What is Training Needs Assessment?

Five Steps of Training Needs Assessment

- Step 1: Identify Problem and Needs
- Step 2: Determine Design of Needs Assessment
- Step 3: Collect Data
- Step 4: Analyze Data
- Step 5: Provide Feedback
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Appendices

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Glossary

**Competency**
An observable behavior supported by specific knowledge, skills, and attitudes. Each competency has a specific result or output.

**Content Analysis**
A procedure for organizing narrative and qualitative data into emerging themes and concepts. Usually associated with a quantitative form of analysis in which the themes are counted or measured.

**Feasibility Analysis**
A cost-benefit analysis completed prior to conducting training. It is an estimate of the cost of the training weighed against the possible benefits that could be achieved if training were conducted.

**Gap Analysis**
Also called performance analysis; identifies the difference between current performance and the desired performance.

**Interview**
The process of asking questions to experts or performers to identify training needs.

**Job Analysis**
The process of identifying all the parts of a specific job; conducted before a task analysis.

**Learning Objectives**
Describes a specific behavior, conditions, level of achievement and is written from the learner’s point of view.

**Needs Assessment**
Gathering of information about a specific work need that can be resolved by training. The types of needs assessment include performance analysis, target population analysis, sorting training needs and wants, job analysis, and task analysis.

**Needs versus Wants Analysis**
Discovers training needs that are related to the organization’s work. Training is linked to the final outcome and providing appropriate training will benefit the individual as well as the organization.

**Performance Analysis**
Also known as gap analysis. Performance analysis looks at an official’s current performance and identifies whether the official is performing as desired.

**Performance Deficiency**
A difference with a negative connotation, implying that the official is not meeting a known standard for performance.

**Project Team**
GDLA Task Force members and JICA experts.

**Target Population**
The individual or group involved in a needs assessment or training program.

**Task Analysis**
Finds the best method and sequence of steps to complete a specific task.

**Trainer**
A term used in a corporate setting for a teacher. Also instructor.

**Training Needs Assessment**
The method of determining if a training need exists and, if it does, what training is required to fill the gap.
What is Training Needs Assessment?

Definition

“Training Needs Assessment” (TNA) is the method of determining if a training need exists and, if it does, what training is required to fill the gap. TNA seeks to identify accurately the levels of the present situation in the target surveys, interview, observation, secondary data and/or workshop. The gap between the present status and desired status may indicate problems that in turn can be translated into a training need.

Training Needs = Desired Capability – Current Capability of the Participants

Training can reduce, if not eliminate, the gap, by equipping the participants with knowledge and skills and by encouraging them to build and enhance their capabilities. The data on the present status are vital to the evaluation or impact survey in the latter part of the training cycle. These shall serve as the baseline data. The following are some techniques for acquiring such data. These may be applied independently or in combination.
TNA is also the process of collecting information about an expressed or implied organizational need that could be met by conducting training. The need can be a performance that does not meet the current standard. It means that there is a prescribed or best way of doing a task and that variance from it is creating a problem. The TNA process helps the trainer and the person requesting training to specify the training need or performance deficiency. Assessments can be formal (using survey and interview techniques) or informal (asking some questions of those involved).

(Source: Jean Barbazette, 2006, Training Needs Assessment: Methods, Tools and Techniques)

**Why do we need training?**

Because training is a means to ensure that government officials have the knowledge and right skills to be able to do their work effectively and competently. Training may be needed when there is a gap between the desired performance, and the current performance, and the reason for that gap is lack of skill or knowledge. Training may only be able to resolve part of the problem. Thus we need to analyze the problem and find out whether training will be able to resolve it. If training is necessary, we also need to define the objective of the training and how it will help the staff member(s) become more effective. This process is called a Training Needs Assessment shown above or Training Needs Analysis.

It is important to note that, despite many reasons to conduct training shown above, training may sometimes not be the only solution to a problem. There are many other means that impact on someone’s ability to do their work, as pointed out in the “Report on Training Needs Assessment” by PILAC. The following are other examples.

