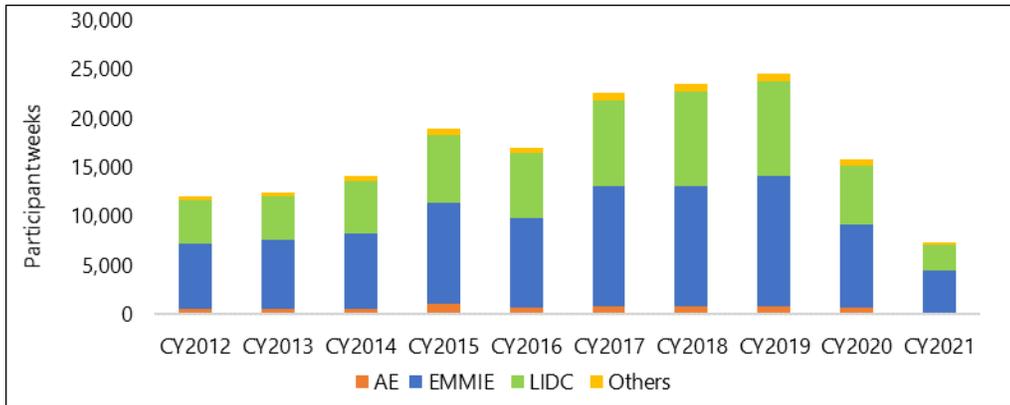
⁵ Virtual training refers to synchronous web-based training in which the trainer and the training recipients are present at the same time (e.g., live webinars). Online training refers to asynchronous web-based courses that can be taken independently by training recipients without the presence of a trainer.

10. IMF training reaches a wide variety of training recipients. Traditionally training was only available to eligible officials from member countries, with the majority of classroom training recipients coming from central banks and finance ministries (Figure 4). However, with the development of online training courses since 2013, multi-country courses are now also available to the general public, including civil society organizations (CSOs), private sector, and students.



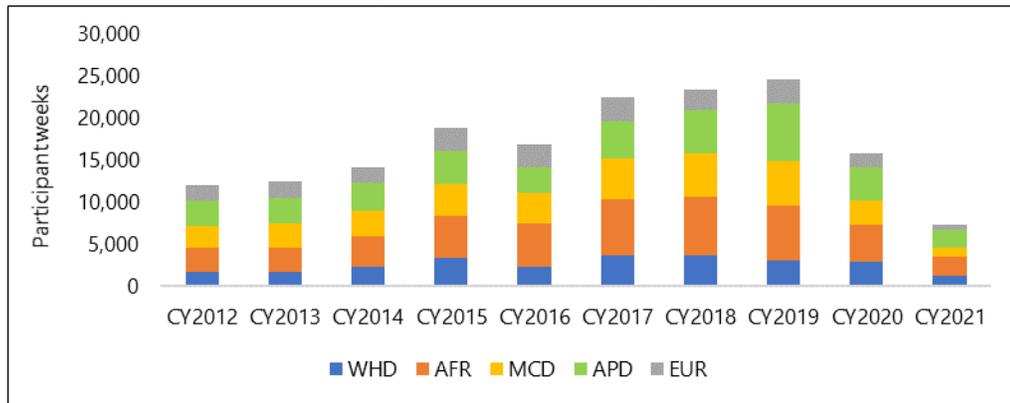
11. The large majority of training participants come from emerging market and middle-income economies (EMMIEs) and low-income developing countries (LIDCs) (Figure 5). Most training participants come from Sub-Saharan Africa, followed by Asia and the Pacific, and the Middle East and Central Asia (Figure 6). Fragile States and Small Developing States make up between 22 and 30 percent of all training recipients (Figure 7).

Figure 5. Training Participation by Income Classification, 2012–2021



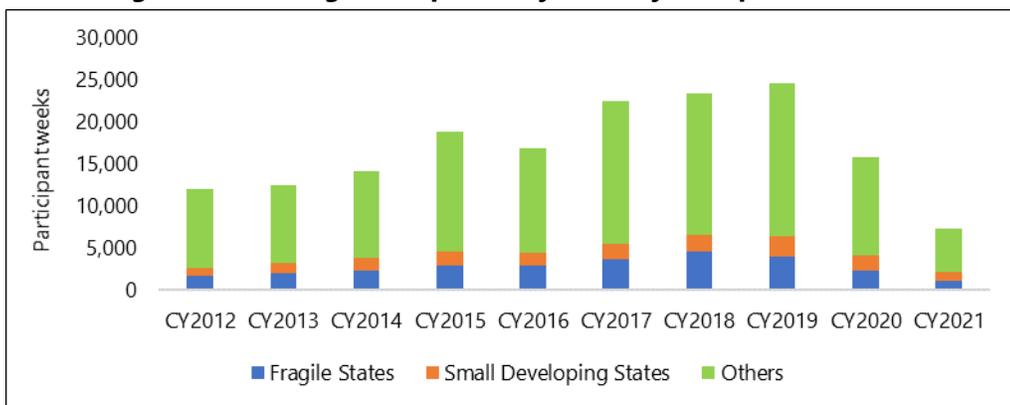
Sources: IMF, PATS database; IEO staff calculations.
 Note: Data for CY2021 cover the period January 1 until June 30.

Figure 6. Training Participation by Region, 2012–2021



Sources: IMF, PATS database; IEO staff calculations.
 Note: Data for CY2021 cover the period January 1 until June 30.

Figure 7. Training Participation by Country Group, 2012–2021



Sources: IMF, PATS database; IEO staff calculations.
 Note: Data for CY2021 cover the period January 1 until June 30.

12. The IMF also offers training in collaboration with other partners, including the World Bank, multilateral development banks, central banks, and other training providers.⁶ For example, the IMF collaborates with the OECD's Global Relations Programme on Taxation on joint training related to taxation, as well as on a toolkit on tax treaty negotiations. The IMF also participates in the Platform for Collaboration on Tax, an initiative of the OECD, the United Nations, the World Bank, and the IMF to coordinate training activities and avoid overlaps. This platform focuses on topics including base erosion and profit shifting (BEPS). Another example is training organized by the Monetary and Capital Markets Department (MCM) together with the Toronto Centre⁷ (e.g., in the form of events during the IMF-World Bank Spring and Annual Meetings, and during missions to the Caribbean and Sub-Saharan Africa). The IMF has been a member of the Toronto Centre since 1999. It has provided institutional support for the Toronto Centre's mission and is its third largest funder. The IMF is also part of the Toronto Centre's governance structure: the IMF is a voting member and has a seat on the Board of Directors.

13. From an administrative and budgetary point of view, the IMF defines training as all events within ICD's training program, all single-country events outside ICD's training program that are similar in content to activities that departments deliver within the ICD program, and all multi-country events outside ICD's training program that take place in a classroom setting and include at least 10 participants. All other events and activities are considered TA for administrative and budgetary purposes. Thus, the budgetary definition of training does not include training components or specific training missions that are part of TA engagements, nor customized training (such as training for an incoming central bank governor). It also does not include training provided by resident advisors and resident representatives, for whom an important part of their task is to train people on-the-job.

14. The most recent Staff Guidelines on CD Prioritization and Work Planning issued in April 2021 supersede the set of CD governance rules previously contained in several documents. These guidelines no longer make a distinction between TA and training but identify and clarify six different CD modalities⁸: duty station-based work, field-based work, resident advisor, interactive learning and workshops, online learning, and peer-to-peer engagement (IMF, 2021b).

15. Resident advisors reside in the beneficiary country and provide a combination of technical advice and hands-on training. Interactive learning and workshops comprise synchronous learning activities and/or technical advice. It includes single-country and multi-country training, structured content courses, in-person as well as remotely provided training and/or technical advice, and IMF Headquarters-led as well as RCDC-led activities. Online

⁶ For a discussion on IMF collaboration with partners, see Radelet (2022).

⁷ The Toronto Centre is an independent non-profit organization based in Canada. It delivers capacity-building programs covering the financial sector, including in the areas of banking, insurance, securities, pensions, financial stability, and financial inclusion (Toronto Centre, 2021).

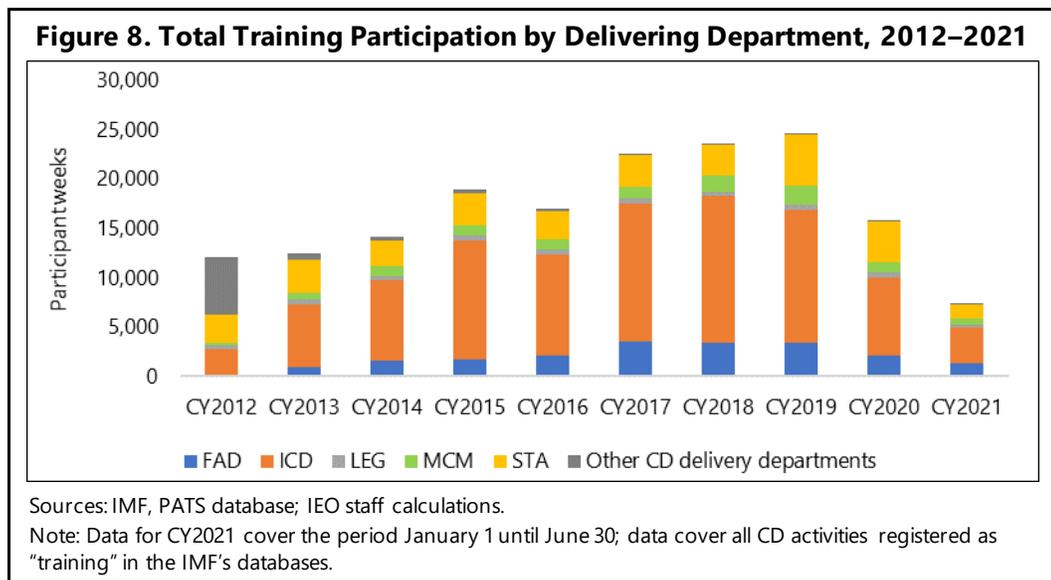
⁸ For a discussion on CD delivery modalities, see Enoch (2022).

learning is defined as asynchronous computer—or mobile device-based single-country or multi-country learning activities, including courses, modules, and videos, with structured learning content, conducted via the internet or in a digital environment. Peer-to-peer engagement includes the facilitation of communities of practice, study tours, and internships, and comprises single-country and multi-country, in-person and remotely provided, and IMF Headquarters-led and RCDC-led engagement.

B. Roles of Key Players

The Institute for Capacity Development

16. Over the evaluation period, the bulk of IMF training has been delivered by ICD under its training program (Figure 8). ICD was established in 2012 following the recommendation in the 2011 Report of the Task Force on the IMF’s Technical Assistance Strategy to merge the Office of Technical Assistance Management (OTM) and the IMF Institute, which until then had been responsible for delivering IMF training. Through its training program, ICD delivers policy-oriented in-person training, including classroom training and hands-on-workshops, to multi-country groups of officials. Workshops are typically shorter than classroom training and promote peer-to-peer learning by bringing together participants from member countries, staff, as well as outside experts. While ICD continues to offer courses at IMF Headquarters, most of ICD’s training is delivered through the RTCs. As mentioned earlier, in 2013 ICD also launched an online training program (see Section IV.A).



17. In 2017, ICD finalized an important two-year review and restructuring of its classroom training curriculum. The number of courses was reduced to 19, the content of courses was updated (more applied, centered on country case studies), and a more modular approach was introduced to allow for better content customization. Around 80 percent of each course now

follows a structured curriculum, while the remainder can be personalized by the instructor, such as through the use of country case studies.

18. As elaborated in ICD's 2020 CD strategy, in response to the 2018 CD strategy review recommendation to continue to strengthen the integration between CD, surveillance and lending, ICD has also started to shift its training delivery from a near-exclusive focus on classroom and online training toward more country-tailored CD, primarily in macro forecasting, modelling and analysis for central banks and finance ministries (IMF, 2019a and 2020b). It is doing so by providing more hands-on CD and combining delivery modalities like in-person training, online training, and TA. As a result, ICD is currently transitioning from a traditional training department to a CDD similar to the other CDDs (see also Section V.A).

Capacity Development Departments

19. The other main CDDs are the Statistics (STA), Fiscal Affairs (FAD), Monetary and Capital Markets (MCM), and Legal (LEG) departments (Figure 8). They provide multi-country classroom training in collaboration with ICD as part of ICD's training program, as well as other specialized training within their purview and area of expertise. This specialized training outside ICD's training program can be in the form of multi-country classroom training, but more often it is delivered during or at the end of TA missions and focuses mainly on supporting the implementation of TA advice or helping officials better understand specific policy and delivery challenges.

20. Training activities delivered by STA, the second most important provider of training after ICD, relate to statistical methodology and compilation. Training activities organized by FAD focus on fiscal policy challenges and reforms, while MCM delivers training on a wide range of topics related to the financial sector, including central banking operations, financial stability, stress testing, risk-based supervision, macroprudential issues, as well as cybersecurity. LEG training activities focus on financial and fiscal sector legislation, including strengthening the enforcement of the AML/CFT legal framework. The Strategy, Policy, and Review Department (SPR) also provides some training, primarily focused on debt-sustainability and development related topics.

