

Training Needs Analysis Manual



Training needs analysis manual

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Contents

Contents	3
Table of Figures	5
Table of Tables	5
Acronyms and abbreviations.....	6
1. Foreword	7
2. Characteristics of the approach – explanatory report	8
3. EUAA training needs analysis methodology.....	10
3.1. Introduction to the TNA methodology.....	10
3.2. Phase I – Define desired competences	12
3.2.1. Step 1.1 – Conduct foresight and contextual analysis	12
3.2.2. Step 1.2 – Select key competences	13
3.3. Phase II – Assess competence areas where further support could be provided	14
3.3.1. Step 2.1 – Identify occupational and organisational competence gaps through performance evaluations and quality assessments	15
3.3.2. Step 2.2 – Consult managers regarding competence gaps	16
3.4. Phase III – Analyse learning needs	17
3.4.1. Step 3.1 – Identify learning needs.....	17
3.4.2. Step 3.2 – Define how to address learning needs.....	18
3.4.3. Step 3.3 Specify learning needs for teams	18
3.5. Phase IV – Prioritise training needs.....	18
3.5.1. Step 4.1 Prioritise training needs	19
3.5.2. Step 4.2 Set training targets for teams	21
3.5.3. Step 4.3 Request/Accept EUAA training support	21
3.6. Phase V – Develop training plan.....	21
3.6.1. Step 5.1 Develop national training plans	21
3.6.2. Step 5.2 Manage training plans continuously	22
4. TNA based intervention logic	22
4.1. Introduction to the intervention logic concept.....	22
4.2. Construction of an intervention logic based on a TNA	23
4.3. Usage of the training intervention logic.....	25
5. Summary of changes	26



6.	Annexes	27
6.1.	Annex A – Template to capture findings from step 1.1 – foresight and contextual analysis	27
6.2.	Annex B – Template to capture outcome of step 1.2 – selection of key competences.....	27
6.3.	Annex C – Template to capture outcome of step 2.1 – assess areas where further support could be provided.....	28
6.4.	Annex D – Template to capture outcome of step 3.1 & 3.2 – Learning needs and methods	28
6.5.	Annex E – Template to capture outcome of phase IV – Training prioritisation	29
6.6.	Annex F – Template to capture outcome of phase V – Training plan	29
6.7.	Annex G – Suggested TNA report skeleton	30
6.8.	Annex H – Intervention logic template	31

Table of Figures

Figure 1 Overview of the TNA methodology	11
Figure 2 Main steps to define desired competences	12
Figure 3 Main steps to assess competency areas where further support could be provided	15
Figure 4 Main steps to analyse learning needs	17
Figure 5 Main steps to prioritise training needs	19
Figure 6 Training prioritisation matrix.....	20
Figure 7 Main steps to develop and manage a training plan	21
Figure 8 Illustrative intervention logic of the activities related to EUAA's core modules during the evaluation period	24
Figure 9 Using the intervention logic to define performance indicators.....	26

Table of Tables

Table 1 Competence relevance scale	14
Table 2 Competence proficiency scale	16
Table 3 Training cost rating scale	19



Acronyms and abbreviations

C1	Operational Support Centre
C2	Training and Professional Development Centre
C3	Asylum Knowledge Centre
CDC	Country desk coordinator
CEAS	Common European Asylum System
EC	European Commission
ESG 2015	Standards and Guidelines for Quality Assurance in the European Higher Education Area
ESQF	European Sectorial Qualifications Framework (for asylum and reception officials)
EP	European Parliament
EUAA	European Union Agency for Asylum
ETNAT	EUAA Training Needs Analysis Tool
EU	European Union
IDS	Information and Documentation System
IT	Information technology
KPI	Key performance indicator
L&D	Learning and development
LMS	Learning Management System
MB	Management Board
MS	Member States
TNA	Training needs analysis
TNCP	Training National Contact Point
TLRAS	Training and Learning Research and Analysis Sector

1. Foreword

The European Union Agency for Asylum (EUAA) is established by Regulation (EU) 2021/2303. The Agency contributes to ensuring the efficient and uniform application of Union law on asylum in the Member States in a manner that fully respects fundamental rights.

It also facilitates and supports the activities of the Member States in the implementation of the Common European Asylum System (CEAS), including by enabling convergence in the assessment of applications for international protection across the Union and by coordinating and strengthening practical cooperation and information exchange.

Furthermore, the Agency improves the functioning of the CEAS, including through the monitoring mechanism and by providing operational and technical assistance to Member States, in particular where their asylum and reception systems are under disproportionate pressure.

The Agency establishes, develops and reviews training for members of its own staff and members of the staff of relevant national administrations, courts and tribunals, and of national authorities responsible for asylum and reception.

To ensure that its training offer is relevant to asylum and reception officials, EUAA has developed the European Sectorial Qualifications Framework for Asylum and Reception Officials (ESQF) in cooperation with EU Member States. The ESQF aims to identify relevant training and learning paths for national asylum and reception officials on the basis of their duties and tasks.

As EUAA moves towards aligning its training activities with the Standards and Guidelines for Quality Assurance in the European Higher Education Area (ESG 2015), which prescribes the continuous improvement of training programmes in response to the needs of learners, the Agency aims to further enhance and standardise its training needs analysis (TNA) methodology. To that end, EASO's *Training and Learning Strategy 2019* specified that the office would develop a methodology which would use a structured, and evidence-based framework to support countries' asylum and reception authorities and other stakeholders in identifying training needs.

Enhanced insight into countries' training needs would, on the one hand, enable EUAA to tailor its training offer further to countries' needs, and, on the other hand, allow countries to make more informed use of EUAA's training support. The ultimate objective is to focus training efforts on those training needs which, if addressed, contribute most to enhancing the functioning of CEAS, including its external dimension.

This manual is a practical tool intended to support EUAA and countries participating in EUAA training interventions¹ to achieve those objectives. The manual is meant for use by EUAA staff members and EUAA's Training National Contact Points (TNCPs) as well as other stakeholders in national asylum and reception administrations to support them in:

¹ The word "intervention" is used as a term to refer to any legislative or non-legislative activity a public body might undertake to address a certain societal problem and thus achieve a certain impact on society. In the context of this manual, the word intervention thus encompasses any of EUAA's training activities which result from the TNA.

- Adopting a common training needs analysis methodology; and,
- Designing and implementing training needs analysis in practice.

This manual has been developed by BearingPoint under the direction of EUAA's Training and Learning Research and Analysis Sector (TLRAS). The TNA methodology presented in this document has been established following consultation of TNCPs as well as representatives of several EUAA Units and Centres. The consultation has been conducted through semi-structured interviews, an online survey, as well as focus group meetings.