- Lack of skills or knowledge, or experience
- Not having the right equipment or resource
- Not being encouraged by managers and colleagues to do the right thing
- There are no standards or expectations that are set and communicated
- Bad workplace morale or conditions

(Source: MOI/DOLA, 2004, Training Needs Assessment)
Why do we need a Training Needs Assessment?

First, identify dissatisfaction with the current situation and desire for change as similarities among the requests. Each request implies that a gap or discrepancy exists between what is and what could be or should be. A learning or performance gap between the current and desired condition is called a need. TNA aims at the following situations.

- Solving a current problem
- Avoiding a past or current problem
- Creating or taking advantage of a future opportunity
- Providing learning, development or growth

The purpose of TNA is to answer some familiar questions: *why, who, how, what, and when*. The following are descriptions of the questions and what analysis can be done to answer them.

**Figure 1: The Purpose of TNA**

| **Why** | conduct the training: to tie the performance deficiency to a working need and be sure the benefits of conducting the training are greater than the problems being caused by the performance deficiency. Conduct two types of analysis to answer this question: (1) needs versus wants analysis and (2) feasibility analysis. |
| **Who** | is involved in the training: involve appropriate parties to solve the deficiency. Conduct a target population analysis to learn as much as possible about those involved in the deficiency and how to customize a training program to capture their interest. |
| **How** | can the performance deficiency be fixed: training can fix the performance deficiency or suggest other remediation if training is not appropriate? Conduct a performance analysis to identify what skill deficiency is to be fixed by a training remedy. |
| **What** | is the best way to perform: there is a better or preferred way to do a task to get the best results. Are job performance standards set by the organization? Are there governmental regulations to consider when completing the task in a required manner? Conduct a task analysis to identify the best way to perform. |
| **When** | will training take place: the best timing to deliver training because attendance at training can be impacted by work cycles, holidays, and so forth. Conduct a contextual analysis to answer logistics questions. |

(Source: Jean Barbazette, 2006, Training Needs Assessment: Methods, Tools and Techniques)
The processes of Training Needs Assessment can be divided into five steps: i) identify problem and needs; ii) determine design of needs assessment; iii) collect data; iv) analyze data; and v) provide feedback.

**Five Steps:**

1. **Identify problem needs**
   - Determine contextual situation (policy, goal, roles & responsibilities)
   - Perform gap analysis
   - Set objectives

2. **Determine design of needs assessment**
   - Determine target groups to be interviewed, interviewees, methods, schedule
   - Determine persons in charge of TNA from the GDLA Task Force members

3. **Collect data**
   - Conduct interviews
   - Administer questionnaires and surveys
   - Review documents on existing trainings
   - Observe people at work

4. **Analyze data**
   - Conduct quantitative and qualitative analyses
   - Draw findings, conclusions and recommendations on training contents
   - Write up a report

5. **Provide feedback**
   - Make a presentation on to the GDLA Task Force members and concerned officials
   - Determine the next step for training preparations
3 Step 1: Identify Problem and Needs

The first step in TNA is to identify problems and needs. Before TNA is conducted, it should be probed whether training is needed. In the public sector, it is important to identify organizational context in such aspects as policy, goal, roles and responsibilities.

Realizing the policy direction of the organization, performance analysis known as “gap” analysis is conducted to look at an official's current working performance and knowledge and identify whether an official is performing as desired based on given roles and responsibilities. Then the more explicit the standard for current performance and knowledge, the easier it will be to describe the gap in performance or knowledge deficiency.

During the preliminary study of PILAC, the current problem was identified as follows: “Training officials is urgently needed to implement D&D reform and improve local administration, because the efficient and effective implementation of the D&D Framework requires deep understanding of the Framework among public officials at the national, provincial, and district levels who are in charge of local administration.”

After identifying problems and needs, set up overall objectives for a training course. In PILAC, the following objectives of the training course were already set up through discussion between JICA and the Ministry of Interior (MOI) prior to project implementation, i.e., during the preliminary study.