21. The specialized training outside ICD's training program is provided both at and from IMF Headquarters, and through the RCDCs and resident advisors attached to specific countries. The CDDs play an important role in the operations of the RCDCs by selecting the specialist resident advisors in consultation with the ADs and the RCDC directors; supervising and backstopping the resident advisors; and vetting the short-term experts, who all provide training on-the-job as part of their engagement with country officials.

Area Departments

22. The five area departments define the strategic CD priorities for their respective regions and the countries within their region in Regional Strategy Notes (RSNs) and Country Strategy Notes (CSNs). These strategic priorities include both CD provided from IMF Headquarters and

through the RCDCs and are expected to encompass both TA and training (discussed further in Section III). The ADs engage with the country authorities and the CDDs to consider CD needs and priorities and play a role in reviewing candidates for ICD courses. ADs also select and supervise the resident representatives, who can provide training on-the-job.

Regional Capacity Development Centers

23. The IMF currently operates 17 RCDCs around the world, which have developed separately over the years. The term RCDC was introduced in 2016 when the then Managing Director Lagarde announced the establishment of the South Asia Regional Training and Technical Assistance Center (SARTTAC), the first center that would fully integrate TA and training (IMF, 2016a) and was used from 2017 onwards. Before 2016, the RCDCs were set up as focused either on training (RTCs) or technical assistance (RTACs).

24. In 2012, at the start of the evaluation period, the IMF operated seven RTCs:

- The Joint Vienna Institute (JVI), established in 1992 in Austria. Thirty-one countries in Central, Eastern, and Southeastern Europe, the Caucasus, Central Asia, and Iran are eligible for training.
- The IMF-Singapore Regional Training Institute (STI), established in 1999 in Singapore and also referred to as the Singapore Training Institute. Thirty-seven countries in the Asia-Pacific Region are eligible for training.
- The Joint China-IMF Training Program (CTP), established in 2000 in China. It was the result of a partnership between the People's Bank of China and the IMF and was succeeded in 2018 by the CICDC.
- The Joint Regional Training Center for Latin America (BTC), established in 2001 in Brazil. Training events at the BTC were targeted at Latin American government officials. The BTC was closed in 2020.
- The Joint India-IMF Training Program (ITP), established in 2006 in India. It was the result of a partnership between the Reserve Bank of India and the IMF, with support from Australia. It was succeeded in 2017 by the SARTTAC.
- The Joint Partnership for Africa (JPA), a collaboration with the African Development Bank (AfDB), established in 2010 in Tunisia. This collaboration was ended in 2017. The JPA's predecessor was the Joint Africa Institute (JAI), a collaboration between the AfDB, the World Bank, and the IMF, established in 1999 in Côte d'Ivoire. The JAI was closed in 2009.
- The IMF-Middle East Center for Economics and Finance (MECEF), established in 2011 in Kuwait. Its predecessor was the IMF-Arab Monetary Fund Regional Training Program (RTP),

established in 1999 in the United Arab Emirates. This program was superseded in 2011 by the creation of the MECEF and courses with the Arab Monetary Fund are now offered under the MECEF umbrella, not as a separate program.

25. With the closure of the CTP, the BTC, the ITP, and the JPA, only three of the seven RTCs in operation in 2012 remain today. During the evaluation period, the JVI, the STI, and the MECEF were complemented by three newly created RTCs: the Africa Training Institute (ATI), the SARTTAC, and the CICDC:

- The ATI was established in 2013 in Mauritius. Forty-five Sub-Saharan African countries are eligible for training.
- The SARTTAC was established in 2017 in India and offers training to Bangladesh, Bhutan, India, the Maldives, Nepal, and Sri Lanka.
- The CICDC was established in 2018 in China and trains primarily government officials from China, as well as from some other countries associated with the Belt and Road Initiative, a global infrastructure development strategy adopted by China.

26. While RTCs were originally established to provide training and RTACs to provide TA within a region, in practice RTACs also deliver training activities, mostly in the form of training components or specific training missions as part of TA engagements. ICD and other CDDs also organize multi-country classroom training at the Caribbean Regional Technical Assistance Center (CARTAC) and the Central America, Panama, and Dominican Republic Regional Technical Assistance Center (CAPTAC-DR), in the absence of a dedicated RTC in the region. Because of the absence of a dedicated RTC in the region, there are also courses offered at the Center for Latin American Monetary Studies (CEMLA) and the Association of Supervisors of Banks of the Americas (ASBA).

27. The 11 RTACs are the Pacific Financial Technical Assistance Center (PFTAC, established in 1993), the Caribbean Regional Technical Assistance Center (CARTAC, 2001), the African Regional Technical Assistance Center (AFRITAC) East (2002), the AFRITAC West (2003), the Middle East Regional Technical Assistance Center (METAC, 2004), the AFRITAC Central (2007), the Central America, Panama, and Dominican Republic Regional Technical Assistance Center (CAPTAC-DR, 2009), the AFRITAC South (2011), the Capacity Development Office in Thailand (CDOT, 2012), the AFRITAC West 2 (2013), and the Caucasus, Central Asia, and Mongolia Regional Capacity Development Center (CCAMTAC, 2021). The distinction between RTCs and RTACs will be discussed further in Section III.

28. As a result of the RCDCs developing separately over the years, there are important differences in terms of governance, size, and funding model between RCDCs. While most RCDCs are funded by a combination of member countries and external donors, the MECEF and the CICDC are fully funded by their host countries, Kuwait and China respectively. At the JVI, only

around 60 percent of courses are organized by the IMF, with the remainder organized by Austria and other training partners.

29. There are also geographical gaps, as well as overlaps, between the areas of operation of the RTACs and RTCs. Since the closure of the BTC in 2020, most South American countries are no longer covered by any RCDC, while European countries are covered by the JVI for training purposes but are not covered by any RTAC. Another case in point is the coverage of the MECEF, an RTC with 22 member countries, and the METAC, an RTAC with 14 member countries, which only partially overlap. Hence Somalia, a fragile state that requires substantial CD, is covered by the MECEF for training purposes but is not covered by any of the RTACs. In Asia, on the other hand, a number of countries are served by several RCDCs: while the CICDC covers training in China and the SARTTAC covers both TA and training in Bangladesh, Bhutan, India, Maldives, Nepal, and Sri Lanka, these countries are also eligible for, and have participated in, training organized by the STI. Annex II provides a comprehensive overview of the geographical coverage of RTCs and RTACs.

III. THE INTEGRATION OF TECHNICAL ASSISTANCE AND TRAINING

30. The integration of TA and training was an important objective for the IMF during the evaluation period. The 2011 Report of the Task Force on the IMF's Technical Assistance Strategy argued that while TA and training are different, there were important synergies given that both activities are often financed by donors and the implementation of TA advice often requires the acquisition of technical skills by country officials that training could provide (IMF, 2011b). Following the 2011 report, the 2013 CD strategy review argued that the integration of TA activities and training courses would enhance their effectiveness (IMF, 2013a).

A. The Evolution of Integrating TA and Training

Limited Progress Until the Establishment of ICD (2005 to 2012)

31. The 2005 IEO evaluation of IMF TA recommended the strengthening of the synergies between TA and training to enhance the effectiveness of TA, as the low level of skills in some agencies receiving TA was considered a constraint to TA effectiveness (IEO, 2005). The 2014 IEO evaluation update found that little progress was made between 2005 and 2011 in strengthening the synergies between TA and training (IEO, 2014).

32. The 2011 Report of the Task Force on the IMF's Technical Assistance Strategy similarly recommended that the synergies between TA and training should be better exploited, and specifically proposed the merger of OTM and the IMF Institute (IMF, 2011b). The report argued that potential synergies existed in terms of knowledge, fundraising, and locational economies of scale. As a result of this merger, ICD was established in 2012 with the explicit objective of defining an IMF capacity building strategy, including both TA and training, and ensuring that departments coordinate TA and training. ICD's mandate also included providing administrative

services for capacity building, coordinating fundraising, designing and coordinating processes for assessing the effectiveness of TA and training activities, designing its training curriculum in cooperation with other departments and continuing to provide training in the areas traditionally covered by IMF Institute, and reporting to the Executive Board⁹. In addition, ICD was tasked with overseeing the RTCs. While the RTACs are managed by the ADs in coordination with the CDDs, ICD's mandate included setting the processes to be followed and coordinating their reporting. There was also an understanding that over time, this network of RTCs and RTACs could evolve into a global network of capacity building centers. The 2013 CD strategy review noted that ICD was created partly because past TA and training review recommendations had not always been consistently implemented.

Greater Integration Becomes an Explicit Objective (2013 to 2017)

33. While the 2011 Report of the Task Force on the IMF's Technical Assistance Strategy recommended better realization of synergies between TA and training, the 2013 CD strategy review highlighted the greater integration of TA and training as an explicit objective (IMF, 2013a). Integration of TA and training was defined as better harnessing synergies between TA and training, and coordinating TA and training across departments or RCDCs. This translated into three practical recommendations: monitor the ATI's experience with integrating TA and training; seek opportunities to coordinate further TA and training, including enhanced communication across departments; and offer internal training that complements external training and TA so staff can support absorption of TA advice.

34. Further coordination of TA and training was to be achieved by including training in the RSNs and in the Resource Allocation Plan (RAP).¹⁰ Including both TA and training in the RSNs and the RAP was expected to improve interdepartmental coordination on TA and training and to allow ADs to take a more active role in the determination of training needs in their region. It would also allow earlier consideration of where training can support TA, with clear prioritization by ADs.

35. Following the 2013 CD strategy review, reforms in 2017 required the development and use of CSNs for heavy CD users¹¹ as a complement to the RSNs (IMF, 2018a). These CSNs are prepared by ADs through a structured dialogue with CDDs and should reflect consultations with the authorities on TA and training priorities.

36. Since the 2013 CD strategy review, the approach to integration of TA and training has also further evolved. While in the 2013 review integration of TA and training was viewed as better

⁹ For a discussion on CD governance, see De Lannoy (2022).

¹⁰ For a discussion on the allocation and prioritization of CD, see Towe (2022).

¹¹ A country is considered a heavy user of CD when annual CD spending is greater than US\$1.5 million for the most recent fiscal year (IMF, 2020a).

harnessing synergies between TA and training and coordinating across departments or RCDCs, staff interviewed for this paper viewed the integration of TA and training as moving towards eliminating the distinction between TA and training to the point where they become a continuum of CD delivery modalities. In the case of Ukraine, the combination of CD modalities was attuned to the nature of the projects and the needs and capacity of the counterpart institutions, and combined TA with both general and customized training (Everaert, 2022).

Developments from 2018 Onwards

37. The 2018 CD strategy review examined progress under the 2013 CD strategy and concluded that substantial overall progress had been made in addressing the 2013 recommendations on the greater integration of TA and training (IMF, 2018a). In particular, it noted that: the ATI and the AFRITACs had delivered substantial joint training; the SARTTAC, the first regional center jointly responsible for training and TA, was opened in 2017; training had been included in the RSNs and the RAP since 2017; and the IMF's internal staff Economics Training curriculum had been restructured in line with the restructured external curriculum, and some customized training was provided to desks of countries receiving external training.

38. The 2018 CD strategy review also considered the development of CSNs for all heavy CD users, as a complement to the RSNs, an emerging good practice but noted that the degree of interaction internally and with country authorities on CD issues remained inconsistent and dependent on the interest of individual mission chiefs and the availability of resources.

B. Responsibilities for Integrating TA and Training

Area Departments

39. The IMF's current country-centered approach to CD requires that ADs are in the lead on overall country engagement. Prior to the 2013 CD strategy review, ADs overall had a more limited role in CD and defined their TA strategy through RSNs. As a result of the 2013 review, RSNs were extended to also include training, to enhance the role of ADs in establishing country strategies and priorities for training in their region. The objective was that by including both TA and training in the RSNs, this would encourage all departments to consider how TA and training could be better aligned. Subsequent reforms went a step further and recommended, besides RSNs, to require ADs to develop CSNs, including both TA and training, for heavy CD users. Staff noted that country teams integrate CD requests with surveillance and program priorities in their CSNs, and that CD priorities are generally discussed with the country authorities before finalizing the CSNs. It remains unclear, however, how much influence countries have on the CSNs (Towe, 2022).

40. ADs' leading role on overall country engagement implies an important responsibility for mission chiefs and their country teams in integrating and coordinating TA and training. In practice, however, mission chiefs and country teams often have limited control over CDD's approval of TA and training, and the schedules of CD providers and the authorities.

41. Resident representatives are also part of the AD. At the end of 2020, the IMF had 94 resident representative offices (34 in Africa, 18 in Asia Pacific, 15 in Europe, 18 in the Middle East and Central Asia, and 9 in the Western hemisphere) and 2 regional permanent offices (IMF, 2021a). Out of the 94 resident representative offices, about 20 percent are local offices, without resident representatives. Resident representatives have the advantage of being geographically located in the recipient country. Therefore, they can play an important role in the identification, prioritization, design, implementation, follow-up, and coordination of training activities, as well as in managing key relationships with the authorities and external partners, including other training providers and donors. In practice, however, the intensity of engagement in CD, and particularly training, by resident representatives is uneven.