The manual is structured as follows:

- The next chapter, chapter 2, contains an overview of the main characteristics and benefits of the approach to training needs analysis described in this manual, thereby explaining the rationale of the methodology;
- Chapter 3 describes the TNA methodology in detail and is structured according to the main phases of the TNA process:
 - PHASE I – Select desired competences;
 - PHASE II – Assess current competences;
 - PHASE III – Analyse learning needs;
 - PHASE IV – Prioritise training needs;
 - PHASE V – Develop training plan;
- Chapter 4 describes how an intervention logic can be established on the basis of the results of a TNA conducted following the methodology outlined in the manual; and,
- The annexes contain different templates which can be used to conduct a TNA.

This manual makes reference to several other EUAA and former EASO documents which can be useful additional reading material to deepen the reader's understanding of the concepts and principles as described in this manual. The reference documents include:

- EASO Training and Learning Strategy 2019;
- EUAA's Training Quality Assurance Framework;
- The EUAA training catalogue;
- European Sectorial Qualifications Framework (ESQF) for asylum and reception officials – Educational Standards;
- ESQF – Occupational and Educational Standards; and,
- EUAA Training Evaluation Manual.

2. Characteristics of the approach – explanatory report

The TNA methodology described in this manual is designed to support national asylum and reception authorities in adopting a common evidence-based approach to assessing their training needs more rigorously in collaboration with EUAA. The ultimate aim of adopting a more robust and standardized TNA methodology is to enable EUAA to tailor its training offer further to countries' training needs as well as to allow countries to make a more informed and intentional use of EUAA's training support,

thereby focusing on those training needs which, if addressed, would contribute most to the functioning of CEAS.

In order to ensure that the TNA results in adequate insights to support these objectives, the methodology is both forward-looking and evidence based. As training helps national asylum authorities to address current challenges and to prepare for future ones, the TNA methodology foresees a **forward-looking** contextual analysis aimed at identifying those skills, competences, and knowledge which asylum and reception officials are expected to need given developments in the national and international asylum field. Moreover, to ensure a rigorous analysis of training needs, the methodology relies on a solid **evidence base** which may include performance indicators and quality reviews, triangulated with a consultation of stakeholders to assess the competency gap.

A **forward-looking** contextual analysis is all the more important in the case of third countries where the asylum and reception contexts **may be very different to that of EU Member States or associated countries, depending on the respective third country**. EUAA works with third countries that are at different stages of development of asylum and reception legislation and systems and it is therefore important to have a flexible needs assessment approach in place where assessment phases and target groups can be adapted to these contexts. To this end, the needs assessment in third countries **may need** to go beyond the competency needs of asylum/reception authorities to address needs/target groups that are present in these types of contexts where needs related to systemic/institutional changes linked to, for instance, asylum law-drafting processes or to EU accession processes are more prominent.

In addition, the methodology has been designed in such a way that it can be used to inform any of EUAA's training activities, whether they are part of EUAA's permanent, operational, or third country support. At the same time, the methodology can be **adapted** to the different organisational and functional characteristics of both different EUAA Centres and Units as well as various national asylum authorities.

This versatility has been built in by design by ensuring that the methodology is both flexible and modular. **Flexible** in the sense that the inputs considered for the analysis as well as the related roles and responsibilities can be adapted to both the national practices and preferences (e.g. in terms of governance, organisational structure, approach to learning and development, etc.) of the country at hand as well as the type of EUAA training support. **Modular** in the sense that the scale and the scope of the analysis can be tailored by including or excluding different components of the analysis (e.g. certain data collection or stakeholder consultation steps, etc.) to both the needs of the specific training support for which the TNA is conducted (e.g. to provide a "rapid" TNA in the case of operational support) as well as the country's capacity and its objectives for the TNA. The methodology provides for the definition of training needs and plans at the occupational or organisational level and can be used to establish an intervention logic for the training activities resulting from the TNA (see Chapter 4 of this manual).

The methodology further foresees **close cooperation between EUAA and the country** to ensure that, on the one hand, the TNA can be completed with minimal time investment of national officials, while, on the other hand, ensuring that the TNA is tailored to the national context and preferences. Following a country's request, or acceptance of EUAA's proposal, EUAA and the TNCP (and/or other national

actors) will liaise to tailor the TNA to the country's needs, capacity, and preferences². Prior to conducting a TNA, EUAA and the country are thus to specify the scale and scope of the analysis on the basis of the methodological framework outlined in this manual, as well as to establish a plan for the TNA in which it is defined which activities are to be conducted when, by who, and with which resources.

It is foreseen that countries can also use the methodology described in this manual to conduct a TNA that goes beyond the scope of the training support provided by EUAA by incorporating those skills, needs, and competences for which training is usually provided at national level in the context of national learning and development programmes.³

3. EUAA training needs analysis methodology

In this chapter, the training needs analysis methodology is described. The chapter is structured according to the five main phases of the TNA process as outlined in the section below. The chapter aims to serve as a practical guide for conducting a TNA.

3.1. Introduction to the TNA methodology

Figure 1 below provides an overview of the five main phases of the TNA process. While the approach to and depth to which each of these phases is implemented is a matter of managerial appreciation depending on the context and objectives of the TNA at hand, it is good practice for every training needs analysis to go through each of these phases.

Phase I – Define competences required: During this phase, the knowledge, skills, and levels of responsibility/autonomy, as expressed in the ESQF, which the national asylum or reception authority and its staff need to possess and exhibit in order to successfully realise its mission and strategy given the internal and external context, are identified.

Phase II – Assess competency areas requiring further support: In this phase, the ESQF competences of the asylum or reception authority and its staff are assessed against the desired competences defined in the previous phase to identify areas where further support could be provided.

Phase III – Analyse learning needs: the competency gaps resulting from phase 2 are aggregated and analysed to identify learning needs, possibly including their relevance and the extent to which the relevant competency needs to be enhanced. As part of the analysis, it is considered how each learning need can best be addressed (e.g., identifying those needs which can be resolved through training, as well as if the needs can be addressed through existing training courses or if new training material is to be designed).

² In the case of TNAs conducted with countries with whom an Operating Plan is in place, C1 and the EUAA field office should be fully involved.

³ To that end, the scope of the TNA might have to be tailored to national needs and priorities by including additional competences which are not included in the ESQF.