- Public officials improve their understanding of D&D policy.
- Public officials improve their skills to apply D&D policy to their daily duties and functions assigned.
Step 2: Determine Design of Needs Analysis

The second step in TNA is to determine the following: i) target groups to be trained; ii) interviewees; iii) survey methods; iv) survey plan including schedule to be conducted TNA and persons in charge of TNA. Those items become the basis for a training course designer to either create a new training course, identify an existing one that can fulfill the need, or obtain one externally.

Sometimes it may be impossible to fulfill the need, but that is not the decision of the person conducting TNA. Actually, knowing exactly what elements of information are required can serve as a guide—a road map—for your analysis.

The survey must clearly define the target group of the training, i.e., target population. Although no strict rules for defining exist, the target population must be defined in line with the objectives of TNA. The survey should produce the following elements in its report: training subject(s); importance of the training; time requirements; current target group; potential target group; frequency of training; and required outputs of the training.

In PILAC, target groups and the number to be trained were also determined during the preliminary study of PILAC through discussion between MOI and JICA. Top managers in local administration of MOI and officials of the General Department of Local Administration (GDLA) were primarily identified as target group. During TNA, the selection criteria of trainees were to be set up. The details determined by MOI/JICA are as follows:
Once a target group for the training, i.e., target population, is identified, interviewees for the survey are selected. It is likely that all the officials of the target group cannot be interviewed due to time constraints. Thus, sampling of the target population which will be addressed in the next section should be used.

In TNA conducted in PILAC Phase 1, MOI officials who were involved in D&D policy and local administration of GDLA and local administration in Phnom Penh Municipality and Kampong Cham Province from five model provinces were selected for the survey. The time factor was crucial in deciding how the target officials should be sampled in the five model provinces. The survey was also intended to compare the Municipality and the Province and see the differences and similarities between them that apply to all five model provinces and cities.

Table 1: Training Course of PILAC Phase 1

<table>
<thead>
<tr>
<th>Type of Training</th>
<th>Target Groups</th>
<th>Total No</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Training of GDLA Officials on D&amp;D Policy and Local Administration</td>
<td>GDLA Officials</td>
<td>25 persons x 4 times</td>
</tr>
<tr>
<td>2 Top Management Seminar</td>
<td>Governor, deputy governor of all provinces and cities selected senior officials from five ministries</td>
<td>125 persons x 2 times</td>
</tr>
</tbody>
</table>
The following figure indicates types of needs analysis and contents. It is suggested that those analyses be used in combination depending on the needs, time availability and manpower.

**Figure 2: Types of Needs Assessment**

<table>
<thead>
<tr>
<th>Type of Needs Analysis</th>
<th>What the Analysis Answers</th>
</tr>
</thead>
</table>
| Performance analysis or gap analysis                | - Is this issue a skill/knowledge deficiency?  
- How can the deficiency be addressed?  
- Is training the appropriate way to fix this deficiency? |
| Feasibility analysis                                | - Why should this training be done?  
- Is the benefit of training greater than the cost of the current deficiency? |
| Needs versus wants analysis                         | - Why should this training be done?  
- Is the deficiency tied to a need? |
| Goal analysis                                       | - What is the specific behavior improvement behind a vague desire? |
| Job/task analysis                                    | - What is the best and correct way to do this work?  
- How can this job and task be broken down into teachable parts? |
| Target group analysis                                | - Who is the trainee for this training?  
- What is known about them to help design and customize this training  
- What other groups might benefit from training? |
| Contextual analysis                                  | - When will the training be presented?  
- What are the other requirements to deliver the training successfully? |

(Source: Jean Barbazette, 2006, Training Needs Assessment: Methods, Tools and Techniques)
Data collection and analysis are essential parts of needs assessment. The following table describes the most commonly used methods of data collection. TNA is optimized when a combination of data collection methods is used to analyze quantitative and qualitative data. Regardless of which methods are used to collect and analyze data, it is important to consider the reliability, validity and trustworthiness of the data.