Regional Capacity Development Centers

42. RCDCs play a key role in the integration of TA and training, given that most of the TA and training, including ICD's multi-country classroom training, is delivered at or by the RCDCs (see Section V.A). However, as these RCDCs have developed separately over time, distinct strategies guided TA and training provided by different RTACs and RTCs. With the stated objective in the 2013 CD strategy review to foster greater integration of TA and training, the opening of the ATI in Mauritius was seen as an opportunity to experiment with a more integrated model of regional CD centers. The ATI was co-located with the AFRITAC South and is managed by the same director. It was believed that such integrated CD centers would yield benefits in terms of efficiency and enhanced geographical coverage, while facilitating the coordination of TA and training activities. Under this approach, over time, all TA and training activities would be aligned on a continuum of CD. However, while the ATI is co-located with the AFRITAC South and managed by the same director, the ATI's geographical coverage is larger than that of the AFRITAC South. As a result, the integration of TA and training for the countries not covered by the AFRITAC South still depends on the coordination between the ATI and the other AFRITACs.

43. In 2017, the IMF went a step further when it established the SARTTAC. The SARTTAC was the first (and to date only) fully integrated TA and training center, with an explicit dual TA and training mandate. However, this strategy was not followed with the creation of the CCAMTAC, which opened in February 2021. The CCAMTAC was established to provide TA and peer-to-peer workshops for Armenia, Azerbaijan, Georgia, Kazakhstan, Kyrgyz Republic, Mongolia, Tajikistan, Turkmenistan, and Uzbekistan, but classroom-type training will continue to be largely met by the JVI (for countries in Central Asia and the Caucasus) and the STI (for Mongolia).

44. The other RTACs and RTCs have so far not moved towards becoming formally integrated RCDCs (see Annex 2 for the geographical coverage of RCDCs). That does not mean that RTACs and RTCs do not coordinate or work together. RTACs increasingly complement TA with selected training. Resident advisors in most RTACs regularly conduct workshops and seminars on topics related to their core TA responsibilities and they participate in ICD-led training courses as counsellors in their area of expertise. Unfortunately, information on training as part of TA engagement is not always captured in the IMF's databases. RTACs also complement TA with

training with the support of RTCs. In the Middle East, the METAC and the MECEF collaborate closely on training to avoid duplication and to ensure effectiveness, and in Asia, the CDOT and the STI organize training activities together, whereby the STI works together with CDOT experts to tailor training to country-specific circumstances for the countries served by the CDOT.

ICD and the Capacity Development Departments

45. As mentioned earlier, ICD was established in 2012 with the explicit objective to define an integrated capacity building strategy and to ensure that departments coordinate TA and training. In its own CD delivery, however, ICD primarily focused on classroom and online training. The ongoing transformation of ICD from a traditional training department to a CDD (see Section V.A) is expected to bring its CD delivery more in line with that of other CDDs and strengthen the integration of TA and training in those CD areas for which ICD has responsibility.

46. CDDs are responsible for CD delivery, which allows them to integrate TA and training. Staff indicated that many, if not most, TA engagements include some sort of training component, which ranges from classroom-type training to on-the-job training, and even online training. For example, STA, the second largest training provider after ICD, uses videos from one of the Massive Open Online Courses (MOOCs) developed together with ICD during TA missions. These videos deal with many frequently asked questions, which allows for more focused interaction during in-person engagement. MCM collaborated with RTCs and RTACs to provide both TA and training. An example of this is the area of cybersecurity, in which MCM paired an expert in the field with an experienced financial sector trainer to address countries' needs through the PFTAC and the STI. In Georgia, STA and LEG have successfully integrated TA and training. As part of its CD activities, LEG organized training for the tax authorities on the application of new tax laws for capital market transactions and outreach seminars for market participants (Chopra, 2022). TA provided by STA has included the training of statistical officials in Saudi Arabia on methodology and compilation, as well as on data collection, compilation, and analysis in Somalia (Chopra, 2022).

C. The Approach of Other Training Providers

47. When it comes to the integration of TA and training, the other training providers interviewed for this paper (see Annex I) can be categorized in three broad groups.

48. There is a first group of training providers that mostly provide training and either no or limited TA, such as the Centre for Central Bank Studies (CCBS) at the Bank of England and the Financial Stability Institute (FSI) at the BIS. The CCBS mostly provides training and only a small part of their activities, mostly linked to the United Kingdom's Foreign, Commonwealth & Development Office, could be considered TA. The Financial Stability Institute only provides training. As a result, there is little or no scope for integrating TA and training.

49. The second group provides training through specific training institutes or departments, while TA is delivered by other departments. The type of training provided is mostly similar to ICD's multi-country training on core topics, with limited tailoring to country-specific circumstances. In such cases there is generally limited integration of TA and training. For example, while the Asian Development Bank Institute (ADBI) at the Asian Development Bank (ADB), the Inter-American Institute for Economic and Social Development (INDES) at the Inter-American Development Bank (IDB), and the Open Learning Campus (OLC) at the World Bank provide training, TA is provided by other departments. Integration of TA and training only occurs when they are asked to provide training components as part of specific TA engagements by the TA departments in their respective institutions.

50. Finally, the third group provides CD, without making an explicit distinction between TA and training. This third group views TA and training as a continuum of CD delivery modalities. Examples are the Centre for International Central Bank Dialogue (CICBD) at the Bundesbank and the Toronto Centre. Both CICBD and Toronto Centre follow similar approaches. Country requests and needs are discussed with the authorities and the decision to accept a CD request and which CD delivery modality is best, is based on in-house expertise, the availability of the right resources, and country-specific circumstances.

D. Assessment

51. The IMF's objective, as expressed in the 2013 and 2018 CD strategy reviews, and confirmed by IMF staff interviewed for this evaluation, is to move in the direction of the third group of training providers that views TA and training as a continuum of CD delivery modalities. Overall, this paper finds that while progress has been made in fostering greater integration of TA and training, challenges remain to achieve a full integration of TA and training.

52. The 2013 CD strategy review was the first prepared by ICD and the first to cover both TA and training. Assessed against the three practical recommendations of the 2013 review, progress was made. As mentioned above, the ATI and the AFRITACs have delivered substantial joint training, and the SARTTAC, a fully integrated RCDC, was opened in 2017; training has been included in the RSNs and the RAP for the period FY2017 and beyond, and in CSNs where they are prepared; and the Internal Economics Training curriculum has been restructured in line with the restructured external curriculum.

53. However, has this progress been sufficiently ambitious? Three findings from this evaluation suggest not:

- *Integrated RCDCs.* Limited progress was made in combining the operations of RTCs and RTACs. Most RCDCs are still de facto distinct RTCs and RTACs and will remain so for the foreseeable future, rather than become fully integrated RCDCs.

- *Comprehensive Country Strategy.* Coverage of training in the RSNs remains mostly general and high-level, containing limited strategic guidance for individual country strategies. The use and quality of CSNs is inconsistent, even for heavy CD users. As a result, training is not always ex ante integrated in country strategies.
- *The Role of Resident Representatives.* While resident representatives increasingly play an important role in the identification, prioritization, design, implementation, follow-up, and coordination of CD work, as well as in managing key relationships with the authorities and external partners, their involvement in training activities in practice is often quite limited and is seldom formally part of their mandate.

Integrated RCDCs

54. While the ATI and the AFRITACs have delivered joint training, IMF staff indicated that there were still challenges in fully integrating TA and training, and that even the combination ATI-AFRITAC South could not be considered an integrated RCDC like the SARTTAC. This is consistent with the findings of the 2017 external evaluation of the ATI, which found that the level of communication between the ATI and the different AFRITACs was not uniform (in particular the ATI-AFRITAC South coordination was better than with the other AFRITACs), and that the ATI could do more to support CD provided by the AFRITACs, e.g., by providing more customized training (Szilagi, 2017).

55. In addition, very little progress was made in formally combining the activities of the other RTACs and RTCs. In February 2021 the IMF opened a new RTAC, the CCAMTAC, which explicitly does not have a dual TA and training mandate, as training activities will continue to be delivered by two different RTCs, the JVI and the STI, thereby making the integration of TA and training more complex. Had the IMF decided to establish the CCAMTAC as a fully integrated, dual mandate RCDC, this would have implied moving the training activities for the CCAMTAC countries away from the JVI and the STI. Both the JVI and the STI are successful and highly regarded operations. Such a move would undoubtedly have upset the donors providing funding for both training centers. This illustrates some of the challenges of the IMF's organic and externally funded approach to decentralizing its CD through the growth of regional centers.¹²

56. Some IMF staff noted that it is easier for the RTACs to integrate TA and training given their mandate and their focus on single-country CD, than it is for the RTCs. The latter provide multi-country training which is harder to integrate with single-country TA. They also wondered whether it is necessary to modify existing RCDCs to foster greater integration of TA and training. The collaboration between RCDCs like the MECEF and the METAC, and the STI and the CDOT, shows that TA and training activities can be aligned and coordinated through collaboration between different RCDCs. This is true, but it requires different RCDCs, run by different directors, situated in different locations, and with a different geographic coverage, to collaborate

¹² For a discussion on external funding issues, see Stedman (2022a); and on IMF partnerships, see Radelet (2022).

effectively, which can be difficult and time consuming. And even when there is effective collaboration, such collaboration is limited to those countries which are served by both RCDCs.

57. Fully integrated RCDCs like the SARTTAC have some distinct advantages, including a clear dual mandate, not just *de facto* but also *de jure*, and the avoidance of geographical gaps between RTACs and RTCs. Also, the physical proximity of training providers and TA experts allows for better integration, collaboration, and exchange of ideas. Such cross-pollination helps tailoring training to region or country-specific circumstances and inform training activities by TA experiences. Moving from the existing, organically grown model of RTACs and RTCs to fully integrated RCDCs with consistent geographical coverage, would require a fundamental change in the current governance and funding model of RCDCs. Country authorities and IMF staff did not consider this a feasible option.

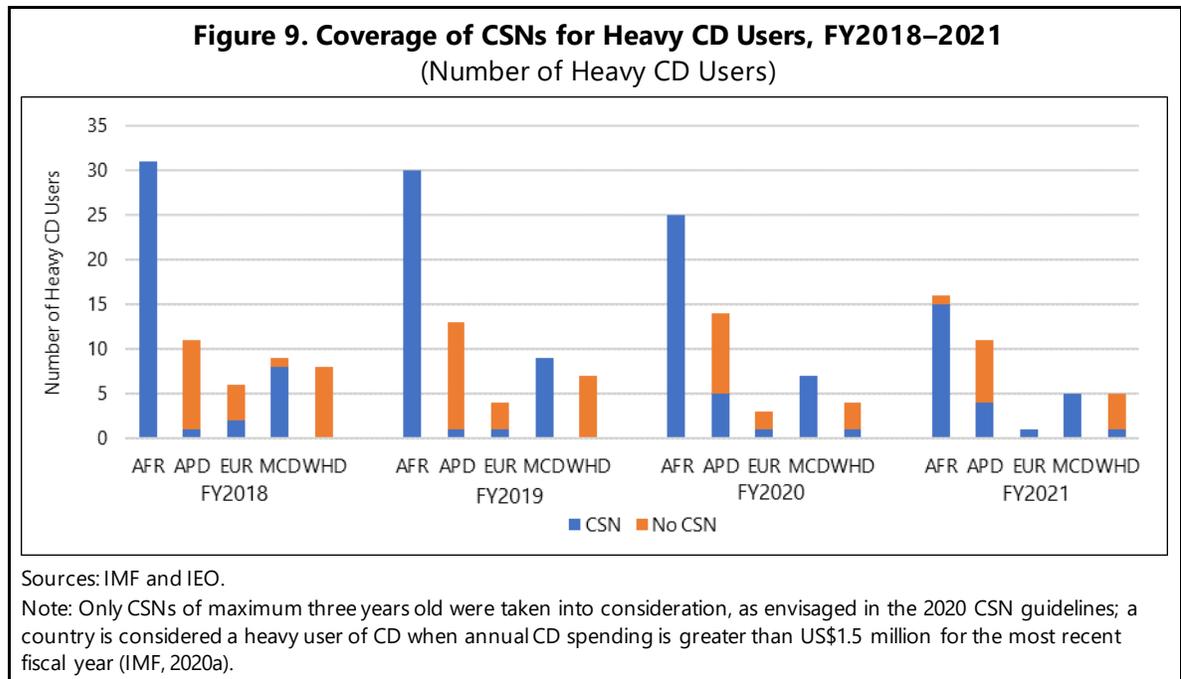
Comprehensive Country Strategy

58. In terms of embedding TA and training in comprehensive regional and country strategies, training has been included in RSNs since 2017. All RSNs for the period FY2021–2023 and FY2022–2024 contain backward, as well as forward-looking coverage of training, as well as on specific training modalities, including peer-to-peer learning. RSNs prepared by the African (AFR), the Asia and Pacific (APD), and the Western Hemisphere (WHD) departments provide additional discussion on training in a number of specific country cases. WHD's RSNs also mentioned the challenges related to the absence of a dedicated RTC or integrated CD center in the region. All RSNs for the period FY2022–2024 reported on the impact of the COVID-19 pandemic. However, given the heterogeneity of countries within the regions, coverage of training in the RSNs remains mostly general and high-level, containing limited strategic guidance for individual country strategies.