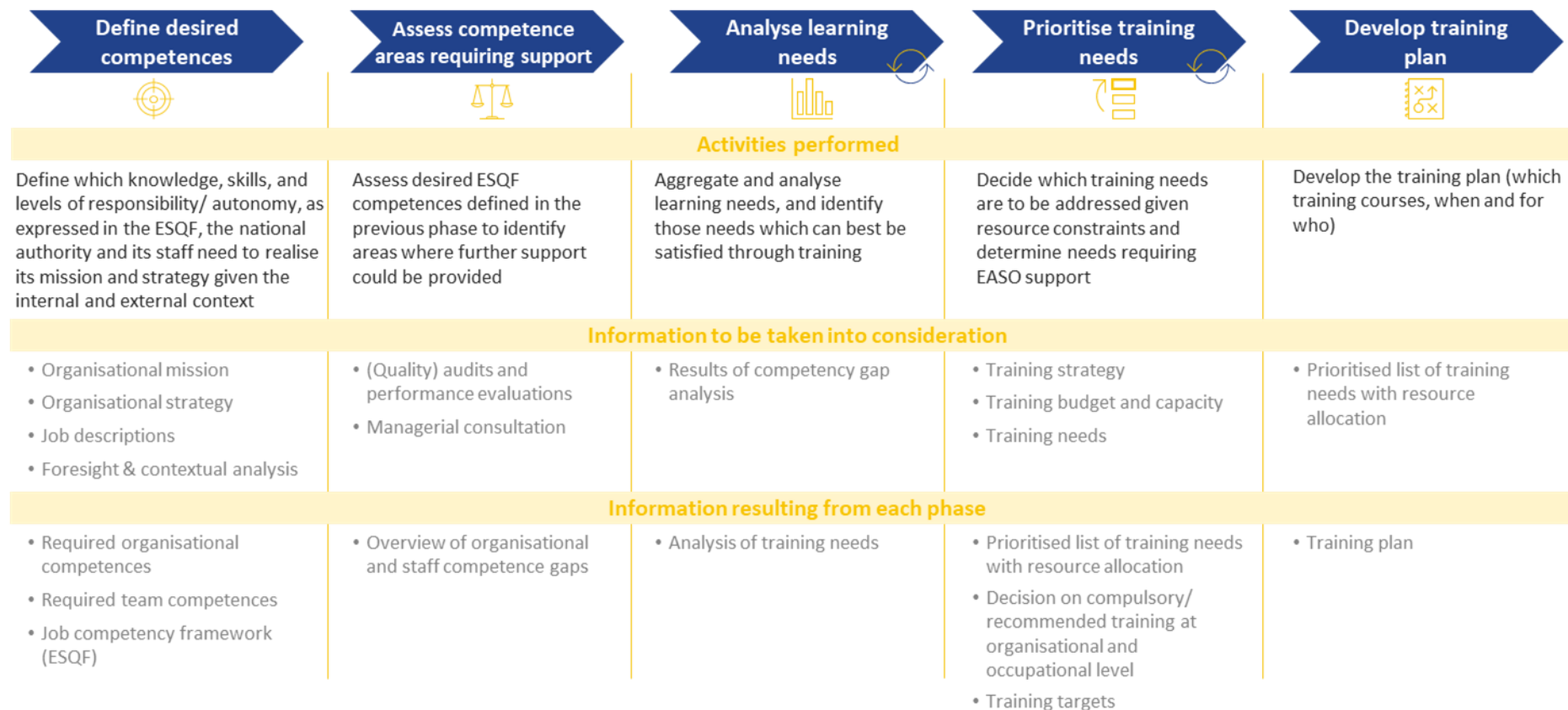


Figure 1 Overview of the TNA methodology

Phase IV – Prioritise training needs: as it is likely that not all training needs are equally important in terms of ensuring the proper functioning of the CEAS and its further enhancement, and as there might not be sufficient resources to address all training needs at once, this phase consists of a prioritisation of the identified training needs given resource constraints. In the context of the EUAA TNA, this phase also entails a consideration by national authorities of which training needs to address at national level and for which needs EUAA support should be requested.

Phase V – Develop training plan: Given the prioritised training needs, a training plan is developed for the upcoming period, thereby specifying which training courses are to be organised when and for who.

3.2. Phase I – Define desired competences

The aim of the first phase of the training needs analysis process is to define the desired competences of the national asylum authority. This is a reflection of the knowledge, skills, and levels of responsibility/autonomy, as expressed in the ESQF, which the national authority's staff needs to possess and exhibit in order to successfully implement CEAS given the authority's internal and external context. **Error! Reference source not found.** provides an overview of the main steps to define desired competences.

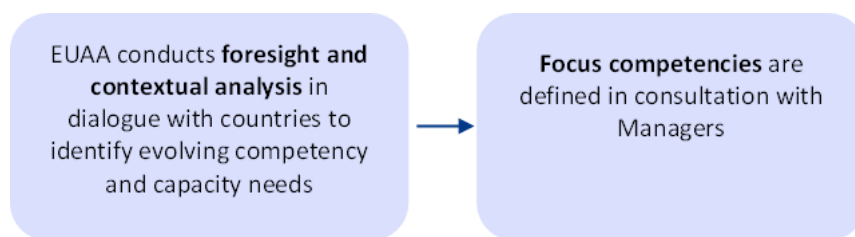


Figure 2 Main steps to define desired competences

3.2.1. Step 1.1 – Conduct foresight and contextual analysis

The first step to define the national asylum authority's desired competences is to conduct foresight and contextual analysis. This is to identify key drivers of competency and capacity needs on the basis of EUAA's and national asylum information tools and data (asylum trends, key political and policy developments in asylum and reception, possible challenges identified and reported by various stakeholders, etc.) as well as other relevant sources about internal and external factors (political priorities, strategic or operational priorities of the national asylum or reception authority, technological developments, organisational developments, etc.).

This analysis is to result in an overview of the key drivers of competency and capacity needs at country level. Once this overview is established, the key drivers can be linked to the competences in the ESQF. This can be done by assessing the impact of the drivers on the expected need for each of the competences, both in terms of the relative importance of the competences as well as the required capacity of the national authority.

The following inputs are to be considered for the analysis:

- EUAA asylum information tools and data: EUAA Asylum Report, Information and Documentation System (IDS), EUAA Latest Asylum Trends, etc.;
- External sources such as Eurostat data, International Organisation for Migration reports, as well as data and reports published by other trusted sources.;
- National asylum information;
- Political and organisational priorities of the national administration.

It is envisioned that, in the context of training needs analyses carried out in preparation of the development of Operating Plans, C1 would take the lead in conducting the analysis in consultation with C3, whereas in all other cases EUAA's TLRAS takes the lead in conducting the analysis in liaison with the country's TNCP (or other appointed national actors). In the latter case, EUAA's country desk coordinator (CDC) as well as C3 might provide input to the contextual analysis.

3.2.2. Step 1.2 – Select key competences

The second step is to select the national authority's key competences given the results of the foresight and contextual analysis. Key competences are those ESQF competences⁴ which are considered relatively more important for the functioning of CEAS given contextual developments in the national context. The selection of key competences does not account for current competency levels (which are assessed in the second phase of the TNA) and are thus not an indication of training priorities (as defined in the fourth phase of the TNA). To see the difference, consider the example of a trend in migration flows showing an increase in unaccompanied minors. This might point to the increased relative importance of related competences, but as this does not consider if current competence levels are sufficient to deal with the increase or not, it does not in itself stipulate a training need.

To define key competences, a relevance rating is applied to each of the competence areas in the ESQF (including the competences identified as missing in the previous step) and at the relevant ESQF complexity level. To this end, a relevance scale is applied representing the criticality of timely possessing the competence at a given complexity level as well as its expected contribution to the national asylum authority's operational performance. Table below presents the relevance scale.

The application of the relevance level to each of the ESQF competence areas and applicable complexity levels can be differentiated for different occupational groups where applicable and organisational entities. For TNAs of a narrower scope, this link could eventually be made automatically in ETNAT.

