

CIG

**Capacity Building for
Poverty Reduction
- Training Initiative**

A GOI-DfID Project

Project Report - Phase I Moving Ahead



Government of India

Department of Personnel & Training (DoPT)

August 2007



Core Incubating Group (HIPA)

Project Report - Phase I Moving Ahead

CBPR

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List of Abbreviations

ANM	Auxiliary Nurse Midwife
ASI	Adam Smith International
ATI	Administrative Training Institute
CBPR	Capacity Building for Poverty Reduction
CDPO	Child Development Project Officer
CIG	Core Incubating Group
DAR&PG	Department of Administrative Reforms and Public Grievances
DfID	Department for International Development
DLM	Distance Learning Mode (Material)
DoPT	Department of Personnel and Training
DTS	Direct Trainers Skill
HIPA	Haryana Institute of Public Administration, Gurgaon
KSA	Knowledge, Skills and Attitude
MoP	Ministry of Personnel, Public Grievances and Pensions
MoU	Memorandum of Understanding
PHC	Primary Health Centre
PRI	Panchayati Raj Institutions
RCVPNAA	RCVP Noronha Academy of Administration, Bhopal
RTI	Right to Information
TA/DA	Travelling Allowance/ Daily Allowance
TNA	Training Needs Assessment (Analysis)
ToT	Training of Trainers
TQM	Total Quality Management
UNDP	United Nations Development Programme
YASHADA	Yashvantrao Chavan Academy of Development Administration

1. Background

The Ministry of Personnel, Public Grievance and Pensions (MoP) in its efforts to promote and support improvements in public administration affecting the poor launched the Capacity Building for Poverty Reduction Programme (CBPR) in February 2005. The program is designed to supplement the evolving governance and fiscal reforms agenda and the State level initiatives to promote and achieve reforms at the cutting edge or point of delivery. The program is supported through assistance from Department for International Development (DfID) and will be implemented over four years (2005-06 to 2008-09). The Program received approval in February 2005 and was launched in June 2005.

The Government is no longer seen merely as a law enforcer or a controller of national resources. It is increasingly viewed as a provider - albeit an efficient provider - of basic services and public goods. People expect the Government to facilitate growth and development. In this context, civil servants have to shift from being controllers to facilitators and from being providers to enablers. They need to equip themselves with the necessary skills and capabilities to meet these new challenges. They need to master new technologies and new styles of functioning.

Honble Prime Minister in his speech on the Civil Service Day, 21 April 2007

2. Programme Objective

Support the MoP in its efforts to promote and support improvements in public administration (at all levels) for improving service delivery, leading to poverty reduction, through a programmatic approach.

3. How does this Program impact poverty

It is now increasingly being accepted both in theory and practice that poverty is not a linear phenomenon. While income deprivation is a real and tangible manifestation of poverty, strategies to improve livelihood options by themselves might not have the desired impact. The strategies used to fight poverty include providing social safety nets for the vulnerable, stimulating growth and thereby employment opportunities, empowerment of the poor to access what is lawfully due, improvement in security and safety to avoid exploitation, provide better access to public services etc.

The CBPR Program purports to build capacities at the institutional, organizational and individual levels to make an impact on poverty reduction through improving public service delivery which is largely accessed by the poor e.g. health, education, nutrition, sanitation etc..

The linkage between improved service delivery and poverty reduction is enunciated below:

- a. Failure of public services would require the poor to rely on private service providers which in most instances are a more expensive and poor quality alternatives. Reliance on private sector for basic services would reduce the real income of poor households and thus making them worse off.
- b. Good quality public services e.g. health, sanitation etc. ensures less lost earnings for a poor household due to debilitating sickness. The opportunity cost of ill health for a poor household can be extremely high.
- c. Market responds only to those who have purchasing power, provisioning of public services ensures that the market failures is prevented and that basic services are available to the economically disadvantaged
- d. Improving access of the poor to the public services like health and education increases their earning potential thereby increasing their entitlements (i.e., command over goods and services) which would help them to come out of the poverty cycle.