59. All ADs subscribe to the importance of integrating TA and training in their country strategies for CD. The idea behind CSNs is that in the process of preparing CSNs the views of the various stakeholders come together to help define a comprehensive strategy. However, CSNs are only required for heavy CD users, and even then, it is not a "hard" requirement that is enforced, so not all ADs prepare CSNs for each heavy CD user, let alone every country (Figure 9). AFR and the Middle East and Central Asia Department (MCD) make extensive use of CSNs, while APD, the European Department (EUR), and WHD only prepare CSNs for some countries within their region. That said, this does not necessarily mean that the respective country teams did not develop a CD strategy, but if they did, it was not in the format of a CSN.

60. Some IMF staff also noted that the quality of coverage of training in CSNs varies and that CSNs are sometimes used as a box-ticking exercise rather than a tool to integrate TA and training or develop a comprehensive strategy. An example of extensive coverage is the FY2018 CSN for Myanmar (17 pages) which provided information and guidance on both TA and training, including on how to better integrate TA and training. Similarly, the CSNs covering FY2019–2020 for Somalia (7 pages), a fragile state requiring high levels of CD, and FY2020 for Jamaica (13 pages), an

important CD user, provided information and guidance on both TA and training. CSNs prepared by AFR generally followed a more structured and consistent approach than those of other ADs, with guiding questions, including on the assessment of past TA and training. By contrast, some CSNs provided scant coverage of training. The CSNs covering FY2018 and following years for Ukraine were very concise (2–4 pages) and only mentioned TA, not training, despite Ukraine being a high user of training. The CSN covering FY2019–2021 for Saudi Arabia did not cover training either, despite Saudi Arabian officials having been active participants in training organized by the MECEF.



61. In addition, country teams are usually not aware of training requests ex ante. When authorities apply directly to RTCs like the JVI to participate in courses, this is not always known by the AD or country team. Generally, ADs and country teams are not involved in the application process for multi-country training. Authorities generally apply to multi-country courses organized by ICD or other CDDs at IMF Headquarters or at the RTCs using the IMF's Training Application System (TAS). Even when RTCs publish their multi-country courses on their RTC-owned websites, the applicant is directed to the IMF's TAS where they submit their application. As a result, ADs only become aware of training applications when they are informed by ICD. This suggests that not all training is embedded ex ante in a country strategy. This is mainly the case in countries that are relatively low TA users and is also partially due to weak coordination within member countries.

The Role of Resident Representatives¹³

62. There is no single, formal mandate on the role of resident representatives. Formally, resident representatives report to the mission chief. As a result, their role is mostly defined by the mission chief, as well as the authorities, which can differ substantially from one posting to another based on the resident representative's relationship with the mission chief and the authorities. The time and attention that resident representatives dedicate to CD, and in particular training, varies widely between resident representatives as a result of personal interest in CD and time constraints because of other priorities related to surveillance or program engagement.

63. Country officials and IMF staff noted that in practice many resident representatives, or a member of the resident representative's office, actively engaged with CD providers, participated in CD meetings when possible, followed up on CD recommendations and their implementation, and engaged with other CD providers on the ground to coordinate CD and avoid duplication. Resident representatives were usually involved in the selection process for training recipients and in coordinating in-country training but were less often involved in more in-dept activities such as selecting the training activities or delivering and following up on training.

64. Some country authorities and IMF staff argued that CD, and in particular the integration of TA and training, should be part of the resident representative mandate in a more formal and consistent way across ADs. Some terms of references mention their role related to TA only, while CD should in theory include both TA and training.

IV. MODALITIES OF TRAINING

65. During the evaluation period, the 2013 and 2018 CD strategy reviews argued that training should respond to member countries' needs and priorities. Training should therefore be sufficiently tailored to regional and country-specific circumstances, both in terms of delivery modality and content.

66. The 2013 CD strategy review recommended using advances in ICT to enhance the effectiveness and expand the delivery of CD. More specifically, to use advances in ICT to better adapt delivery to country needs, address unmet demands, reach more officials, and experiment with remote learning such as webinars to facilitate high-level peer-to-peer exchanges and to spread the IMF's institutional knowledge.

67. The 2018 CD strategy review made country-tailored CD delivery focused on implementation of CD and outcomes a key strategic objective for the next five years. Specifically, the review recommended to reinforce diagnostics on institutional capabilities, engage country authorities on institutional readiness, strengthen flexibility in delivery, facilitate communities of

¹³ The role of resident representatives is also discussed in Radelet (2022), in the context of coordination of CD across other providers.

practice and peer-to-peer learning, and experiment with new technologies. To strengthen the flexibility in delivery, the review specified the need for less emphasis on classroom-based training of diverse groups of officials and more emphasis on online training and tailoring classroom training by targeting similar groups of officials or customizing delivery to a specific organization to carry out policy functions. It also recognized the importance of delivery in languages other than English.

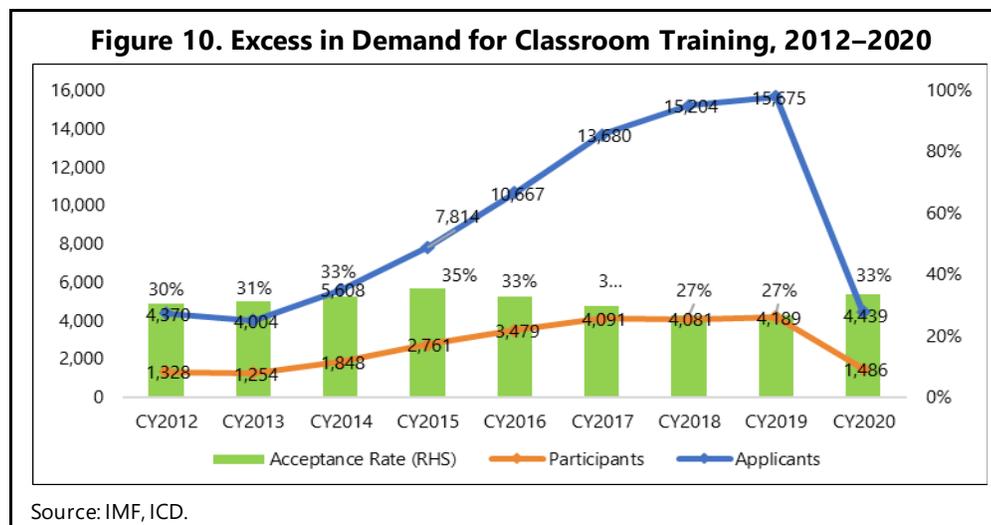
68. In light of these strategic objectives, this section describes and assesses how training delivery modalities have evolved, while Section V focuses on the tailoring of training content.

A. Overview of Training Modalities

In-Person Training

69. During the evaluation period, and until the start of the COVID-19 pandemic, the bulk of IMF training has been in-person training, consisting of both classroom training and workshops (Figure 3).

70. Even as the IMF increased its supply of multi-country classroom training during the evaluation period, demand has continued to outstrip supply (Figure 10). This was the case for ICD classroom training (excluding by-invitation-only courses), as well as for classroom training delivered by other CDDs and the RTCs with external partners.



71. For ICD-delivered courses, selection criteria include current job responsibilities, education, past training performance, completion of prerequisites, and country characteristics. The selection process is multi-layered and evaluates the profile of each candidate based on predefined criteria. Some candidates are disqualified early, and the rest are evaluated and ranked by the respective ADs and resident representatives. A training applicant's full profile, including the evaluation by the AD and the resident representative, is reviewed by the training assistants

and course leads, who make the final decision. For courses delivered by other CDDs or the RTCs with external partners, the selection process is similar but with some variation across CDDs and RTCs (e.g., not all consult ADs or resident representatives). They may also conduct a test to validate language proficiency.

72. As mentioned in Section II, training demand is not constrained by cost considerations, given that training is provided free to recipients. Free access to in-person training is not the only driver explaining excess demand, however. Those interviewed for this paper painted a generally positive view of the IMF's external training, while indicating possible areas for improvement. This is consistent with the survey of stakeholders for the 2018 CD strategy review, in which CD recipients expressed a positive degree of satisfaction with the IMF's multi-country classroom training, though with scope for improvement (IMF, 2018d). Based on surveys of training recipients, the overall satisfaction with in-person training averaged over 4.6 out of 5 in every year during the evaluation period (Table 1).

	CY2012	CY2013	CY2014	CY2015	CY2016	CY2017	CY2018	CY2019	CY2020
All departments	4.65	4.65	4.65	4.67	4.70	4.70	4.69	4.64	4.61
Of which:									
ICD	4.72	4.66	4.65	4.68	4.70	4.70	4.71	4.63	4.61
STA	4.68	4.69	4.66	4.59	4.64	4.68	4.52	4.83	-
FAD	4.25	4.60	4.60	4.70	4.90	4.77	4.75	4.80	-
MCM	4.35	4.37	4.47	4.55	4.72	4.58	4.63	4.74	4.60
LEG	4.55	4.60	4.73	4.63	4.58	4.70	4.64	4.66	-

Source: IMF, PATS database.
Note: As ICD was only established in 2012, data for the IMF Institute for CY2012.

73. Single-country training, including classroom training and workshops as well as targeted training linked to TA, has also grown, including as a result of the increasing integration of TA and training (see Section III). Over the medium term, ICD expects the share of single country training to continue to increase as training further evolves toward increased regional customization, achieved in cooperation with the RCDCs and ADs. At the same time, the share of workshops is expected to further increase to support tailoring for predefined groups of officials. Particularly the RTACs have been actively using workshops with a hands-on training component in their CD delivery.

Virtual Training

74. Virtual training is defined as synchronous web-based training in which the trainer and the training participant are present at the same time, thereby providing instruction and interaction in real time. The use of virtual training before the pandemic was limited (Figure 3), nor was virtual training specifically mentioned in the 2013 or 2018 CD strategy reviews, or ICD's (pre-pandemic) 2020 CD strategy (IMF, 2020b). The IMF mainly used customized webinars and web conferences to reach member country officials or other audiences in dispersed locations or locations with security concerns, like e.g., Somalia (Chopra, 2022). It used virtual training in both directions:

e.g., ICD has used video conferencing to bring ICD trainers and experts from other countries in the region to the classroom in both the STI and the SARTTAC.

75. As a result of the pandemic, virtual training grew exponentially in 2020 and 2021, when in-person courses at IMF Headquarters and in the RCDCs were cancelled, and selected courses were delivered virtually. All interviewees indicated that both the IMF and training recipients transitioned relatively fast to the virtual format. Training content was adapted too: staff understood that it would be impossible to deliver virtual courses in the same way as in-person courses and trimmed the duration and the material.

76. Internet connectivity was a challenge for virtual training. In Sub-Saharan Africa, the five AFRITACs, the ATI, and resident representatives supported some authorities in obtaining access to more reliable internet connectivity for its key staff, including through mobile routers (cellular 3 or 4G USB devices). In the South Pacific, the PFTAC used the network of campus facilities of the University of the South Pacific to provide a combination of virtual and in-person training events.

77. To help share experiences in virtual TA and training delivery and distill best practices, an interdepartmental working group was created in 2020 and brought together representatives of the CDDs, Information and Technology Department (ITD), and Office of Innovation and Change (OIC). The Virtual CD Delivery Working Group discussed how to best enable the delivery of virtual TA and training by identifying and addressing priority challenges in a coordinated way and disseminating best practices and tools across the IMF. It also launched an internal Virtual CD Community of Practice on CD Connect. As part of its contributions to this interdepartmental working group, ICD prepared guidance notes—"Instructional Design Approach for Virtual Delivery of CD" and "IMF Training Delivery: Lessons Learnt and the Way Forward", to facilitate the delivery of virtual training.

78. Despite these efforts, both staff and training recipients acknowledged that there was still some disruption in training delivery. In the case of Sri Lanka, a combination of poor internet access and time zone differences reduced the effectiveness of webinars and virtual training courses (Citrin and Legg, 2022).

79. Post-pandemic, the use of virtual training is expected to continue, accompanied by a gradual return to in-person training starting with priority areas. Authorities and staff, as well as other training providers interviewed for this paper believed that also in the medium to longer term, virtual training will be far more prevalent than before the pandemic thanks to experience acquired with virtual training during the pandemic and its cost-effectiveness (see Section IV.C). They did not, however, consider virtual training as a full substitute for in-person training.

Online Training

80. Online training is defined as asynchronous web-based training that can be taken independently by training participants without the presence of the trainer. Online training, as opposed to virtual training, does not provide instruction and interaction in real time.

81. The IMF online learning program as we know it today was established in late 2013. Before 2013 the use of online training was limited. The first distance learning course, a Financial Programming and Policies (FPP) course, combined online and in-person training. It was delivered in FY2000 and combined 9–10 weeks of web-based asynchronous instruction with a two-week residential segment at IMF Headquarters. The IMF offered the course four times a year in English and French. While the course included many online elements, it was not fully web-based and the residential segment at IMF Headquarters and the communication taking place by email still required intensive use of instructor time. As a result, the course was restricted to government officials from selected agencies in member countries.