It is recommended that a decision about the national asylum authority's key competences (and thus the application of the relevance rating to each of the competences in the ESQF) is taken by the senior management of the authority on the basis of the results of the foresight and contextual analysis. Who exactly to involve in the decision-making can be adapted in accordance with national practice.

⁴ If needed, the scope of the TNA can be expanded to also consider competences defined at the national level which are not included in the ESQF, but which the national authority nevertheless considers essential to its functioning (e.g. language skills).

Relevance scale level	NA	1 – Low	2 – Secondary	3 – Moderate	4 – High	5 – Critical
Description	The competence area is not applicable to the duties and tasks of the organisational entity/ occupational group.	The competence area has a minor role in ensuring organisational performance; it is beneficial for the quality of officials' work but is not essential.	It would be useful if officials possessed the competence; however, it is not urgent. It is sufficient if widespread fulfilment is guaranteed in 2-3 years.	It would be advantageous if officials widely possessed the competence within a year; it would contribute to organisational performance, however, not significantly.	Widespread possession of this competency is essential, it is necessary to be ensured within a year's time as it is important for the organisation to perform qualitatively.	It is critical that all relevant officials possess this competency as soon as possible; it is crucial for the successful performance of duties

Table 1 Competence relevance scale

Prior to a decision by senior management, the results of the foresight and contextual analysis can be triangulated through a consultation of line managers. Such consultation could take place through a survey, focus group meetings, a dedicated managers meeting, etc. depending on national practice as well as the scale and scope of the TNA. Such consultation consists of informing the line managers of the results of the foresight and contextual analysis and asking them to apply the relevance rating to each of the competences and complexity levels relevant for their team on this basis as well as their own insight.

The consultation as well as the validation of the key competences by senior management is facilitated by EUAA's TLRAS and coordinated by the TNCP (or other appointed national actors).

Following the decision on the national key competences, the TLRAS can identify the key competences for the upcoming period in both the ESQF and ETNAT (by adding the final relevance scale to each competence and complexity level).

3.3. Phase II – Assess competence areas where further support could be provided

In the second phase of the TNA, the competences of the asylum or reception authority and its staff are assessed against the desired competences selected in the previous phase to identify areas where further support could be provided. Figure 3 below provides an overview of the main steps of the competence assessment.

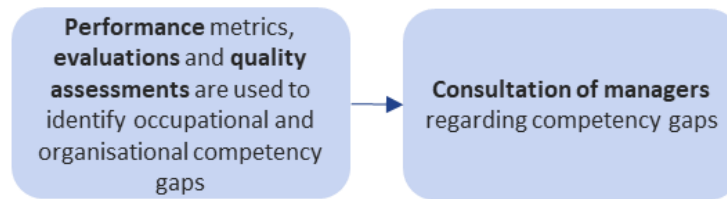


Figure 3 Main steps to assess competency areas where further support could be provided

3.3.1. Step 2.1 – Identify occupational and organisational competence gaps through performance evaluations and quality assessments

The aim of this step is to identify the national asylum authority's competence gap on the basis of indications provided through performance evaluations and quality assessments. A competence gap is an observed difference between desired competences as selected in the first phase of the TNA and current competences as exhibited during day-to-day work. Important to note is that not every performance gap or quality issue needs to be linked to a competence gap as there are many other factors other than the staff's skills, knowledge, and levels of responsibility/ autonomy which can cause a performance or quality issue. When identifying competence gaps on the basis of performance evaluations and quality assessments, it is thus important to consider the root causes of any issues identified rather than the existence of an issue in itself, and to determine whether the issue can be addressed through learning.

In first instance, existing performance and quality evidence can be used to identify the competence areas of the national asylum authority in which further support could be provided. Examples of such evidence include performance metrics resulting from the national monitoring system, results of previous evaluations, quality assessments, and audits, as well as reporting information regarding, e.g., the achievement of objectives in previous years. The aim of the assessment is to link the evidence with defined standards (e.g., EUAA's quality assurance tool) so as to arrive at an ESQF competence support need rating according to the scale provided in **Error! Reference source not found.** below. The support need rating represents the degree to which further support could be provided for the national asylum and reception authority to attain a certain competence at a certain complexity level. The rating should be applied to the occupational and/ or organisational level depending on the scope of the TNA. The level at which the rating is applied should be in accordance with the application of the relevance rating in the previous phase.

If insufficient evidence is available to inform the support need rating, additional evidence can be collected within the scope of the TNA by conducting dedicated performance evaluations and quality assessment based on defined standards which are linked to the ESQF competences, e.g., by applying EUAA's quality assurance tool. The scale and scope of the evidence collection depends on the scale and scope of the TNA, but also on the inputs which are available at the national level (sample of outputs, data to inform performance metrics, etc.).

Score	Support need	Description
NA	Not applicable	The organisational entity/ occupational group is not expected or required to apply this competence. The competence is not applicable to the duties and tasks of the organisational entity/ occupational group.
1	Low	The organisational entity/ occupational group generally exhibits the desired competence. Some support could be provided to, e.g., refresh certain knowledge and finetune the application of skills, however support would only provide a minor contribution to enhancing performance.
2	Secondary	There is some scope for further support to enhance performance with regards to nice-to-have criteria, and to ensure the organisational entity/ occupational group maintain an up-to-date competence level in the future. However, support is not necessary.
3	Moderate	The organisational entity/ occupational group generally exhibits the competence. There is, however, some scope for improvement. Support would be advantageous but is not essential to ensure the operations of the organisational entity/ occupational group.
4	Significant	The organisational entity/ occupational group exhibits significant shortcomings with regards to the application of the competence. Support is required to ensure qualitative performance of duties and tasks.
5	High	The organisational entity/ occupational group exhibits serious deficiencies with regards to the application of the competence. Support is crucial to ensure satisfactory performance of duties and tasks.

Table 2 Competence proficiency scale

Following the collection and assessment of the evidence, competence support need ratings can be compared to the relevance rating of the desired competences so as to define the competence gap. It is foreseen that EUAA's TLRAS co-conducts this assessment together with the TNCP or another appointed national actor. The criticality of the competency gap can be measured by multiplying the relevance score with the support need score. The higher the resulting criticality score, the greater the need to timely address the competence gap.

3.3.2. Step 2.2 – Consult managers regarding competence gaps

Following the definition of the competence gap on the basis of performance and quality evidence, the competence gap is to be verified and validated by the management of the national asylum authority. Depending on the scope and scale of the TNA, the assessment of the competences for which further support could be provided can also be purely based on a manager's consultation, without prior assessment of quality and performance evidence.

A first way to do this is through a broad consultation of line managers regarding their perception of the organisation's competence support need. If available, it is recommended to provide managers with the results of the quality and performance assessment resulting from step 2.2 during this consultation. The consultation can be conducted through a survey, as well as interviews and/or focus group discussions. **Depending on the organisation of the TNA, it might be possible to combine this survey with the consultation used to define desired competences for phase one of the TNA.** In this case,

managers would be requested to simultaneously provide the relevance and support need rating to each of the ESQF competences and complexity levels relevant to their managerial remit.