Improvement in public service delivery can be brought about through increasing capacities at:

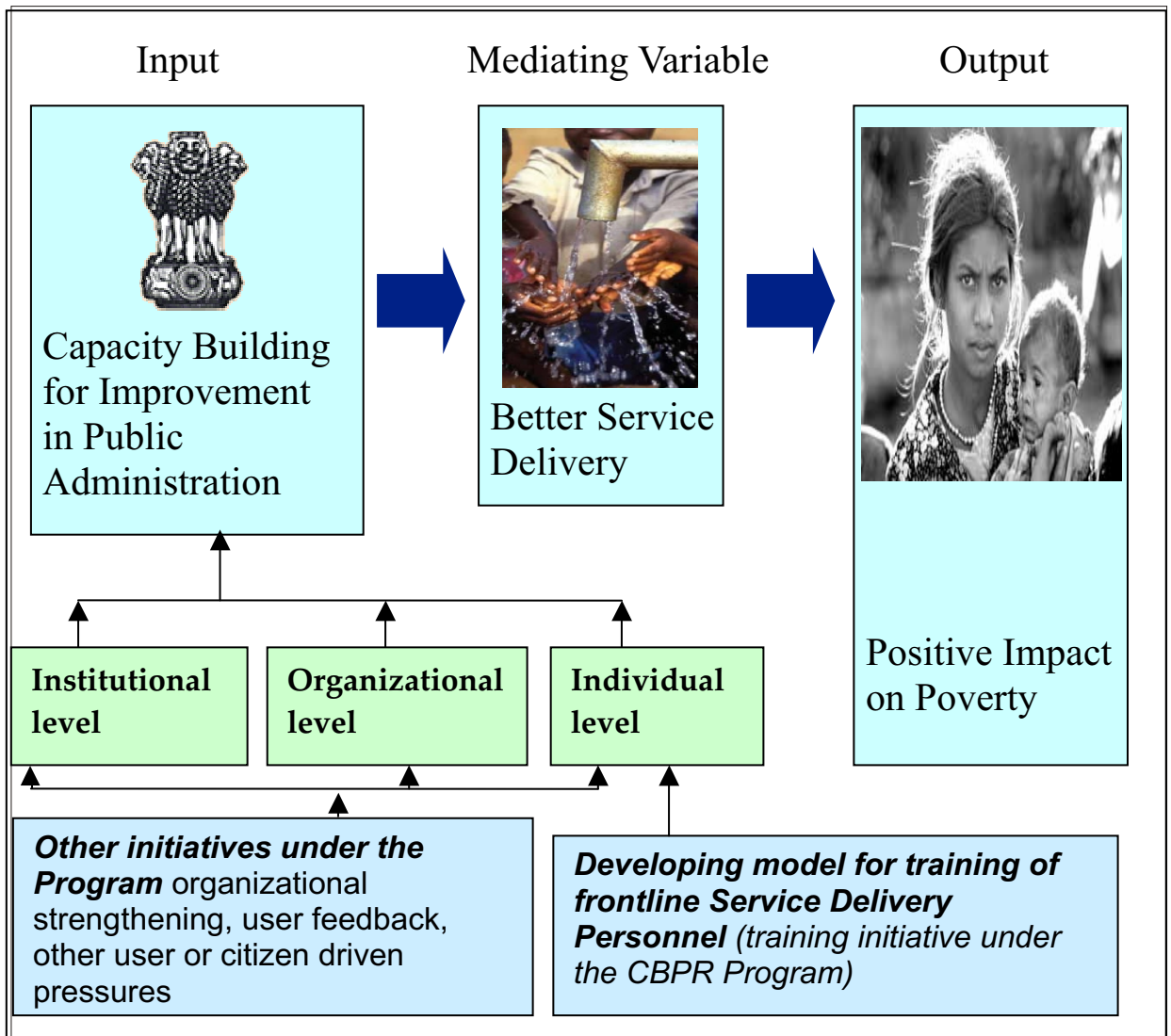
Institutional level: This includes impacting social and legal norms and rules that underlie provisioning and distribution of goods & services. Enactment and enforcement of the RTI Act which provides information and voice to citizens is an example for building institutional capacity and can be used by citizens to demand better public services.

Organizational Level: Encompasses strengthening the systems and processes of service delivery entities. For example, computerization of land records or establishment of common service centers is an action towards increasing organizational capacity.