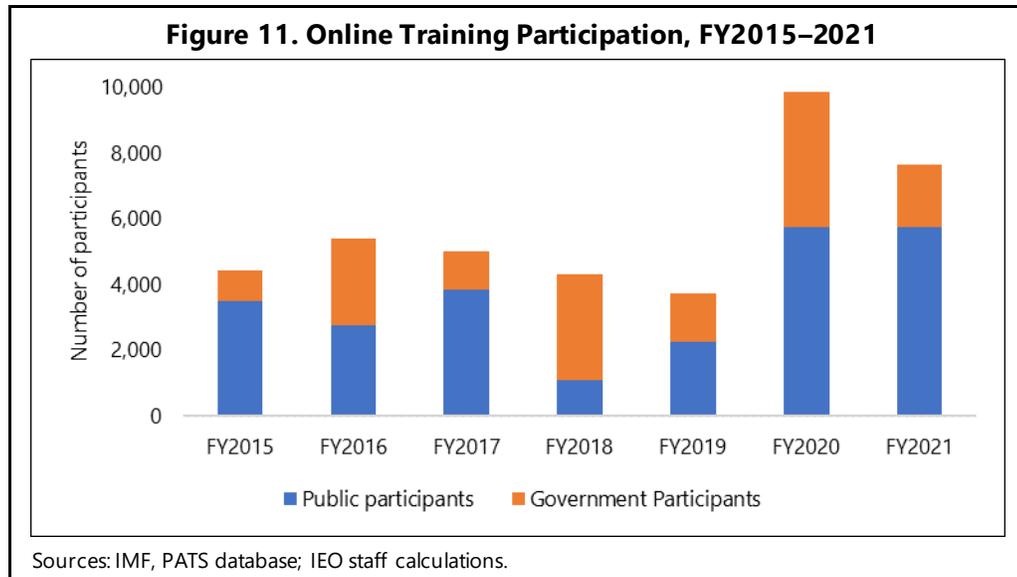
82. The IMF's online learning program established in 2013 was made possible as a result of a partnership with edX¹⁴ and financial support from Japan. Its objective was to deliver knowledge more effectively by offering a combination of online and in-person courses and to make IMF courses more accessible, not just for eligible officials, but also for the general public, through MOOCs. The 2013 CD strategy review argued that online training could enhance the effectiveness of face-to-face training, implying some sequencing, and facilitate the integration of TA and training by bringing relevant training to TA recipients.

83. During the evaluation period, online training expanded rapidly, from zero percent to almost 36 percent of total training (expressed in participant weeks) in 2019, the year before the pandemic (Figure 3). ICD has progressively made online courses available year-round, on a self-paced basis, and has increased the training offer in other languages than English, which has increased participation of non-English speakers, including in fragile states. According to the IMF's website, since 2013, and as of May 2022, over 140,000 active participants from 199 countries have taken online courses. While at the start participants in online training were all government officials, the share of participants from the general public grew rapidly and they now make up the majority of online training participants (Figure 11).

84. The cost of developing MOOCs has varied inter alia as a result of technological advances and the need to remain up to date with industry standards, as well as the size of courses. It generally takes six to ten months to develop an online course and depending on the length and complexity of the course, the cost to develop a MOOC has ranged between US\$500,000 and US\$900,000. This include all developing and production cost, of which the largest portion is attributed to IMF staff (US\$300,000 to US\$600,000) involved in the development of the course.

¹⁴ edX is a nonprofit online learning initiative founded by Harvard University and the Massachusetts Institute of Technology, to offer online training.

While the initial costs of developing MOOCs can be large, there are economies of scale as the number of learners that can benefit from a MOOC is virtually unlimited, and some of the most popular online courses offered by the IMF have trained over 10,000 participants.



85. Other CDDs and ADs have been looking into transitioning in-person training to online training too. To achieve this, an Interdepartmental Group on IMF Online Training, composed of ICD (chair), ITD, Corporate Services and Facilities Department (CSF), and Communications Department (COM), was established in November 2018 to develop an institutional framework for online learning and propose technical solutions to accommodate the different needs of departments and end-users, and monitor implementation. Since its inception, the group has met several times and has endorsed and implemented a number of guidelines and policy documents in the development of IMF online courses, like “Guidelines for Production and Dissemination of IMF Microlearning Videos” (2020) and “IMF Online Course Design Guidelines” (2021). Virtual training is outside the scope of the Interdepartmental Group on IMF Online Training (see the previous section on Virtual Training).

86. Looking ahead, ICD aims to further improve its online training offer by making online courses more modular and more interactive, and by increasing customization. Based on feedback from online training participants, ICD is participating in the current capital project Fund Integrated Training Solution (FITS). FITS aims to provide the IMF with modern, industry standard tools that allow for more modularity and interaction, as well as increased customization without increasing resource cost or reducing supply. The expected flexibility should allow online training participants to mix and match various online training materials and would allow for better blending of online training components with other training modalities. At the same time ICD anticipates continuing to offer MOOCs in partnership with edX, given the large supply of courses already on the platform and the low relative cost of maintaining the partnership.

87. In addition to its online training offer, the IMF uses websites, blogs, apps, educational videos, podcasts, and social media to disseminate knowledge to the general public. For example, ICD launched a learning channel on YouTube in 2020, offering short and targeted on-demand microlearning videos, with over 10,000 subscribers as of May 2022 and growing. The IMF has a YouTube channel too since 2006, with microlearning and informational videos covering a variety of topics. Views of individual videos range from a few hundred views to several hundreds of thousands, depending on the topic.

Peer-to-Peer Learning

88. The IMF is well placed to promote peer-to-peer learning in light of its global membership and regional presence through the RCDCs.¹⁵ The 2013 CD strategy review refers to peer-to-peer exchanges and the development of cross-country networks of country officials, particularly in the framework of regional training delivery. The 2013 review also recommended to experiment with webinars to facilitate high-level peer-to-peer exchanges. Several such webinars were organized, e.g., with chief economists in the Western Hemisphere region in 2014–2015.

89. ICD and CDDs facilitate peer-to-peer learning through workshops by bringing together participants from member countries, staff, and outside experts. In the case of Senegal, a series of peer-to-peer learning activities were organized from 2015 onwards between Senegalese officials and their peers from Mauritius, Seychelles, and Morocco (Legg and Sembene, 2022). Another way of peer-to-peer learning is through “professional attachments”, whereby officials from one country are “attached” to a peer organization in another country to learn from their example and experiences. The AFRITACs have been expanding peer-to-peer learning through such attachments, like in Liberia, where the AFRITAC West 2 helped the Central Bank of Liberia learn from Nigeria’s experience on monetary policy (Legg and Sembene, 2022).

90. As part of the objective to tailor CD to regional or country-specific circumstances, the 2018 CD strategy review states the objective of facilitating peer-to-peer learning and communities of practice and argues that the IMF can position itself more decisively as a knowledge hub and convener on CD topics, building on the strong networks of CDDs in their areas of expertise. It also notes that the IMF should continue to catalyze regional engagement through peer-to-peer workshops, particularly by leveraging its network of RCDCs. ADs have recognized in their RSNs that peer-to-peer learning has proven to be an effective training

¹⁵ The IMF defines peer-to-peer learning as the facilitation of peer-to-peer engagements, through which officials from beneficiary country learn from peers in one or more countries, under the supervision of, and with complementary guidance from, IMF staff. This definition includes the facilitation of communities of practice, study tours (during which beneficiary country officials visit officials of a peer country), and internships (in which high potential junior staff from a beneficiary country is assigned to work in an IMF office on a specific topic for a predetermined period). Communities of practice are another form of peer-to-peer learning. These are groups of people who engage in a process of collective learning in a shared domain (Wenger-Trayner and Wenger-Trayner, 2015). There must be a clearly defined shared domain of interest, community of practice members must interact with and learn from one another through joint activities, and they must be practitioners in their respective fields.

modality, and they have indicated they want to make greater use of peer-to-peer learning going forward. However, while the IMF systematically reports, and provides data on in-person and online training, this has not been the case for peer-to-peer learning.

B. Other Training Providers

91. Before the pandemic, some other training providers provided in-person training only, like the CICBD at the Bundesbank, the International Academy for Tax Crime Investigation at the OECD, the CCBS at the Bank of England, the International Training and Assistance Program at the Federal Reserve System, and the Toronto Centre. The others used a combination of delivery modalities, including in-person training, online training, and in some cases also virtual training (see Annex 1). The other training providers also offered peer-to-peer learning opportunities, including those training providers that offer mostly online training and only limited in-person training like INDES at the IDB and OLC at the World Bank. For example, OLC provides peer-to-peer learning opportunities through WbC Connect (an online forum that allows people to connect with experts and peers around the world, share knowledge, and exchange ideas) and via facilitated structured virtual courses with active discussion among experts and peers.

92. Like the IMF, the other training providers canceled in-person training as a result of the pandemic and replaced it with alternative virtual and/or online training activities. The impact was largest on those training providers that only offered in-person training pre-pandemic, as they had to adapt to the new environment with no or limited experience with virtual and/or online delivery modalities. An example of this is the Toronto Centre, which converted all of its training programs to the virtual mode and since March 2020 has delivered over 180 virtual capacity building programs. For others, like INDES at the IDB and OLC at the World Bank, the impact was limited, as the share of in-person training in their total training delivery was already small pre-pandemic.

93. Going forward, most other training providers saw lasting impact of the experience during the pandemic and agreed that post-pandemic the share of virtual and/or online training is expected to remain higher than pre-pandemic as a complement to in-person training, thanks to familiarity acquired with virtual and/or online training during the pandemic and their cost-effectiveness (see Section IV.C). Even those training providers that only provided in-person training pre-pandemic could envisage a shift towards in-person training activities complemented with some virtual engagement.

C. Assessment

94. During the evaluation period the IMF made good use of advances in ICT to adapt its delivery modalities to country needs, address unmet demand, and expand its reach. It did so most dramatically during the pandemic, when the IMF had to show considerable agility in adapting its delivery modalities as a result of the restrictions to in-person training. As a result, in the span of less than a decade the range of training delivery modalities broadened from an

almost exclusive use of in-person training to include a robust offer of online training, a rapid expansion of virtual training that is set to outlast the pandemic, and more use of peer-to-peer learning. Compared to the other training providers, the IMF's range of training modalities is either wider than that of those that only offered in-person training pre-pandemic or on par with that of those who use a combination of in-person, virtual, and online training to meet the training needs of its membership.

95. Three key findings emerged from this evaluation:

- *Online Training.* Online training is not a substitute for in-person training. It is a complement, whereby online training works best for more general, non-country specific topics and concepts and/or to allow participants to reach a certain level of proficiency before taking more specialized, in-person courses.
- *Virtual Training.* While the transition from in-person training to virtual training during the pandemic was relatively fast and efficient, there were also important constraints. Like online training, virtual training is therefore a complement, not a substitute for in-person training.
- *In-person Training.* Despite the cost benefits of online and virtual training, there remains a role for in-person training. In-person training works best for more advanced, specialized, and/or customized or tailored topics; in low-capacity situations (e.g., fragile states) where adaptability and real-time support can be key for success; and for peer-to-peer learning.

Online Training

96. The IMF, as well as several other large training providers (see Section IV.B and Annex I), have introduced online training to benefit from its many advantages. Online training's reach is limited only by technical considerations, which has allowed the IMF to reach a much larger audience. The fact that online training can in principle be taken anytime, anywhere, makes it a substantially more flexible training modality for IMF training participants than for instance in-person training. It can also be very cost-effective, as there are no travel or accommodation costs for instructors and/or participants.

97. However, some of the other training providers have opted not to develop an online training offer, for three main reasons. First, online training is relatively costly to develop and update on a regular basis, especially if offered in more than one language, so it is only cost-effective on a sufficiently large scale. Second, given the upfront investment and scale needed, online training does not always lend itself well to customization and/or tailoring to region or country-specific circumstances. And third, while it is possible to organize an online community (e.g., through forums) to exchange and interact, in interviews for this evaluation both training providers and recipients indicated that it does not provide the same level and quality of interaction as in-person training.

98. As a result, country officials and training providers, including IMF staff, considered online training a complement, not a substitute for in-person training. Online training works best for more general, non-country specific topics and concepts and/or to allow participants to reach a certain level of proficiency before taking more specialized, in-person courses. The 2017 external evaluation of ATI expressed similar sentiments (Szilagi, 2017). Country officials and other training providers also argued that online training could be used as a (soft or hard) prerequisite for interactive training, as some training providers already do. This is consistent with the survey of stakeholders for the 2018 CD strategy review: the most frequently chosen response to increase the impact of IMF training, was to require the completion of online training as a prerequisite for the training course itself.

Virtual Training

99. The pandemic forced the IMF and other training providers to cancel almost all in-person training and massively expand virtual training. Virtual training shares many of the advantages of online training in terms of reach and cost-effectiveness. It has the added benefit that live webinars and video conferences allow for real-time support and/or interaction between instructors and participants.