### Table 2: Survey Methods

<table>
<thead>
<tr>
<th>Method</th>
<th>Concept</th>
</tr>
</thead>
</table>
| **Structured Interview** | - Quantitative research method commonly employed in survey research to ensure that each interviewee is presented with the same questions in the same order and that answers can be reliably aggregated and that comparisons can be made with confidence between sub-groups or between different survey periods.  
- Interviewers read the questions exactly as they appear on the survey questionnaire. The choice of answers to the questions is often fixed (close-ended) in advance, though open-ended questions can also be included within a structured interview. |
| **Semi-Structured Interview** | - Unlike the structured interview, more general questions or topics. Relevant topics are initially identified and the possible relationship between these topics and the issues become the basis for more specific questions which do not need to be prepared in advance allowing both the interviewer and the person being interviewed the flexibility to probe for details or discuss issues.  
- New questions can be brought up during the interview as a result of what the interviewee says, so the interview flows more like a conversation. |
| **Observation**      | - Observation of working environment and performance of officials (office materials, communication tool, IT system, means of circulating the information)                                                      |
| **Questionnaire Survey*** | - A questionnaire is a survey instrument consisting of a series of questions and other prompts for the purpose of gathering information from respondents. They are often designed for statistical analysis of the responses. |
| **Focus Group discussion** | - Qualitative research method whose purpose is to obtain in-depth information on ideas and perceptions of a group and also to be more than a question-answer interaction.  
- A relatively small meeting (generally six to twelve participants) convened for a specific purpose under the direction of a facilitator, during which group members talk freely and spontaneously about a certain topic. |
| **Workshop**         | - An educational seminar or series of meetings emphasizing interaction and exchanged of information among a usually small number of participants developing skill or common understanding through some types of application  
- Discussion on verification of identified staff training needs in the returned TNA questionnaires and interview results                                                                                                                                 |

*Details are shown below*
The following table shows benefits and weaknesses of survey methods. Selection of the survey methods should be done according to availability of time and manpower for conducting the survey. It is recommended to combine several methods to quantitatively and qualitatively analyze the survey results.

**Table 3: Benefit and Weakness of Survey Methods**

<table>
<thead>
<tr>
<th>METHOD</th>
<th>BENEFIT</th>
<th>WEAKNESS</th>
<th>WHEN TO USE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Review of References</td>
<td>Factual information</td>
<td>May be out of date</td>
<td>When you need factual information about performance</td>
</tr>
<tr>
<td></td>
<td>Objective</td>
<td>May be inaccurate or inconsistent</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Can collect a lot if you have resources</td>
<td>Need cooperation of others to obtain information</td>
<td></td>
</tr>
<tr>
<td>Questionnaire Survey</td>
<td>Simple</td>
<td>May not get important information</td>
<td>Have to know much about your topic first</td>
</tr>
<tr>
<td></td>
<td>Quick</td>
<td>People may not send back survey</td>
<td>Combine with other processes to encourage response</td>
</tr>
<tr>
<td></td>
<td>Easy</td>
<td>May be hard to understand responses</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Can collate a lot of data</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Interviews</td>
<td>Obtain information about attitudes</td>
<td>Takes time of yourself and others</td>
<td>When you know little about the topic or area</td>
</tr>
<tr>
<td></td>
<td>Obtain a lot of qualitative data</td>
<td>More difficult to organize</td>
<td>When the training is about something complicated</td>
</tr>
<tr>
<td></td>
<td>Can have greater understanding of issues</td>
<td>May be shy to respond depending on interviewer</td>
<td></td>
</tr>
<tr>
<td>Focus Group Discussion</td>
<td>Can be easy and quick</td>
<td>People may be shy to be honest in group</td>
<td>When the training is impacted by team work</td>
</tr>
<tr>
<td></td>
<td>Can understand responses more easily</td>
<td>People may dominate discussion</td>
<td>When there is not much time for other methods</td>
</tr>
<tr>
<td>Observation</td>
<td>Does not interrupt work</td>
<td>Can take observer a lot of time</td>
<td>When the training is about simple skills</td>
</tr>
<tr>
<td></td>
<td>Can be more reliable than other sources</td>
<td>Need time to collate</td>
<td>When you know about the topic yourself</td>
</tr>
</tbody>
</table>

(Source: MOI/DOLA, 2004, Training Needs Assessment, Phnom Penh)
Along with the selection of interviewees, survey methods are also selected considering availability of time and manpower. The following are sampling methods to be used for social survey. However, to make it simple, it is recommended that random sampling and stratified sampling methods be used for TNA in PILAC.