Following the managers' consultation, the final competence gap criticality score is to be verified and validated by the national asylum authority's senior management. Depending on the scale and scope of the TNA, the decision by senior management can be informed by the results of the previous steps:

- Competence gap resulting from performance and quality assessment;
- Competence gap resulting from broad line managers' consultation.

It is foreseen that the TNCP or other appointed national actors coordinate and facilitate the execution of this step according to national practice, while EUAA's TLRAS supports the effort.

3.4. Phase III – Analyse learning needs

During the third phase of the TNA, the competence gaps resulting from phase two are aggregated and analysed to identify learning needs of different organisational entities/ occupational groups. As part of the analysis, it is considered how each learning need can best be addressed (e.g., identifying those needs which can be resolved through training, as well as if the needs can be addressed through existing training courses or if new training material is to be designed). Figure 4 below provides an overview of the main steps of the learning needs analysis.

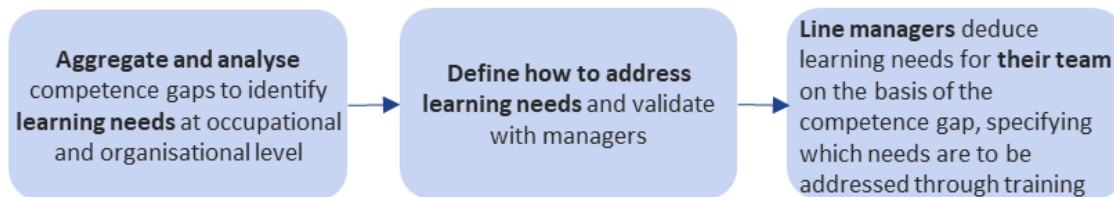


Figure 4 Main steps to analyse learning needs

3.4.1. Step 3.1 – Identify learning needs

The competence gap criticality rating resulting from the previous phase provides a solid basis for creating an overview of the learning needs of the national asylum authority. The missing piece of the puzzle, however, are the learning needs of new recruits.

The first action under phase three of the TNA is therefore to specify the learning needs for anticipated new recruits on the basis of the recruiting plan and, to the extent already known, the current competence profile of new recruits, on the basis for example of job entry requirements. To this end, new recruits may be encouraged to complete their profile in ETNAT as soon as their recruitment is completed.

The next step is to create an integrated and quantified overview of the national asylum authority's learning needs on the basis of learning needs of new recruits and the results of the organisational/ occupational competence gap analysis. Such an overview, or learning needs map, is created by

mapping the competence gap at the level of organisational entities (e.g., departments, units, teams; depending on how the national asylum authority is structured) with an indication of how many staff members will have to be trained in a certain competence in each of the teams.

It is foreseen that this step will be conducted by the TNCP, or other appointed national actors, in cooperation with EUAA's TLRAS and CDC.

3.4.2. Step 3.2 – Define how to address learning needs

For each of the learning needs in the organisational learning needs map, it is then to be specified which learning method to apply (e.g., in-house training, external training, self-study, coaching by line management, peer-to-peer observation/ collaboration, on-the-job learning etc.). Which learning method or combination of methods to consider will in part depend on the learning offer provided by EUAA but will mostly be determined by learning practices of the national asylum authority.

It is envisioned that this draft learning approach is created by the TNCP, or other appointed national actors such as staff from the L&D team, with support of the TLRAS. Relevant national actors, e.g., line managers of the national asylum authority, are then to be consulted about the draft learning approach in view of its validation by senior management.

Following the validation of the learning approach, the training needs (those learning needs for which training has been specified as learning approach) can be mapped to the training curriculum, indicating for each need if it can be addressed through an existing training module or course, and if so which one. The relevant training curriculum encompasses both the EUAA training curriculum, the national asylum authority's own training curriculum, as well as the curriculum of other training providers on which the national asylum authority relies (e.g., dedicated national agency providing L&D support).

3.4.3. Step 3.3 Specify learning needs for teams

Given the learning needs map, line managers are requested to define career development goals for individual team members on the basis of the ESQF (i.e., specify in which competences staff members are to develop). The career development goals related to learning needs which are to be addressed through training represent a training request.

In the future, ETNAT might be used to issue training requests and to tailor automatically suggested learning paths to the results of career development planning.

3.5. Phase IV – Prioritise training needs

It is possible that not all training requests are equally important in terms of addressing the competence gaps of national authorities and enhancing the functioning of CEAS. As there might not be sufficient resources to address all training requests at once, the fourth TNA phase consists of a prioritisation of the identified training requests given resource constraints. In the context of the EUAA TNA, this phase also entails a consideration by national authorities of which training needs to address at national level and for which needs EUAA support should be requested or accepted. Figure 5 below provides an overview of the main steps of the training needs prioritisation.

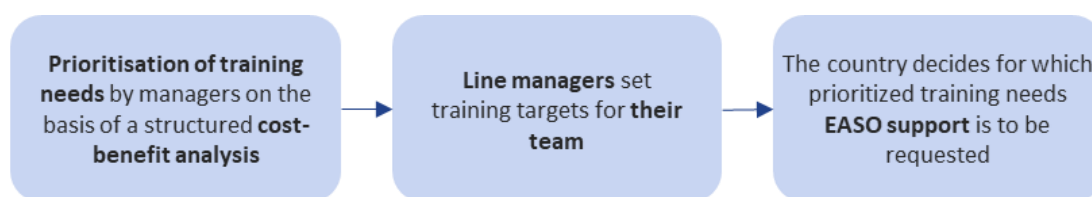


Figure 5 Main steps to prioritise training needs

3.5.1. Step 4.1 Prioritise training needs

In order to decide which training needs to address in the upcoming period given the available training budget and time, a cost-benefit prioritisation framework is outlined in this manual. Other prioritisation or work planning frameworks used by the national asylum authority could also be applied to prioritise the training needs in the context of the TNA.

The first step in the prioritisation, when using the cost-benefit approach, is to assess the costs associated with addressing the different training requests resulting from the previous phase of the TNA. It is recommended to conduct the cost assessment on the basis of a relative rating scale (see Table 3 below).

The following costs can be considered when applying the cost rating:

- **One-off development cost:** In case of training needs which cannot be addressed through training already existing in the training curriculum, what is the anticipated cost for developing the training? What time investment is expected to develop the training?
- **Delivery cost:** What is the anticipated cost to deliver the training (e.g., travel to training location, cost for external trainer, venue and catering, training material, etc.)?
- **Support time investment:** What is the anticipated staff time required to support the training organisation and delivery (e.g., time of internal trainer, time to organise the logistics for the training, time to liaise with contractors, time to administer training participants, etc.)?
- **Trainee time investment:** What is the anticipated time investment which each individual trainee is expected to make?