100. However, while country officials and training providers, including the IMF, recognized that the transition from in-person training to virtual training during the pandemic was relatively fast and efficient, there were also important constraints to virtual training. Internet connectivity was one of the most important ones in some developing and emerging economies, where reliable internet could not always be guaranteed in the office, let alone in situations where people were forced to work from home. Another one was meeting fatigue due to the duration and high number of virtual meetings. Country officials and training providers also mentioned that while virtual networking and community building worked relatively well in cases where participants, or at least some participants, had met in-person previously, they saw increasing challenges over time in the total absence of in-person contacts.

101. Preliminary analysis of survey results from training recipients collected by ICD showed that learning gains and course satisfaction have decreased since the start of the pandemic and the transition from in-person to virtual training (IMF, 2021c). This was particularly the case for fragile states and low-income countries with connectivity issues. As experience with virtual training progressed over time, learning gains and course satisfaction improved. The IMF, as well as most other training providers, therefore, see a continued role for virtual training beyond the pandemic, but as a complement, not a substitute to in-person training.

In-Person Training

102. The drop in in-person training as a result of the pandemic and the benefits of online and virtual training has caused some training providers to reflect on the rationale for continued in-person training. Compared to online and virtual training, in-person training is inflexible,

requiring a commitment by both instructors and participants to a specific time, duration and place.¹⁶ For example, one of the complaints expressed by supervisors in the 2017 external evaluation of the ATI was the length of regular, in-person courses being too long. ATI training participants from their side complained about the dominance of classroom-type training over more interactive modes of training like workshops and peer-to-peer discussions. In addition, security concerns in some countries hamper the delivery of in-person training for the IMF and other training providers.

103. At the same time, country officials and training recipients have expressed strong appreciation and continued support for in-person training, and in particular for in-person training delivered by the IMF. In the case of Moldova, in-person training organized by the JVI is highly rated and the National Bank of Moldova is considering use of the ICD curriculum in a systematic manner for staff development (Everaert, 2022).

104. Three characteristics of IMF in-person training speak in favor of its continuation: the possibility for instructors and participants to network, forge relationships, and build communities; adaptability, which allows to adapt the course when specific issues arise; and customization and tailoring to region and country-specific circumstances. Country officials and training providers also recognized the value of in-person training when facing constraints (e.g., limited absorptive/implementation capacity, lack of political support, reform fatigue).

105. In-person training, and especially multi-country in-person training, plays an important role in peer-to-peer learning and developing communities of practice. While the IMF does not systematically report and provide data on its peer-to-peer learning activities, interviewees, as well as the 2017 external evaluation of the ATI, stress the value that training recipients attach to opportunities for peer-to-peer learning, urging the IMF to enhance such opportunities. Successful peer-to-peer learning and communities of practice require that participants meet both intentionally and in person. This does not preclude virtual meetings, especially once communities of practice have been established. But overall, country officials and training providers argued that it is difficult to network, forge relationships, and build a community based on virtual interactions alone.

106. In light of the above elements, country officials, IMF staff, and the other training providers that offer in-person training, believed that in-person training is the preferred modality for more advanced, specialized, and/or customized or tailored topics; in low-capacity situations (e.g., fragile states) where adaptability and real-time support can be key for success; and for peer-to-peer learning.

¹⁶ While virtual training still requires a commitment to a specific time and duration, the absence of a need to travel renders virtual training more flexible than in-person training.

V. TAILORING OF TRAINING CONTENT

107. The previous section focused on training delivery modalities. This section focuses on tailoring training content to region or country-specific circumstances. While the 2011 Report of the Task Force on the IMF's Technical Assistance Strategy noted that training, unlike TA, did not aim at providing advice directly to specific countries and instead mostly used a regional approach (IMF, 2011b), the 2013 CD strategy review emphasized the importance of a regular dialogue with member countries to keep training relevant to country needs and reflect regional diversity (IMF, 2013a). And as explained in Section IV, the 2018 CD strategy review identified a country-tailored CD delivery focused on implementation of CD and outcomes as a key strategic objective for the next five years (IMF, 2018a).

A. Evolution in Tailoring of Training Content

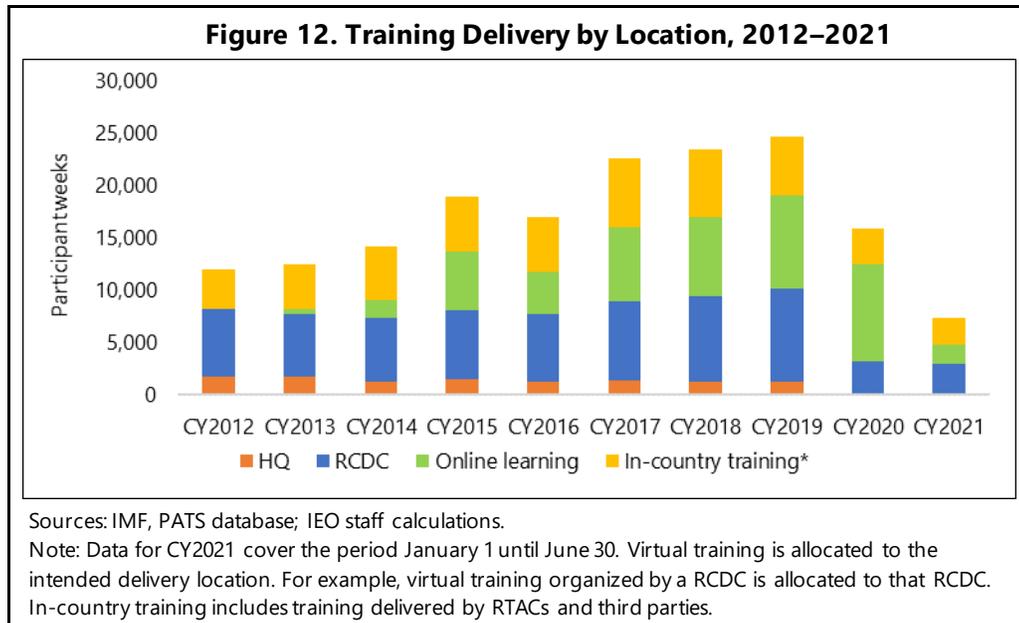
108. Tailoring of training content requires in-depth knowledge and understanding of region or country-specific circumstances, access to region or country-specific data, and often also in-depth knowledge and understanding of the specific institutional setup in a particular region or country. Two key developments had a significant impact on the tailoring of training content to region or country-specific circumstances: the decentralization of IMF CD generally, and the transformation of ICD from a department delivering multi-country training to one also delivering country-specific TA and training.

The Decentralization of CD

109. Before 1992, multi-country training was delivered at or from IMF Headquarters and was mostly general in nature with limited tailoring to region or country-specific circumstances. An important change occurred in the early 1990s when the former centrally planned economies of Central and Eastern Europe started a transition to become more market-based economies. Recognizing the need for training and the specific challenges facing Central and Eastern Europe, the IMF, together with the Austrian authorities, established the JVI in 1992 as a temporary training center to provide training to officials and managers from former centrally planned economies to assist them with the transition. Ten years later, in 2002, the IMF and Austria turned the JVI into a permanent training institution in light of the continued high demand for training.

110. The establishment of the JVI set in motion an important process of decentralization of the delivery of both TA and training (see Section II.B for further details and developments during the evaluation period). With the establishment and expansion of the number of RTCs, multi-country training was increasingly delivered outside IMF Headquarters. As a result, the share of total training delivered at IMF Headquarters declined to 14.9 percent in 2012 and further to 5.2 percent in 2019, the year before the COVID-19 pandemic (Figure 12). Proximity to training recipients in the region was one driver for this, but more importantly, while the coverage of multi-country training remained global, the focus of training delivered in the RTCs became more regional, taking better into account region-specific circumstances. A similar process occurred

with the establishment and expansion of the number of RTACs, which increasingly delivered training as part of TA engagements, in the region and in the member countries within their region.



111. In-person training in a specific region or country allowed for enhanced tailoring or customization through the use of region or country-specific data and taking into account region or country-specific circumstances. It also allowed for enhanced tailoring by focusing on specific aspects and/or level of specialization. Customization further increased with the expansion of resident advisors in the field, who play a role in helping ICD and CDDs tailor training and for who a big part of their job is training people on-the-job. In the case of Nigeria, a resident advisor played a key role in encouraging the AFRITAC West 2 to develop courses for the Central Bank of Nigeria’s International Training Institute, which now delivers most of the AFRITAC West 2’s training for Nigeria, as well as more generally for the region on financial issues (Legg and Sembene, 2022). In Georgia, a resident advisor for tax administration has organized workshops for the Georgia Revenue Service and advised on training needs related to using the Tax Administration Diagnostic Assessment Tool (TADAT) methodology (Chopra, 2022). Finally, decentralization has helped increase the availability of training in languages other than English.

112. The decentralization of CD has its own challenges. First, the geographic coverage of RCDCs and resident advisors has important gaps (see Annex II). For the countries not covered by RCDCs (mainly in South America), regional customization is done by IMF Headquarters-based staff. Second, there is the challenge of quality control, or how the IMF can ensure that the training delivered by different RCDCs around the world is of uniform high quality. This has been addressed through supervision and backstopping from IMF Headquarters: resident advisors on the ground are supervised and backstopped by the CDDs, while the training providers in the RTCs are supervised and backstopped by ICD, or occasionally, one of the CDDs.

113. Supervision and backstopping by ICD has evolved over time. RTC directors report to ICD but have direct authority over the long-term experts at the center. As a result, some of the backstopping was done directly by RTC directors. However, following the finalization of the review and restructuring of its classroom training curriculum in 2017, ICD clarified that all RTC training activities should be associated with a CDD and that the activities would be backstopped by that CDD. As a result, RTC staff providing training activities within ICD's area are supervised and backstopped by ICD, while RTC staff providing training activities developed with other CDDs are backstopped by those CDDs.

The Transformation of ICD into a CDD

114. The second key development that has an impact on the tailoring of training to region and country-specific circumstances is the ongoing transformation of ICD from a department delivering only multi-country classroom training to also providing country-specific CD as a CDD. The targeted TA-linked training provided by the CDDs was more tailored to region and country specific circumstances than ICD's. While the CDDs also provide training in collaboration with ICD as part of ICD's training program, most of their training is specialized and focused on their area of expertise, and often delivered as part of TA missions. More than ICD's training program, CDD training was provided in response to a specific problem or recommendation facing a country. The decentralization of CD discussed earlier allowed CDDs to benefit from the expertise of the experts in the region or in the country when tailoring training.

115. In response to the 2018 CD strategy review's strategic objective to deliver country-tailored CD focused on implementation, ICD identified two ways to enhance the tailoring of training in terms of content:

116. First, ICD started supporting countries directly in building their institutional capabilities for macroeconomic policymaking. TA in this area had been provided by a combination of FAD, MCM, and RES, but ICD considered that this had resulted in gaps in provision of CD in an area central to the IMF's remit. Previously, when country officials approached ICD with questions related to macroeconomic policymaking, ICD would propose that country officials participate in one of its Financial Programming and Policies (FPP) courses, which explain how to diagnose macroeconomic imbalances and address them through a coordinated set of adjustment policies. While based on country case studies, the FPP course materials are not easily adaptable to different country circumstances, nor was the course adapted to the needs and priorities of the country requesting help in developing macroeconomic frameworks. As a result, ICD decided to complement the FPP course with country-specific TA on macroeconomic frameworks. Since 2017, ICD has increasingly delivered TA on macroeconomic frameworks and has been developing new financial programming models and tools that are better adapted to countries' needs, priorities, and circumstances. For instance, in Georgia, ICD has been involved in a multi-year project that combines TA and training, including customized training to the staff of the Ministry of Finance, Ministry of Economy, and Parliament in macroeconomic analysis (Chopra, 2022).

117. Second, ICD continues to customize its classroom training in cooperation with the RTCs. Its courses are often delivered with the help of RTC-based staff who focus on regionalization of the course material to ensure that the courses are useful for the participants. Eighty percent of each course now follows a structured curriculum, and the rest uses e.g., country case studies from the respective region. For example, the CICDC has been very successful in tailoring training to China's needs and priorities and the focus on tailored training is a key pillar of the IMF's CD relationship with China (Legg and Sembene, 2022). Courses delivered at the SARTTAC have also been tailored to the six countries in the region. Customization is done both proactively and reactively, based on the feedback from training participants about ways to improve the course.

B. Other Training Providers

118. Amongst the other training providers looked at for this paper (see Annex I), there are two main groups when it comes to the tailoring of training content.

119. The first group provides training with no or limited customization or tailoring to country-specific circumstances like the ADBI at the ADB, the CCBS at the Bank of England, the FSI at the BIS, the International Academy for Tax Crime Investigation at the OECD, the International Training and Assistance Program at the Federal Reserve System, and the OLC at the World Bank. They mostly provide general training on core topics and general training tailored to region-specific circumstances. Training customized or tailored to country-specific circumstances is only offered exceptionally or is only a small part of their training offer. For instance, OLC occasionally offers online training for customized country programs when specific budget is available and with the participation of country-level centers of excellence.

120. The second group offers training customized or tailored to country-specific circumstances on a more regular basis. Like the IMF, they offer a combination of general training and training tailored to region or country-specific circumstances. Examples are the African Development Institute (ADI) at the AfDB, the CICBD at the Bundesbank, INDES at the IDB, the Global Relations Programme in Taxation at the OECD, and the Toronto Centre.