Individual level: Incentivises and reinforces desirable behaviour amongst civil servant or professional in the service delivery hierarchy. For example: the present training initiative

The definition of capacity for purposes of this program is the ability of individuals, organizations, and the institutions (at the central, state and local level) to provide services for the poor. The process of strengthening and sustaining such capacity is capacity building.

under the CBPR program which intends to develop a model for training service delivery personnel at the cutting edge is an example of such individual capacity building. The discussion above is summarized in the schematic below:



4 Positioning of the training initiative under the Program

Civil servants or professionals, depending on the nature of service, render front line services. The effective and poor-friendly service delivery at various levels of government across the country is significantly a function of the quality of the people across the service delivery chain. This is primarily dependent on the knowledge, skills, and attitudes (KSA) of the personnel at the front-line. Although organisational strengthening, user feedback, and other user or citizen driven pressures would have an effect on the performance of the service delivery organisations, the final impact would be as good as the competence and

orientation of the personnel at the delivery point. This is the person who the citizen as user would be interacting regularly or whenever there is a need. The knowledge and skill levels, orientation, and motivation of this person are of critical importance in the service delivery chain. While incentives are usually used for keeping the motivation levels high, orientation and knowledge levels are managed through appropriate training interventions. The CBPR programme has identified training and related interventions as one of the key input to capacity building efforts that need to be undertaken for achieving the desirable outcomes of the programme.

5. Training initiative in context of the national training policy

The National Training Policy in its vision of “training for all” acknowledges that the incidence of training is significantly low at the front-line levels of the civil service. It further adds that concerted efforts have to be made to equip these functionaries to be more responsive to citizens and the poor in particular. Many constraints have been identified in implementing the training policy. Absence of training policy for lower level civil servants, training infrastructure, trainers, and training material are some of the important constraints identified for attaining the “training for all objective”.

Training would be imparted to all rungs of the Civil Services starting from the lowest and cutting-edge to the highest in policy making.

National Training Policy

Given the aforesaid constraints in operationalising the training policy for service delivery personnel at the cutting edge who comprise the lower end of the civil service, training had to be designed so as to be scalable, cost effective and transferable. The training initiative under discussion proposes to develop a model for training service delivery personnel with all the aforesaid attributes.

1. Background

At the Shimla workshop (22nd-23rd June 06) on Training for service delivery one of the main suggestions was about the development of a replicable model from the experiences of the intensive district level training implemented under the UNDP funded “Strengthening of State ATIs” project. It also emerged that the experiences of training of front-line service providers at the district level at Satara by YASHADA (ATI Maharashtra) could form the basis for developing a model. The experiences of other ATIs which had implemented the UNDP project, namely, ATIs at Bhopal, Chennai and Kolkata would also inform the development of the model.

The Satara experience included a training needs assessment effort, development of training material and pedagogy tools for training of front-line personnel in different service categories. The training was for all the critical attributes required in any job namely, knowledge, skills and attitudes. The impact assessment of this effort has indicated positive results. However, the document of this effort has not been done in manner conducive to replication, thereby making it difficult to assess the feasibility of replicating this experience. However a prima facie examination of the experiences suggests that the approach and methodology of this effort has much to recommend it for being developed into a replicable model. The situation is similar insofar as the efforts in the other ATIs who implemented the UNDP project are concerned.

The intensive district training model implemented under the UNDP program in seven districts including Satara provides a basic approach for training on a large scale. The question that is required to be answered is whether the same model is replicable both geographically and sectorally ? As it exists now the program cannot be replicable immediately since concurrent process documentation of these models is not available.

Proceedings of the Shimla Workshop

2 The Objective

It was decided that the current effort under the CBPR programme is to **develop a training model for the front line service delivery personnel, which is scalable, cost effective**

and transferable and thereby can be used with marginal changes across the country.

However, this process has to be systematic and rigorous to ensure its transferability to different geographies and service sectors. To develop a replicable and transferable model an initiative would be launched under the CBPR. This initiative would build on the lessons and experiences of the intensive district training initiative of the UNDP project. It was decided that the initiative would be rolled out in two stages:

Phase I: Develop and test a replicable training model for the service delivery personnel at the cutting edge covering two identified sectors (per ATI) based on the Intensive District Training model implemented under the UNDP Project. The piloting of the Phase I would be done at four ATIs, namely, Bhopal, Chennai, Kolkata and Pune.