### Table 4: Sampling Methods

<table>
<thead>
<tr>
<th>Method</th>
<th>Concept</th>
</tr>
</thead>
</table>
| **Random sampling**  | - Purest form of probability sampling.  
- Each member of the population has an equal and known chance of being selected. When there are very large populations, it is often difficult or impossible to identify every member of the population, so the pool of available subjects becomes biased. |
| **Systematic sampling** | - Often used instead of random sampling.  
- It is also called an Nth name selection technique. After the required sample size has been calculated, every Nth record is selected from a list of the target population on members. As long as the list does not contain any hidden order, this sampling method is as good as the random sampling method. Its only advantage over the random sampling technique is simplicity. |
| **Stratified sampling** | - Commonly used method that is superior to random sampling because it reduces sampling error. A stratum is a subset of the population that shares at least one common characteristic. The surveyors identify the relevant strata and their actual representation in the population.  
- Stratified sampling is often used when one or more of the strata in the population have a low incidence relative to the other strata. |

Questionnaire survey design proceeds in an orderly and specific manner. Each item in the flow chart shown below depends upon the successful completion of all the previous items. Therefore, it is important not to skip a single step. Notice that there are two feedback loops in the flow chart to allow revisions to the methodology and instruments.

By using a systematic approach, you can ensure that gaps in performance are identified correctly. Usually only those gaps caused by lack of knowledge or skills can be improved through training. Performance deficiencies that occur because of lack of motivation, environmental problems, or systems issues require non-training interventions such as changes in the selection process, the performance appraisal process, or the reward system.
In creating questionnaires, it is important to consider the type, content, wording, and order of the questions that they include.

For the type of questions, there are two types of questions to be asked: close-ended questions and open-ended questions.

**Closed-ended questions** limit respondents’ answers to the survey. The participants are allowed to choose from either a pre-existing set of dichotomous answers, such as yes/no, or multiple choice with an option for "other" to be filled in, or ranking scale response options. The most common of the ranking scale questions is called the scale question. This kind of question asks the respondents to look at a statement and then "rank" this statement according to the degree to which they agree (strongly agree; somewhat agree; no opinion; somewhat disagree; strongly disagree).

**Open-ended questions** do not give respondents answers to choose from, but rather are phrased so that the respondents are encouraged to explain their answers and reactions to the question with a sentence, a paragraph, or even a page or more, depending on the survey. If you wish to find information on the same topic, but would like to find out what respondents would come up with on their own, you might choose an open-ended question like "What kinds of training do you want to attend?" rather than the scale question.

However, keep in mind that you do not have to use close-ended or open-ended questions exclusively. Many researchers use a combination of closed and open questions; often researchers use close-ended questions at the beginning of their survey, and then allow for more expansive answers once the respondent has some background on the issue and is "warmed-up."

When considering the content of your questionnaire, the most important consideration is whether the content of the questions will elicit the kinds of questions necessary to answer your initial research question. You can gauge the appropriateness of your questions by pre-testing your survey, but you should also consider the following questions as you create your initial questionnaire.
To write effective questions, researchers need to keep in mind these four important techniques: **directness, simplicity, specificity, and discreteness**.

Although there are no general rules for ordering survey questions, below are a few suggestions that researchers can follow when setting up a questionnaire.

**Figure 6: Points of Setting Up a Questionnaire**

- Use warm-up questions. Easier questions will ease the respondent into the survey and will set the tone and the topic of the survey.
- Sensitive questions should not appear at the beginning of the survey. Try to put the respondent at ease before addressing uncomfortable issues. You may also prepare the reader for these sensitive questions with some sort of written preface.
- Consider transition questions that make logical links.
- Try not to mix topics. Topics can easily be placed into "sets" of questions.
- Try not to put the most important questions last. Respondents may become bored or tired before they get to the end of the survey.
- Be careful with contingency questions ("If you answered yes to the previous question . . . etc.").
- If you are using a combination of open and close-ended questions, try not to start your survey with open-ended questions. Respondents will be more likely to answer the survey if they are allowed the ease of closed-questions first.