121. Unlike the IMF, the other training providers do not operate a broad regional network of training centers. Only the International Academy for Tax Crime Investigation at the OECD operated three regional centers in Buenos Aires, Nairobi, and Tokyo, besides their main training center in Ostia. That said, in-person training is often provided in the region or country of the recipient. One example is ADBI, which organized around half of their training in their training center in Tokyo, with the other half organized in various locations in the region. Similarly, the International Training and Assistance Program at the Federal Reserve System combines training offered at Federal Reserve locations in the United States with training organized in specific regions together with local partners. Toronto Centre on the other hand primarily organized training in the recipient's country, as well as in collaboration with regional organizations.

122. The other training providers mostly use regional partners or experts from the region to tailor their training to region or country-specific circumstances. The World Bank and regional development banks like the AfDB, the ADB, and the IDB benefit from extensive regional operational experience and in-country presence to tailor their training to region or country-specific circumstances.

C. Assessment

123. Overall, the IMF delivers a broadly balanced combination of tailored and non-tailored training content and compares well to the other training providers, especially those that only offer training with no or limited customization or tailoring to country-specific circumstances. The decentralization process that started in 1992 and continued during the evaluation period, had a strong impact on tailoring training content to region and country-specific circumstances and has helped the IMF to increasingly customize training content to countries' needs and priorities when needed. At the same time, the IMF has retained a core of more general and generic training that addresses different needs than its more tailored training content. Two key messages emerge from this evaluation:

- *The Need for Tailoring.* While tailoring of training to region or country-specific circumstances, both in terms of content and delivery modality, generally yields better results, all stakeholders agreed that not all training content requires tailoring.
- *Scope for Further Improvement.* While country authorities and IMF staff recognized the progress made over time in tailoring training to region and country-specific circumstances, they did see scope for further improvement in tailoring ICD's multi-country training and more generally by focusing on solutions more tailored to specific circumstances, rather than theoretical first-best solutions.

The Need for Tailoring

124. The other training providers interviewed for this paper subscribe to the general idea that the tailoring of training to region or country-specific circumstances, both in terms of content and delivery modality, yields better results. Many, but not all of them, tailor the content of their training to region or country-specific circumstances, albeit to varying degrees, to better reflect countries' needs and priorities. However, they do not do so for all training. They indicated that not all training content requires to be tailored to region or country-specific circumstances (e.g., training on international standards and codes, econometrics, general economic and financial topics), as there are trade-offs to consider. The more training is customized, not just in terms of content, but also in terms of training languages, the more resource intensive the training becomes to develop and update. This also has an impact on delivery modalities. As discussed in Section IV.C, the cost-effectiveness of online training diminishes the more training content needs to be tailored to region or country-specific circumstances.

125. Some IMF staff have questioned whether the IMF should continue to provide multi-country training, given that it is less relevant to country-specific circumstances. However, most other interviewees, including country officials, argued that multi-country training, including training offered at IMF Headquarters with little or no tailoring to region or country-specific circumstances, remains well appreciated and relevant, especially for countries in transition. As discussed in Section IV.B, they also indicated that an important strength of multi-country IMF training is the opportunity to meet officials from other countries, not just from within the same region, but also from other regions, and learn from their experiences through networking. It therefore seems sensible for the IMF to continue to strike a balance by offering a mix of tailored and non-tailored training content.

Progress and Scope for Further Improvement

126. While stakeholders interviewed for this evaluation recognized the progress made over time in tailoring training to region and country-specific circumstances, they also saw scope for further improvement. Generally, country officials indicated that both multi- and single-country training content at times tends to focus too heavily on first-best solutions from a theoretical point of view that may not necessarily be practical or workable solutions in a specific country context. As a result, they felt that overall training activities would benefit from enhanced focus on more tailored solutions that work in that country's specific circumstances, rather than theoretical first-best solutions.

127. More specifically, some country authorities and IMF staff argued that overall, ICD's training remained too general in nature and too much focused on multi-country training and did not go far enough in terms of tailoring content to country-specific circumstances. They considered training provided by ICD to be different from that offered by the other CDDs, in the sense that training offered by the CDDs was considered more tailored to region or country-specific circumstances than ICD's. This is not surprising as most training provided by CDDs is linked to a TA engagement, whereas ICDs multi-country training is not. At the same time, as shown in Section V.A, progress has been made towards greater regional tailoring of multi-country training through the RTCs.

128. The transformation of ICD into a CDD is expected by staff to further address this problem and contribute to enhanced tailoring of ICD CD on macroeconomic policy frameworks to region or country-specific circumstances. However, the transformation of ICD into a CDD is still a work in progress and it is too early to evaluate its full impact or whether it goes far enough.

129. A number of issues have emerged as a result of the transformation of ICD into a CDD. First, the transformation requires a change in ICD's culture and work practices to include both multi-country training and country-specific TA after previously having focused on multi-country training only. For example, interactions with ADs and country authorities are very different when providing country-specific TA compared to multi-country training. Second, while the provision by ICD of TA on macroeconomic frameworks filled a gap, there have been areas of overlap with other

CDDs (notably FAD and MCM), which has resulted in adjustments by ICD with the aim to avoid such overlaps. But some concerns remain in FAD and MCM about overlapping responsibilities and the possibility of inconsistent advice to CD recipients from different departments. Third, some other CDDs felt that there could be a conflict of interest between ICD's corporate role (CD governance, fundraising) and its CD delivery function when providing country-specific TA. Finally, given the similarity of the TA on macroeconomic frameworks and the forecasting work of the ADs, there is a potential for tension with the policy advice formulated by the AD's country team. So far, this tension seems to have been largely avoided through coordination with ADs and by avoiding giving direct policy advice to country authorities.

VI. OVERALL ASSESSMENT AND KEY FINDINGS

130. The OECD-DAC Network on Development Evaluation has defined six evaluation criteria¹⁷ to evaluate activities like the IMF's training. Three criteria—relevance, coherence, and effectiveness—are particularly relevant for this paper.

A. Relevance

131. Relevance refers to the extent to which the IMF's training activities' objectives and design respond to beneficiaries' needs, priorities, and circumstances. Compared to the other training providers, this paper did not see areas where the IMF did not perform at least as well in terms of relevance as its peers.

132. During the evaluation period, the IMF enhanced the tailoring of training content to reflect region or country-specific needs, priorities, and circumstances. Multi-country training started to complement its structured curriculum with country case studies and the continued decentralization of CD delivery through the RCDCs further strengthened the tailoring of regional multi-country training to regional needs, priorities, and circumstances. Single-country training was already better tailored to country-specific needs, priorities, and circumstances than multi-country training, especially when part of a TA engagement and/or delivered by resident advisors.

133. At the same time the focus on country-tailored CD delivery (both in terms of training modalities and training content) was further emphasized as a result of the CD reviews during the evaluation period. The ongoing transformation of ICD from a department delivering multi-country classroom training to a CDD providing more region and country-specific CD, is expected to further tailor the IMF's training to countries' needs, priorities, and circumstances.

134. This paper also finds that not all training content requires tailoring and that there remains a place for general, multi-country training that is not tailored to region or

¹⁷ The six evaluation criteria are relevance, coherence, effectiveness, efficiency, impact, and sustainability (OECD, 2019).

country-specific needs, priorities, and circumstances. Given finite resources and competing priorities, going forward the challenge is to find the right mix between multi-country and single country training as to best serve the needs of the membership.

135. The tailoring of training is tied to the broader question of decentralization. Country authorities considered geographical proximity of training providers to the training recipients as a distinct advantage to tailor training to region or country-specific needs, priorities, and circumstances. However, the lack of fully integrated RCDCs and the current geographical coverage of RTCs and RTACs has important gaps, particularly in the WHD, that need to be addressed.

Next Steps

136. To ensure that training content is sufficiently tailored to region or country-specific needs, priorities, and circumstances, this paper offers the following actions:

- As part of its five-yearly CD strategy reviews, the IMF should consider the mix of multi-country versus single-country training. When reviewing the mix, staff should make a distinction between global multi-country training with no tailoring to region or country-specific needs, priorities, and circumstances, and regional multi-country training tailored to a specific region. It should also consider that not all training content requires to be tailored to region or country-specific needs, priorities, and circumstances, and that the decision to substitute global multi-country training with more tailored regional multi-country or single-country training, should also reflect cost-effectiveness trade-offs and peer-to-peer learning considerations.
- The IMF should review the desired level of decentralization of training, as well as CD more broadly, on a regular basis. It should reflect on a further reallocation of financial and human resources from IMF Headquarters to the field. While training delivery is already highly decentralized, with the majority of training being delivered by the RTCs and the RTACs, there is scope for further decentralization and expanding the geographical coverage of RCDCs and resident advisors to close existing gaps.

B. Coherence

137. Coherence relates to the compatibility of IMF training activities with other CD interventions in a country. This paper finds that TA and training have still not been fully integrated to the point where all departments and RCDCs provide CD in an integrated way, regardless of the delivery modality, as is the case in a few other training providers (see Section III.C).

138. The IMF has made progress in integrating TA and single-country training, particularly when training has been a component of a CDD TA engagement. The IMF's country-centered approach, and the integration of both TA and training in the RSNs and CSNs during the evaluation period potentially allow ADs to play a central role in determining training needs in

their region. It also allows ADs and CDDs to consider early on where training can support TA. However, the intensity of country teams' involvement in training is not uniform and the preparation and quality of CSNs varies widely, particularly in attention paid to training.

139. The integration of TA and regional or global multi-country training is less advanced, in part because, with the exception of the SARTTAC, little progress has been made in formally transforming the other RTCs and RTACs into fully integrated RCDCs. The SARTTAC has demonstrated the value of integrating TA and training at the same center. The physical proximity of TA experts and trainers has allowed for better collaboration and has shown that the different CD modalities have complementary strengths, whereby courses may lead to TA and vice versa. While the SARTTAC is similar in terms of governance to other RTACs (the SARTTAC's director reports to APD), it has dedicated training facilities and a clear mandate from its steering committee to deliver part of its CD through training. The lack of a formal dual mandate does not exclude RTACs from providing training. Many RTACs already deliver some classroom training and in theory their steering committee could decide to deliver part of their CD through training. But progress remains uneven and RCDCs remain to a large extent separate RTCs and RTACs with geographical gaps and overlaps (see Annex II).

Next Steps

140. To further enhance the integration of TA and training, the following steps could be considered:

- Staff should use RSNs and CSNs in a more uniform and consistent way across departments to develop comprehensive, forward-looking CD strategies that integrate TA and training, including single-country, as well as global and regional multi-country training.
- The IMF should review the current geographical distribution and the governance and funding model of the RCDCs.
 - Ideally, the existing network of RTACs and RTCs would evolve into fully integrated RCDCs, with one RCDC providing CD, regardless of the delivery modality, per region. This would allow for the full integration of TA and training and avoid gaps and overlaps in geographic coverage between different RCDCs. It would also allow for cross pollination between CD providers and experts within the region. Interviewees, including Executive Directors interviewed for this evaluation, however, have indicated that this is not a feasible option given the existing governance and funding structure of RCDCs.
 - A second-best option could be a less ambitious modification of the existing RCDCs. First, a formal collaboration and coordination mechanism between the RTCs and RTACs in a particular region would help strengthen effective integration of the CD activities provided by the RTCs and RTACs. The ATI-AFRITAC set up, with formal

collaboration and coordination between the training center and the RTACs on training, as well as the co-location of the training center with one of the RTACs, could be used as a model. Second, the geographical coverage of RTCs and RTACs within a region should be fully aligned to avoid gaps. Finally, going forward, any new RCDCs should be fully integrated RCDCs. An example that comes to mind is WHD, as WHD remains the only IMF region without a dedicated RTC or integrated RCDC, with many countries (including a number of Caribbean small states) with heavy training needs.

C. Effectiveness

141. Effectiveness relates to the extent to which IMF training activity achieved, or is expected to achieve, its objectives, including e.g., innovations that improve effectiveness. This paper focuses solely on the innovations introduced by the IMF during the evaluation period to enhance the effectiveness of its training delivery.¹⁸

142. During the evaluation period, the IMF identified areas for improvement and introduced innovations to make its blend of training delivery modalities more effective, by better adapting training modalities to countries' circumstances and needs. The IMF successfully used advances in ICT to broaden its range of training modalities. As laid out in Section IV.C, it introduced an extensive online training program to complement its hitherto primarily in-person training; rapidly expanded the use of virtual training in the wake of the COVID-19 pandemic; integrated peer-to-peer learning in some of its training activities, especially those organized by RCDCs; and helped develop and support some communities of practice. During the evaluation period, it also completed a review of its core training program and implemented reforms to make its online offer more nimble and more innovative.

143. Overall, the IMF uses its range of training modalities in a balanced way. The IMF's broad range of training modalities, including in-person, online, and virtual training, as well as peer-to-peer learning, allows it to reach training recipients with different needs and capabilities in an effective way. Not all other training providers offer such a broad range (see Section IV.B), which does not allow them to address certain training needs. There were no obvious areas where other training providers compared better than the IMF in terms of the mix of training modalities.