Phase II: Establishing the replicability and robustness of the working model developed in the first phase. The pilot testing would be done at ten ATIs

The approach to training should be informed by the scale and scope of the training requirements in the government while keeping the cost of delivery affordable. The challenge is to make the training system available, accessible particularly to the front-line staff of the service delivery units and affordable for state government.

Proceedings of the Shimla Workshop

3. The steps decided for developing the model

The main steps that were decided for undertaking the development of the model were (the steps given below are in a chronological order):

1. Getting the inputs for developing the working model: A critical review of the experiences of the training efforts undertaken at the different ATIs would need to be done. The review would seek to highlight:

- a. the main objectives of the training,
- b. the target group,
- c. the process of identification of the trainees and their needs,
- d. the main pedagogical tools used and methodology for their development,
- e. the criteria used for choosing a specific pedagogical tools vis-à-vis the learning objective,
- f. content of the training material and its relationship with the training objective,
- g. choice of training infrastructure,
- h. duration of the training programme and session plans and,
- I. the process of training the trainers and choice of the trainers.

This review should provide the basis for the four ATIs to develop a working model for testing in new settings.

2. Developing the Working Model: The working model would need to be finalized based on a joint discussion by all the four ATIs with inputs from the core group in a workshop. This would help in developing a common understanding across the ATIs about the nature of the model and its testing in different states.

3. Decide the geographical and sectoral context: Each ATI would decide on the geography, sectors, and services from which trainees would be identified. The process would need to cover the following aspects:

- a. Identification of the district which is most conducive in terms of availability of resources and willingness of the district administration to spare personnel for the required number of days for training purposes. Another criterion would be the availability of suitable and adequate training infrastructure.
- b. Systematic identification of sectors that have the highest impact on the lives of the poor and have a high direct service delivery requirement through specific human interface.

4. Identification of personnel for training: The identification of the appropriate personnel for training would need to be done based on Steps 1, 2, and 3 above. It is necessary that appropriate sampling is done so as to ensure that the testing leads to better results. It was reiterated that it is not intended to train all the personnel in the selected cadre, only a sample need to be trained which is sufficient enough to establish the work ability of the model. Further, sufficient variety in jobs and training requirements would have to be addressed for a meaningful test process.

5. Preparation of a training schedule

6. Implementing the training schedule: Implementing the schedule in the chosen sectors and the chosen services.

7. Development of an approach and methodology for training of trainers (ToT) at the ATI and field level, which would include the necessary tools and techniques.

8. Identify the costs associated with each component of the pilot and also arrive at the per trainee cost given the different requirements. A model cost sheet with the estimates against each head will have to be prepared.

9. Finalizing the Model: Based on the training related data and feedback from the participants the various components of the working model will have to be discussed and detailed for finalizing the model.

10. Testing the Replicability of the Model: The model developed in the first phase will be tested for replicability in ten additional ATIs.

4. Concurrent Documentation the overarching requirement

One of the most critical aspects of this whole exercise is concurrent documentation of every concept, activity and process followed during implementation of the pilots beginning with the process of building the working model through to the stage of finalising a replicable model. The documentation will be the primary data used for building the final model.

Concurrent documentation is critical. *Post Facto* reconstruction of events should be avoided since many critical aspects are lost and that rationalization of events creeps in. Documentation will not be used as judgment of effort by an individual ATI, but as raw data for constructing the model. It is very important that all ATIs have the documentation person in place from the beginning itself.

5. Institutional Arrangements

- a. Core Incubating Group (CIG) - This group would have representation of resource person from select ATI(s) and chaired by Director (Training), DoPT. This group would be mandated to monitor the progress of the initiative and also abstract the model from the implementation experience.
- b. 'Think Tank' to the Core Incubating Group- Haryana Institute of Public Administration, HIPA would act as the 'Think Tank' to the CIG. HIPA would also act as a repository of the various training material developed and used by the partner ATIs under the Intensive District Training Program or otherwise.
- c. Technical Backstopping: Adam Smith International (ASI), the Program Management Consultants to the CBPR Program will provide technical support as and when needed.