In general, it is up to the national asylum support authority to decide which costs to take into consideration for the prioritisation exercise. Once decided which costs to consider, a relative cost rating is to be applied to each of the training requests. The rating scale given in

Table below is to be applied relative to the available training resources. In order to facilitate the application of the cost scale, a monetary range relative to the overall training resources can be linked to each of the cost scale levels. It is foreseen that the cost assessment will be conducted by the TNCP or other appointed national actor in cooperation with the TLRAS.

Training cost scale	1 – Negligible	2 – Limited	3 – Moderate	4 – Significant	5 – Critical
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Table 3 Training cost rating scale

Following the estimation of costs, a benefit score can be defined for addressing each of the training needs in terms of improved organisational performance (e.g., considering effect on efficiency, effectiveness, quality, reputation, etc.). To this end, the criticality score defined in the first two phases of the TNA can be used (multiplication of the relevance and support need scores). Alternatively, a survey could be conducted among managers of the national asylum authority to inquire about their perception of the relative benefit of addressing the different training needs. The resulting benefit rating can then be validated by senior management. The approach to determining the benefit score can be tailored to established practice within the national asylum administration.

Given the cost and benefits related to addressing each of the training needs as well as the resources available for training, a decision can be made about the short-, medium-, and long-term training priorities. How to take this decision and who to involve depends on the national governance structure (e.g., proposal prepared by TNCP and L&D team, discussed and validated during managers' meeting).

The training prioritisation can be facilitated through the matrix given in Figure 6 below. To that end, a cut-off point is to be defined (e.g., median) on the benefit and cost scales so as to divide the training requests in four categories: "training quick wins", "major training initiatives", "fill-in training efforts", and "training resource pits". In the initial training prioritisation proposal, quick wins are scheduled first, followed by the major training initiatives and fill-in training efforts up until the point at which the training resource constraints are reached. Requests falling in the training resource pit category are rejected by default but can be reinstated during the aforementioned management review if sufficient training resources remain.



Figure 6 Training prioritisation matrix

3.5.2. Step 4.2 Set training targets for teams

Following the overall training prioritisation, line managers decide on the training targets for team members in line with organisational and occupational training priorities and considering the time individual staff members can allocate to training. The training targets are to be decided on and registered according to the applicable national process.

3.5.3. Step 4.3 Request/Accept EUAA training support

Following the prioritisation of training needs and definition of training targets, the national asylum authority can consider which support, if any, it requires from EUAA to achieve its training priorities given the country's capacity and capability to address the training priorities. Such requests or acceptances of proposals for support could relate to, e.g., train-the-trainer sessions, the development of new training modules, logistical support to deliver certain trainings, etc.

Following a decision by the national asylum authority's management, it is foreseen that the TNCP liaises with EUAA's CDC regarding the request or acceptance of the EUAA's proposal for support.

3.6. Phase V – Develop training plan

In the fifth and final phase, a training plan is developed for the upcoming period, thereby specifying which training courses are to be organised when and for who. This training plan is to be continuously managed and updated throughout its implementation. Figure 7 below provides an overview of the main steps of the training needs prioritisation.

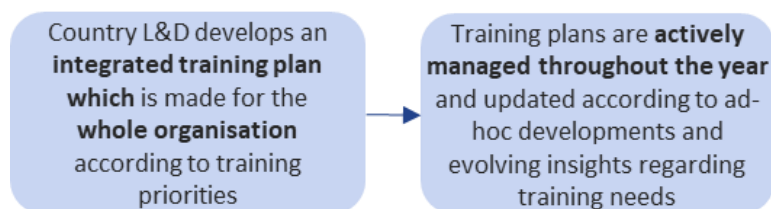


Figure 7 Main steps to develop and manage a training plan

3.6.1. Step 5.1 Develop national training plans

Given the short-, medium-, and long-term training priorities as well as the training targets for individual staff members, a country training plan can be developed. In such a plan, it is to be specified which training sessions are to be organised when, by who and for who.

This training plan can be shared by the TNCP with EUAA's CDC to facilitate the planning of module sessions on the LMS, as well as to coordinate regional training initiatives among countries if relevant.

3.6.2. Step 5.2 Manage training plans continuously

The training plan is to be actively managed by the TNCP with support of the EUAA CDC throughout the year so as to account for ad-hoc developments and evolving insights regarding training needs (e.g., new information regarding recruiting schedule, practical aspects impacting training delivery, unexpected changes in migration flows or organisational priorities, etc.).

Fundamental changes in the training plan can be shared with EUAA.

4. TNA based intervention logic

In this chapter, the concept of an intervention logic is introduced, and it is outlined how the results of a TNA can be used to construct an intervention logic for the training activities resulting from the TNA as well as how to subsequently use the intervention logic.

4.1. Introduction to the intervention logic concept

The ultimate purpose of a TNA is to focus the available training resources on those training activities which respond to the national asylum authority's needs and which are expected to contribute the most to enhancing the functioning of CEAS. A TNA thereby defines what the implementation of the training plan is supposed to achieve. An intervention logic is an analytical tool which can be used to comprehensively capture this logic underlying the training activities.

An intervention logic is in essence a cause-effect chain describing the rationale of how an intervention is envisioned to achieve its intended results. It clarifies the logical connections between an intervention's objectives, activities, and results, and also if those connections are sufficiently established.

While there are many ways in which an intervention logic can be presented, the underlying purpose is always to assess the "if-then" causal relationships between the elements of the intervention; if the inputs are available, then the activities can be implemented, and if the activities are implemented successfully then certain outputs and impacts can be expected, etc. An intervention logic typically contains the following elements:

- A description of the **needs/problems/issues** that triggered the intervention and which the intervention was supposed to address, thereby also considering how the situation was expected to develop without the intervention at the time the intervention was designed.
- A description of the main **objectives** which the intervention was supposed to achieve, the expected changes which the intervention was designed to bring about.
- The **inputs** which were foreseen to implement the intervention. Inputs are to be understood in a broad sense and can include budget, staff, time, expertise, equipment, IP, etc.
- An overview of the **activities** of which the intervention was supposed to consist, and through which the envisioned objectives were to be achieved;
- The **outputs** generated by the intervention, that is the end products which result directly from the intervention's activities.

- The **outcomes** that are generated by the outputs, these are the direct effects or changes which can be attributed to the outputs, and which occur shortly after the outputs are delivered. For example, specific envisioned learning outcomes have been defined for each module in EUAA's training catalogue.
- The **impact(s)** of the intervention on key stakeholders. The impact is the effect taking place once one or more outcomes have been achieved and generally materialise in the medium to long-term. Often a distinction is made between intermediary and long-term impact. Ideally the impacts should reflect the (partial) resolution of the initial needs/problems which triggered the intervention at the outset.