144. Looking ahead, the IMF is preparing for the post-pandemic world, by considering options to better blend the different training modalities to achieve a more optimal mix that takes into account cost-effectiveness considerations and maximizes the advantages of individual training modalities. This will face a number of challenges and trade-offs.

145. First, pre-pandemic, in-person training activities made up the lion's share of training. There is a long tradition of training recipients traveling to the RCDCs and to a lesser extent to IMF Headquarters to participate in IMF training. Moving away from the almost automatic default

¹⁸ For a broader discussion on effectiveness of IMF CD, see Lamdany (2022).

of in-person training will require an adjustment by both IMF trainers and training recipients and a reflection on how best to deliver training in specific circumstances. Second, blending of training modalities will require the development of more modular courses and a focus on increased customization and peer-to-peer engagement for in-person training. Third, the lack of granular data on virtual training and peer-to-peer learning activities (e.g., as a share in total CD) hampers the development of a holistic training strategy. To better blend training modalities going forward, data on the different training modalities should be reported in more detail. Finally, the choice of the optimal mix of training modalities will have to take into account technical considerations to ensure that training participants have access to virtual and/or online courses.

Next Steps

146. Considering initial lessons learned from the pandemic, this paper offers the following suggestions to further enhance the effective use of training modalities:

- Learning from experiences during the pandemic, consideration should be given to not reverting to pre-pandemic levels of in-person training but rather developing a blended approach to training delivery, in which virtual and/or online training complements in-person training. Blended training delivery should also be considered for established peer-to-peer learning and communities of practice, whereby some of the training activities are delivered in person and some virtually.
- Given cost considerations, staff should consider whether certain in-person training courses cannot be delivered just as effectively online or virtually. Particularly for more general, multi-country in-person training courses with limited to no customization or tailoring to region or country-specific circumstances, online or virtual training alternatives may be a more cost-effective option.
- In-person training could be reserved for customized, regional multi-country or single-country training, tailored to region or country-specific circumstances, and multi-country training with a focus on peer-to-peer learning and/or developing communities of practice. Where appropriate, online training should be a prerequisite for participating in more advanced, customized, and/or tailored in-person training.
- The IMF should better build its role in peer-to-peer learning and developing communities of practice. To do so, the recommendations from the 2018 external study on the IMF's efforts to strengthen individual and institutional capacity (IMF, 2018b) remain relevant:
 - Staff should continue to increase the emphasis on using examples and lessons from closest peers.

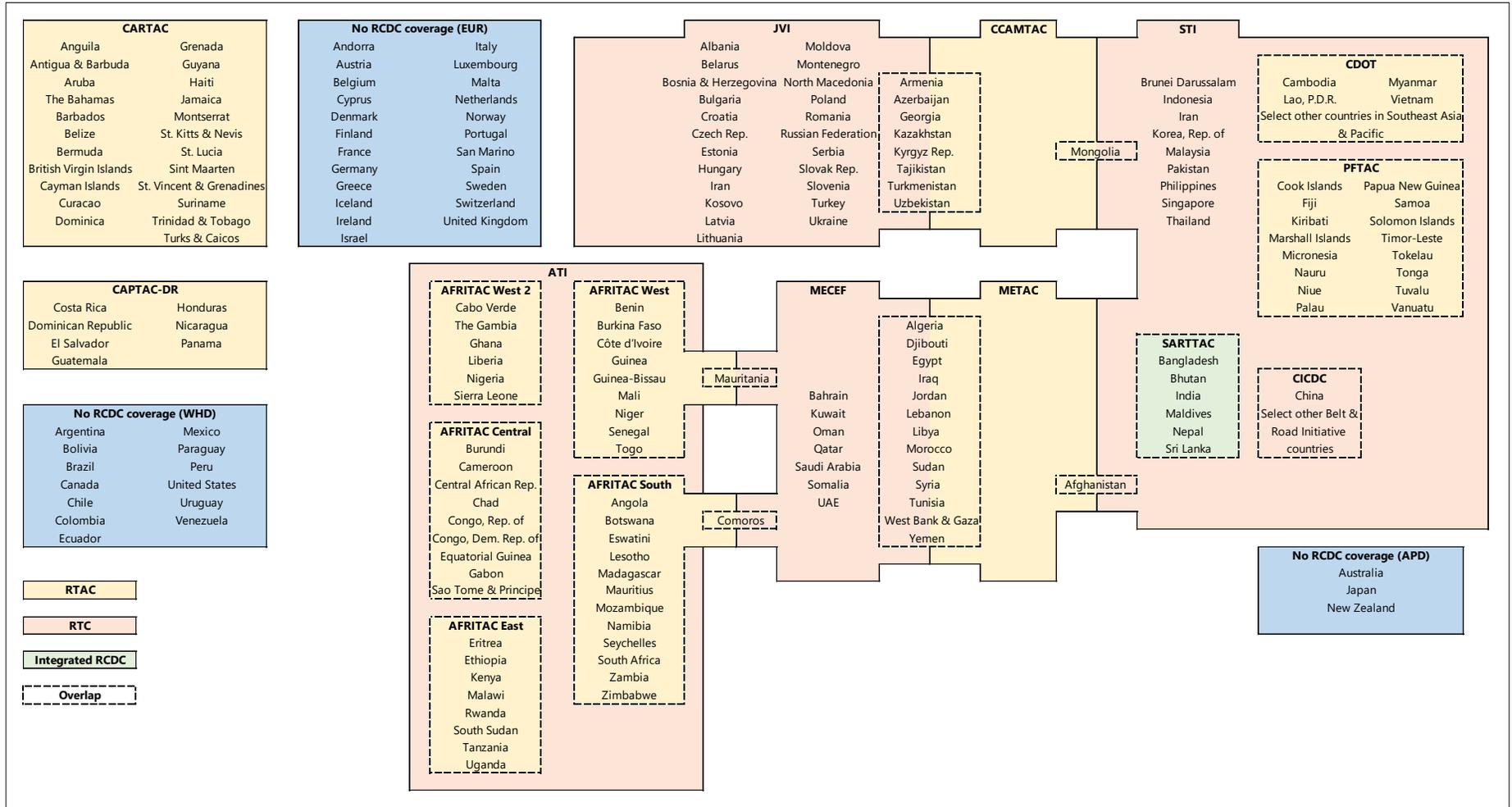
- Participants in training activities should be selected more purposefully to bring together people from similar countries.
- Staff should even more utilize experts from peer countries to deliver training.
- The IMF should expand its efforts in helping to send local staff from one country to be “attached” to a peer organization in another country to learn from their example and experiences.
- Strategically reviewing training modalities on a regular basis requires better data, more systematic and more detailed reporting on the different training modalities (including e.g., on training delivered as part of TA engagements), and providing strategic guidance, including on virtual training and peer-to-peer learning, in strategic CD reviews, RSNs, and CSNs.

ANNEX I. OTHER TRAINING PROVIDERS

Organization	African Development Bank	Asian Development Bank	Bank of England	Bank for International Settlements	Bundesbank	Federal Reserve System
Type	Regional Development Bank	Regional Development Bank	Central Bank	International Financial Institution	Central Bank	Central Bank
Training program	African Development Institute	Asian Development Bank Institute	Centre for Central Banking Studies	Financial Stability Institute	Centre for International Central Bank Dialogue	International Training and Assistance Program
Target audience	Country officials in AfDB member countries	Country officials in ADB member countries, some online courses are accessible to the general public	Staff of central banks and financial sector supervisory/regulatory authorities from around the world	Financial sector supervisors (central banks and other supervisory/regulatory authorities)	Staff of central banks and financial sector supervisory/regulatory authorities from around the world	Staff of central banks and financial sector supervisory/regulatory authorities from around the world
Topics	Related to the AfDB's areas of operation	Related to the ADB's areas of operation	Related to central banking and financial sector supervision/regulation	Related to financial sector supervision/regulation	Related to central banking and financial sector supervision/regulation	Related to central banking and financial sector supervision/regulation
Integration of TA and training	ADI provides capacity development, which integrates both TA and training, and plays a coordinating role for the AfDB's capacity development activities	Limited integration of TA and training. ADBI provides training and some training as part of TA delivered by other departments	Limited integration of TA and training. CCBS provides training; only a small part of their activities with FCDO could be considered TA	FSI provides training only	CICBD provides capacity development, which integrates both TA and training. No formal distinction between TA and training is made	ITAS provides both TA and training, mostly as separate activities
Training modalities pre-COVID-19	In-person, virtual (a Virtual Capacity Development Academy was being developed)	In-person, online	In-person	In-person, virtual, online	In-person	In-person
Activities (pre-COVID-19)	232 capacity development and knowledge sharing activities in 2019	100+ training days/ 1,600-1,800 participants a year, of which half on-site in Tokyo and half in the region	Around 30 activities in the UK/ 30 activities around the world a year	Around 80 activities/ 4,200 participants in 2020	Around 200 activities/ 3,000 participants a year	Around 40 training/ 10 TA activities a year
Training language(s)	English and French, with some training in Portuguese and Spanish	English, with exceptionally simultaneous translation	English, with exceptionally training in Spanish	English, with simultaneous translation during virtual/in-person training in certain regions	English	English, with some training in Spanish, and with simultaneous translation during in-person/virtual training in certain regions
Tailoring	Region-specific training, country-specific training	General training, region-specific training	General training	General training, region-specific training	Country-specific training	General training, region-specific training
Impact COVID-19	In-person training canceled and replaced with virtual alternatives, resulting in almost a doubling of activities. Post-COVID-19 the share of virtual training is expected to increase compared to pre-COVID-19 as a complement to in-person training	In-person training canceled and replaced with online alternatives. Post-COVID-19 the share of online training is expected to increase compared to pre-COVID-19 as a complement to in-person training	In-person training canceled and replaced with virtual alternatives and limited online training. Post-COVID-19 the share of virtual/online training is expected to increase compared to pre-COVID-19 as a complement to in-person training	In-person training canceled and replaced with virtual alternatives. Post-COVID-19 training will be provided using a virtual/online format	In-person training canceled and replaced with virtual alternatives. Return to in-person training expected post-COVID-19	In-person training canceled and replaced with virtual alternatives. Post-COVID-19 the share of virtual training is expected to increase compared to pre-COVID-19 as a complement to in-person training

Organization	Inter-American Development Bank	Organization for Economic Co-operation and Development		Toronto Centre	World Bank
Type	Regional Development Bank	Intergovernmental Organization		International Non-Governmental Organization	International Financial Institution
Training program	Inter-American Institute for Economic and Social Development	Global Relations Programme in Taxation	International Academy for Tax Crime Investigation	Toronto Centre	Open Learning Campus
Target audience	Country officials in IDB member countries, some courses are accessible to the general public	Country officials from around the world	Country officials from around the world	Staff of central banks and financial sector supervisory/regulatory authorities from around the world (focus on ODA-eligible countries)	Country officials in World Bank member countries, some online courses are accessible to the general public
Topics	Related to the IDB's areas of operation	Related to taxation	Related to tax crimes, illicit financial flows, AML/CFT	Related to financial sector (incl. banking, insurance, pensions, securities), financial stability, and financial inclusion	Related to the World Bank's areas of operation
Integration of TA and training	Limited integration of TA and training. INDES provides training and some training as part of TA delivered by other departments	The program provides training only. TA is delivered by other departments	The academy provides training only. TA is delivered by other departments	TC provides capacity development, which integrates both training and (some) TA	OLC provides training only. TA is delivered by other departments
Training modalities pre-COVID-19	In-person, virtual, online	In-person, online	In-person	In-person	In-person, virtual, online
Activities (pre-COVID-19)	Over 700 activities/ 200,000 participants in 2020	Around 40-50 in-person trainings/ 4-5 online modules a year, with 20-35 participants per training	Around 4-5 activities in main training center/ 3 activities in each of the regional training centers a year, with 30-40 participants per training	Around 74-80 training activities/ 2,000-3000 participants a year	Around 450 activities/250,000 participants over 4 years
Training language(s)	Spanish, with some training in English, French, Portuguese	English, with some training in French and Spanish, and with simultaneous translation during in-person/virtual training in certain regions	English, with some training in French and Spanish	English, with some training in French and Spanish	English, with occasionally training in other languages
Tailoring	General training, region-specific training, country-specific training	General training, region-specific training, country-specific training	General training, some region-specific training	Country-specific training, region-specific training, some general training	Mainly general training, some region and country-specific training
Impact COVID-19	In-person training canceled and replaced with virtual alternatives. Relatively limited impact given the small share of in-person training in total training	In-person training canceled and replaced with virtual alternatives. Post-COVID-19 the share of virtual training is expected to increase compared to pre-COVID-19 as a complement to in-person and online training	In-person training canceled and replaced with virtual alternatives. Post-COVID-19 the share of virtual training is expected to increase compared to pre-COVID-19 as a complement to in-person training	In-person training canceled and replaced with virtual alternatives. Post-COVID-19 the share of virtual training is expected to increase compared to pre-COVID-19 as a complement to in-person training	In-person training canceled and replaced with virtual alternatives. Relatively limited impact given the small share of in-person training in total training

ANNEX II. GEOGRAPHICAL COVERAGE OF RCDCs



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