6. Program Monitoring

- a. Monthly status report to be sent to DoPT/DAR&PG
- b. Utilisation certificate: Under the three generic heads to submit expenditure. The first utilization certificate is expected by Sept-Oct 07 for the money released in the financial year 2006-07 under the training initiative of the CBPR Program. This will help release additional tranche of funds.
- c. The quarterly monitoring format to be sent to the CIG

7. Output of the initiative

The main outputs that would however be required to be produced at the final stage of this initiative are likely to be:

1. The abstracted working model arrived at the beginning
2. TNA process documentation
3. The lessons from the testing process
4. A replicable Training module giving:
 - i. The main training objectives
 - ii. The nature of training materials
 - Readings
 - Visuals
 - Presentations
 - Films
 - iii. Pedagogy and the training(learning) objective matrix
 - iv. Session design and sequencing plan.
 - v. A list of pre-conditions for training at the district level.
 - vi. Nature of preparedness of an ATI and methods to develop the trainers at the ATI for this kind of initiative.
 - vii. A model cost-estimate for conducting such training modules for personnel at the front-line. This model would form the basis for estimating the cost for such training efforts.

Setting the Terms of Engagement for the first phase pilots- The Gurgaon-I August Workshop

1. Background

The Gurgaon -1 (4 Aug 2006) workshop was aimed as a kick off for the Phase I of the training initiative. Intensive discussions were held with the four first phase ATIs, namely, Bhopal, Chennai, Kolkata and Pune. The terms of reference, MoU format, the budgets and reporting & monitoring arrangements were discussed and finalized. The Shimla workshop guidelines were further detailed out and future course of action decided.

2. Setting the Terms of Engagement for the participating ATIs

A. Objective: Develop and test a nationally replicable training model for the service delivery personnel at the cutting edge covering two identified sectors (per ATI) based on the Intensive District Training model implemented under the UNDP Program.

b. Guiding principle: The training initiative is not a DoPT mandate thrust on the ATIs, but rather a partnership. DOPT will endeavour to involve the ATIs and the states at every stage of the program, and establishment of the Core Incubating Group (CIG) is one way to institutionalize this participation. Decision was taken to establish an e-group of the participating ATIs to encourage interaction and experience sharing.

c. Framework: A generic working model will be laid out before the ATIs start the implementation process. All ATIs are expected to follow the generic working model. However within the prescribed framework the ATIs can innovate.

d. Budget: The resources to be allocated to each ATI would be Rs. 40 lakhs

- Preparatory activities: Rs. 5 lakhs
- Design of Training & related activities: Rs.15 lakhs
- Intensive Training: Rs. 15 lakhs
- Documentation: Rs. 5 lakhs

e. Geographic and sector context: Each ATI to choose two districts and pick up two sectors. No two ATIs will pick up common sectors. The selected sectors and districts by

the four ATIs is given below:

ATI	District	Sector
Administrative Training Institute, Kolkata	North 24 Parganas	Animal Resource Development, Health Care Delivery
RCVP Noronha Academy of Administration, Bhopal	Betul, Hoshangabad, Raisen	School Education, Drinking Water Supply & Sanitation
YASHADA, Pune	Pune	Revenue & Rural Development (PRIs-Gram Panchayat)
Anna Institute of Management, Chennai	Villupuram/Kanchipuram	Poverty Alleviation/Rural Housing/Vocational Training

f. Activities: The basis for the activities set out for the ATIs was the guidelines agreed upon in the Shimla Workshop. The broad indicative activities outlines were as follows:

- i) Setting up the objectives / selection of district and sectors / services / stakeholders analysis / TNA. Reviewing the existing training experience/resources available from Intensive District Training programme.
- ii) Assessments of user satisfaction levels through assessment surveys / finalize target group / cadres / identify training content, tools, etc., through surveys / discussion with participating ATIs through workshops etc.
- iii) Designing training modules / material / audio visual inputs /printing of modules testing / finalization.
- iv) Training of Trainers / Intensive District Training
- v) Monitoring / evaluation / documentation and preparation of national replicable model.