In the process of planning the survey, a Survey Plan, which will be attached to formal letter for interviewees, will be formulated and will be distributed to concerned agencies and interviewees. The outline of the Survey Plan includes the following: i) background; ii) objectives; iii) schedule; iv) survey team; and v) methodology (data collection and analysis).

Once you have constructed a questionnaire, you will need to make a plan that outlines how and to whom you will administer it. A number of options are available in order to find a relevant sample group amongst your survey population. In addition, various considerations are involved with administering the survey itself.
In PILAC, the following methods were used for data collection. A stratified sampling method was used by selecting respondents. The following analyses were used.

- **Review of Secondary Data/Information**
  Review of i) existing data and information on the decentralization process, regulations (PRAKAS and LAW), and policy paper (Strategy on D&D) in the realms of training materials produced by the MOI; and ii) research papers produced by research institutes and other donors, especially UNDP and GTZ, on capacity development for the MOI officials and commune council members in the area of D&D.

- **Individual Survey (See Appendix 1)**
  The TNA Questionnaire was designed to make it both simple and relatively quick to complete by providing boxes to tick in most categories rather than requiring written responses. Such design increased staff participation. The TNA Questionnaire covers the following: i) individual job description; ii) level of knowledge on D&D; iii) training attended; iv) training needs for specific knowledge and skills; and v) problems identified in terms of performing the duties more effectively. Filled copies of the questionnaire were collected after group interviews.

- **Group Discussion (See Appendix 2)**
  In addition to the TNA Questionnaire, a total of 39 group discussions on a variety of training needs were held with officials. A document titled “Guide Questions” was prepared to obtain an organizational perspective on training requirements and verify the results of the TNA Questionnaire. The following were the main topics for discussion: i) tasks and jobs; ii) level of knowledge on D&D; iii) training sessions attended; iv) training need; and v) problems identified in terms of performing the work duties.
Step 3: Collect Data

The third step in TNA is to collect data through: i) reviewing documents on existing training (secondary data and information); and ii) conducting survey including interviews and observation at work.

It is important to collect and review secondary data and information prior to conducting interview surveys. It will lead GDLA Task Force members to understanding and utilizing existing knowledge and experiences in the areas of D&D reform and local administration. Experiences of DOLA/MOI in particular, which has significant experiences engaged in capacity development at the commune level, can be referred to probe the applicability to PILAC.

Based on the questionnaire for individual survey and guide question for group discussion developed during the preparation stage (step 2), pre-test of the questionnaires should be conducted with officials who will be the target population to see the applicability of the questions. If tested interviewees seem to have any difficulty in answering those questions, it should be noted those points and modified the questions to make it easier to answer. After testing, the GDLA Task Force should revise and formulate the questionnaires based on the results of the pre-test.

The following five steps are to be taken in conducting a group discussion: i) orientation on objectives and contents of the survey for interviewees; ii) explaining questionnaires (individual survey); iii) conducting a group discussion with a guide question; iv) wrapping up the interview; and vi) modifying methods, process and questionnaires if needed. A proto-typed cycle of conducting a group discussion is shown the figure below. However, those cycle and process can be modified according to a survey plan.
It is important to note that the survey team will: i) introduce yourself; ii) explain the objectives and contents of the survey and the reasons for selecting interviewees; iii) show appreciation for taking their time; iv) obtain permission to record the interview. In doing so, the interviewees can be prepared and feel more conformable to answer questions.

Below are tips for developing interview questions.

**Figure 9: Tips for Developing Interview Questions**

- Place easy-to-answer, open-ended questions at the beginning. This will help the interviewee to begin talking and can help to develop trust and rapport.
- Place important questions near the beginning of the interview.
- Ensure that each question matches a stated objective.
- Sequence questions from general to specific.
- Sequence and cluster question in a logical order.
- Ensure that questions are clear, concise, and jargon-free.
- Be sure that questions are appropriate for the skill and experience levels of the target audience.
- Provide adequate space between questions to record information.
- Pilot-test interview questions.
- Make appropriate revisions.