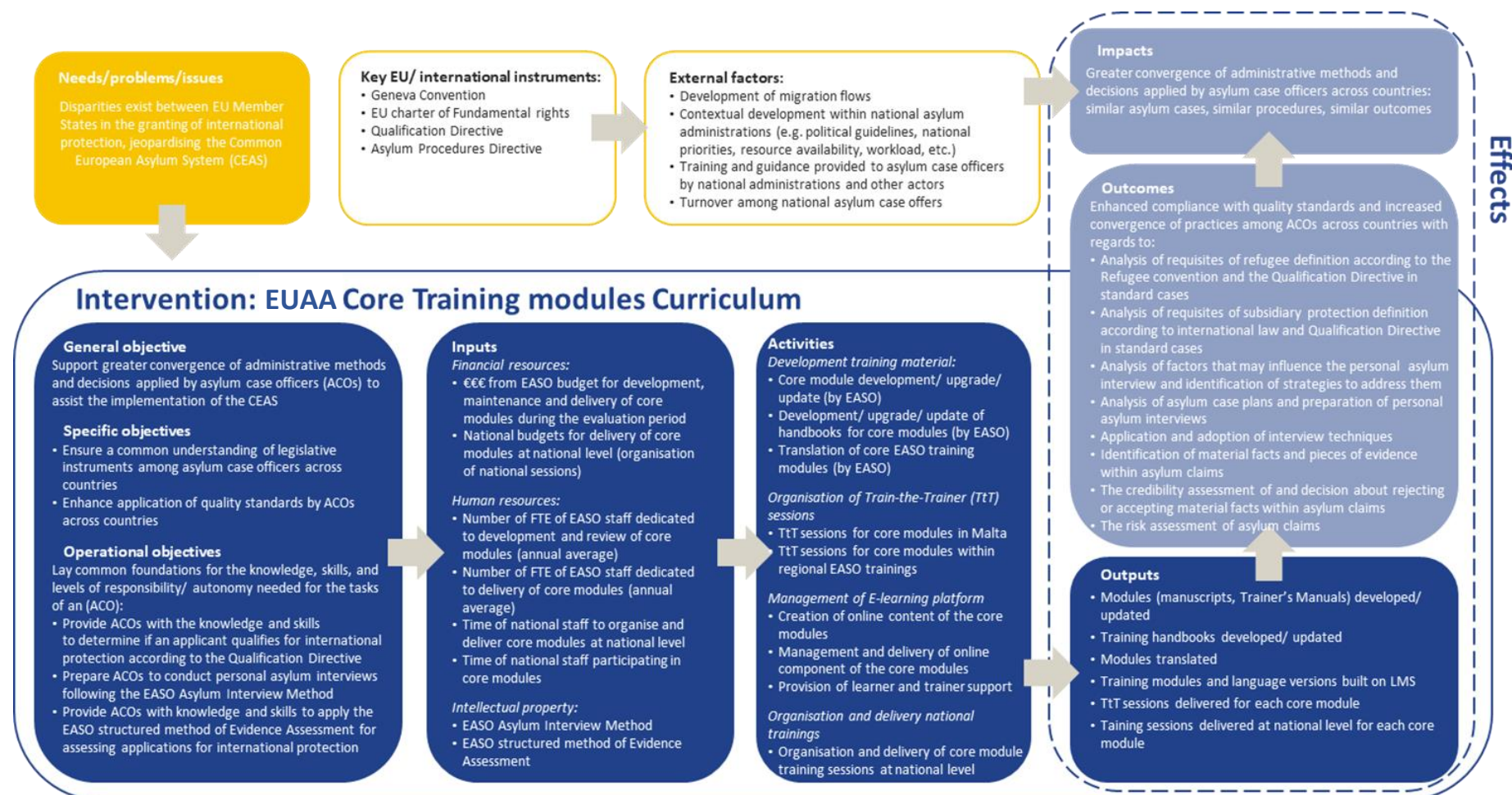
As impacts can rarely be solely attributed to a single intervention and many different factors can influence a situation, the elements listed above can be complemented by also including **external factors** as well as **other EUAA/ EU/ national interventions** which impact the situation in the intervention logic.

Figure 8 Illustrative intervention logic of the activities related to EUAA's core modules Figure 8 provides an illustrative example of an intervention logic of the activities related to EUAA's core modules in a certain time period.

4.2. Construction of an intervention logic based on a TNA

The different components of an intervention logic can be populated on the basis of the results of the different steps of the TNA process as described in the previous chapter:

- **Needs/problems/issues:** The foresight and contextual analysis conducted during the first phase of the TNA, allows for the identification of competence needs drivers in view of the well-functioning of CEAS given contextual developments in the national context. The competence-need drivers linked to the competence gaps identified in the second phase of the TNA, therefore point to specific challenges to the functioning of CEAS, and can thus be used to populate the *needs/problems/issues* section in the intervention logic.
- **Objectives:**
 - The *general objective* of the training intervention resulting from the TNA can be formulated in terms of addressing the *needs/problems/issues*.
 - The *specific objectives* relate to the closing of the competence gaps identified in the second phase of the TNA which are linked to the training requests which are approved following the prioritisation in the fourth phase of the TNA.
 - The *operational objectives* in turn are the objectives, or learning outcomes, of the training modules contained in the training plan as formulated in the EUAA training catalogue and the respective design templates.
- **Inputs:** The inputs consist of the resources foreseen for the implementation of the training plan (i.e., the sum of the costs related to the training requests approved during the fourth step of the TNA) as well as any intellectual property underlying the training modules included in the training plan.
- **Activities:** The activities are those actions foreseen in the training plan, including those required to support the implementation of the training plan as well as any required training material development activities.



* The term *operational* refers to the level of the objectives in the hierarchy of objectives and thus not to EUAA's operational support activities. A hierarchy of objectives is a framework that helps to structure objectives in distinct yet linked levels breaking higher level objectives down into more specific underlying objectives. The higher the level of an objective, the more freedom it leaves as to how the objective is achieved. The lower the level of an objective, the more concretely it links to the way an objective is achieved.

Figure 8 Illustrative intervention logic of the activities related to EUAA's core modules during the evaluation period

- **Outputs:** The outputs are those products which are foreseen to result from the implementation of the training plan, i.e., any training material developed, training sessions delivered, trainee support provided, staff members trained, etc.
- **Outcomes:** The outcomes are those learning outcomes foreseen for each of the training modules included in the training plan which should effectively imply that the competence gaps linked to the prioritised training requests are closed or at least narrowed.
- **Impact(s):** The foreseen impact of the implementation of the training plan can be formulated in terms of the improved functioning of CEAS resulting from the narrowing or closing of performance gaps (as identified in the second phase of the TNA, especially when quality reviews and performance evaluations were considered in the TNA) as well as having averted any challenges to the functioning of CEAS underlying the competence needs drivers identified in the first phase of the TNA.
- **Key EUAA/ EU/ national instruments:** will often be identified as relevant in the *indicative references* section of the design templates of the modules included in the training plan and might also result from the contextual analysis of the first phase of the TNA.
- **External factors:** are relevant non-training-related elements identified during the foresight and contextual analysis of the TNA which might affect the foreseen impact of the training intervention.

4.3. Usage of the training intervention logic

As the intervention logic describes the cause-effect chain underlying the rationale of how the training intervention is envisioned to achieve the intended outcomes and impacts, it can be used to verify if the logical connections between the intervention's objectives, inputs, activities, outputs, outcomes, and impacts are sufficiently established. If not, the training plan might have to be revised to ensure that the envisioned results can indeed be expected to be achieved. In the first instance, the intervention logic can thus be used to **verify if the training plan is fit-for-purpose**.

In addition, the intervention logic can be used as a **communication tool** to explain to stakeholders what the training intervention aims to achieve and why it is worth undertaking the intervention. In that regard, the intervention logic can thus be used to gain support for the training plan among different stakeholders.

Furthermore, as the intervention logic describes the inputs which are foreseen to implement the training plan, as well as the outputs, outcomes, and impacts which are expected to result from these inputs, it can be used to **define monitoring indicators** to facilitate the operational management of the training plan (see Figure 9 below). Monitoring usually focuses on answering the question "*are we doing things right?*" by focusing on operational indicators at the level of the intervention's inputs, activities, and outputs. The aim of such continuous and systematic follow-up of actual versus planned performance during an intervention is to inform managerial decisions to steer the intervention, but also to inform stakeholders about progress.

Finally, the intervention logic can also be used to define more **strategic indicators** at the level of outputs, outcomes and impact which help to answer the question "*are we doing the right things?*". Such strategic indicators can be used to assess if more fundamental modifications need to be made to the training intervention and even if the training intervention should be continued/ prolonged at all. An **evaluation** of the training intervention could be conducted to inform such strategic decisions. The *EUAA Training Evaluation Manual* elaborates further on how to use an intervention logic during

evaluations. Strategic indicators and evaluations might also be used to inform stakeholders about the results of the training intervention, and thus to justify the intervention and/or its (dis-)continuation.

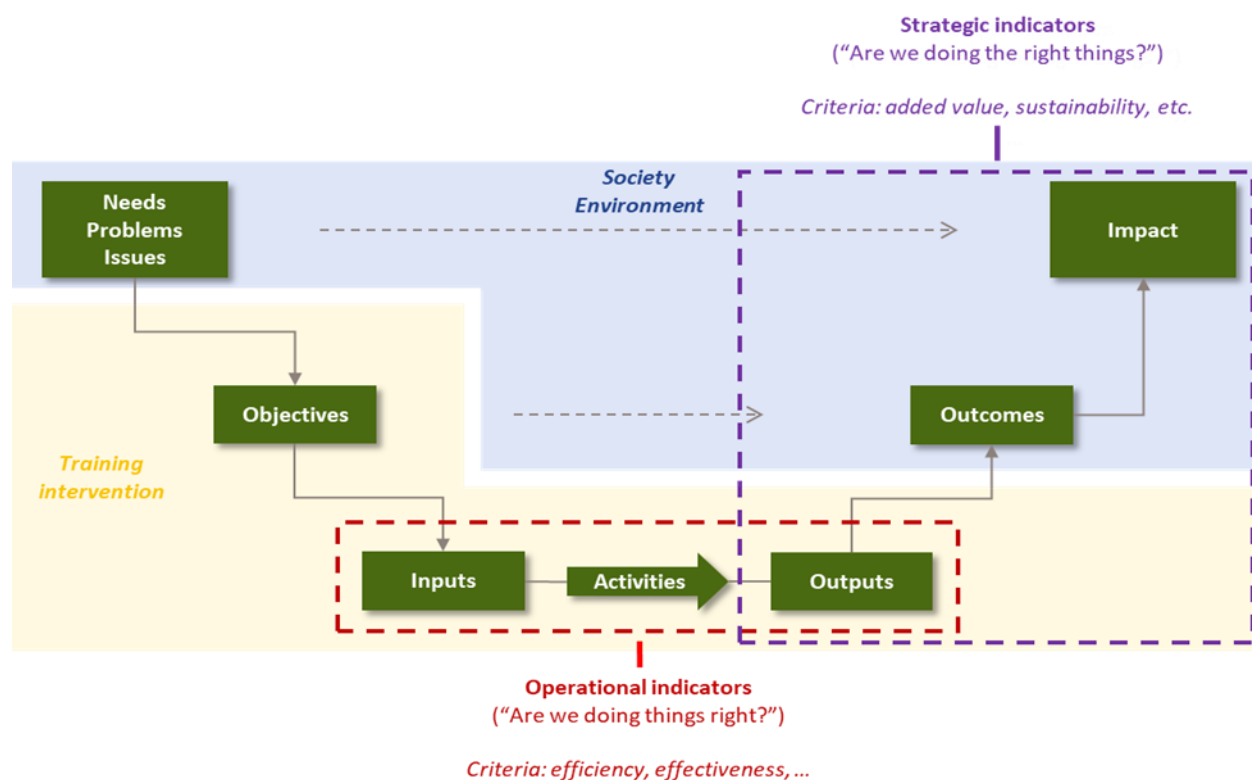


Figure 9 Using the intervention logic to define performance indicators

5. Summary of changes

Version no.	Changes
01	New system-specific document

6. Annexes

6.1. Annex A – Template to capture findings from step 1.1 – foresight and contextual analysis

Nr	Driver	Source	Impacted competence(s)	Impacted organisational entity/ occupational group	Impact description
A. Asylum trends					
A1					
A2					
A3					
B. Legal and policy developments at international, EU, and national level					
B1					
B2					
B3					
C. Organisational developments					
C1					
C2					
C3					

6.2. Annex B – Template to capture outcome of step 1.2 – selection of key competences

ESQF nr	Competence & complexity level	Organisational entity/occupational group	Relevance rating	Rating rationale

6.3. Annex C – Template to capture outcome of step 2.1 – assess areas where further support could be provided

ESQF nr	Competence & complexity level	Organisational entity/ occupational group	Support need rating	Rating rationale: indication of quality & performance issue resulting from competence gap

6.4. Annex D – Template to capture outcome of step 3.1 & 3.2 – Learning needs and methods

ESQF nr	Competence & complexity level	Organisational entity/ occupational group	Number of staff	Criticality rating	Learning method	Training course (existing – link to catalogue; to be developed)

6.5. Annex E – Template to capture outcome of phase IV – Training prioritisation

Nr	Training request (competence, training module, number of trainees)	Benefit rating (criticality rating)	Cost rating	Prioritisation matrix category	Prioritisation result (short-, medium-, long- term; deprioritised)	EUAA support request (no; yes – type)	Prioritisation notes

6.6. Annex F – Template to capture outcome of phase V – Training plan

Nr	Training title	Target group (number, profiles)	Start date	End date	Location for physical session(s), if any	Notes
National training sessions						
Attendance at EUAA organised sessions						

6.7. Annex G – Suggested TNA report skeleton

1. Introduction
2. TNA scope and objectives
3. TNA methodology
4. TNA results
 - a) Foresight and contextual analysis
 - b) Key competences
 - c) Areas where further support could be provided
 - d) Learning needs and methods
 - e) Training requests
 - f) Training prioritization
 - g) Training plan
5. Limitations and lessons learned

6.8. Annex H – Intervention logic template