3. Terms of Engagement for the Core Incubating Group

The following is the Terms of Engagement for the Core Incubating Group, with

secretariat at HIPA:

- i) Suggest the long term approach for building training capacity in the area of public service delivery
- ii) Identify / detail out the nature of interventions required to enhance the training capacity of the ATIs
- iii) Study the training and other initiatives pertaining to service delivery for the poor
- iv) Develop an inventory of various training needs to the front-line service delivery personnel
- v) Develop training programmes with reference to the programmes pertaining to the poor
- vi) Act as a clearing house of ideas in the context of training in the CBPR Programme

Preparation of the Working Model- The Bhopal Workshop

1. Background

As a follow-up of the guidelines decided at the Shimla workshop, the workshop deliberated and finalized the working model to be followed in the first phase pilots.

2. Inputs for the Model

The experience of the four ATIs (Bhopal, Chennai, Kolkata and Pune) was extensively discussed in the workshop and used for specifying the model.

Building a model is essentially identification of generic variables that can be abstracted from experience. The model can be further supplemented by providing a set of andragogical tools, to facilitate implementation. The model will help standardise the training for front line service delivery personnel. The challenge is to get the replicability elements right.

Bhopal workshop proceedings

3. The Model

Figure below gives the working model on which the pilot would be based. The model is similar to an equation wherein if we can properly specify the variables (independent variables-left hand side box- “if we know”) then we should be able to predict the dependent variables (right hand side box- “we should be able to prescribe”). The model is based on this input-output relationship.

3.1 Input Variables (*If we know side of the model*)

I. **Training Needs Analysis** would provide most of the values for the input variables. HIPA in collaboration with the partner ATIs will work on the methodology for the Training Need Analysis for the national roll out. Also an *a priori* expectation exercise of the stakeholders (e.g., service consumers) on the type of services experience they prefer would be done through a methodology arrived at by HIPA in consultation with the partner ATIs. The results would provide feedback into the training methodology design.

II. **Input Variable 1: Trainee**

The trainee variable has several dimensions which need to be specified in the model. The dimensions include:

If we know...

■ The trainee

- Which sector
- Nature of service
 - Participatory (extension)
 - Over the counter (OTC) service-delivery
- Individual/vertical
- Level (s) in the organisation
- Nature of work of the trainee(s)
 - Technical aspects
 - Citizen-interface

■ Objective of training

- Inform
- Re-orient
- Enhance capability

■ Scope of training(Work space/Life space)

- What will the person be trained in?
- Work Space
 - Knowledge
 - Skills
 - Attitude
- Life Space
 - Yoga
 - Health concerns
 - Personal finance

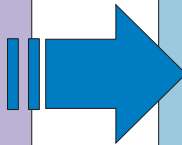
■ Scale of training

- Geographical
- Number of people

TNA including
citizen
expectations

Training Evalu
and Impact

- Individual
- Organizational
- Service use



We should be able to prescribe ...

■ Entry issues

■ Infrastructure

■ Physical

- Centralised
- Localised

■ Training material

- Centralised
- Localised

■ Andragogical

■ Delivery mode

- Direct
- Distance

■ Type

- Experiential
- Vicarious(Explict)

■ Tools—developed locally (innovative) or adaptation of existing ones

- Games
- Role plays
- Language of communication
- Content

■ Technical

■ Behavioural

■ Trainer/ Capacity Builder

- Specialist
- Internally developed

■ Training environment

- Venue—point of focus
- Residential vs. day scholar
- Other facilities

■ Costs

- By cost-heads
- Costing in terms of per person cost

- a. Sector: Training intervention would depend on the sector from which the trainee is chosen. The sectors were classified under three broad heads.
- i. **Regulatory** Sector: Revenue, PDS, Municipal Administration, Police
 - ii. **Development** oriented sector: Agriculture, Rural Development, Animal Husbandry, Rural employment
 - iii. **Service** Oriented sector: Water supply & Sanitation, Health, Education
- Each of the broad sectors stated above would have different training interface.
- b. Nature of Service: Nature of service can either be participatory (e.g. agriculture extension, preventive health care) or over the counter (e.g. education, administration of pensions, etc.)
- c. Organisational scale: Whether the training is designed for all the personnel in the organisational hierarchy as a unit (e.g., ANM to the Medical officer of the PHC) or individual (only specified cadre- e.g., for Anganwadi worker only and not the whole hierarchy stretching up to CDPO)
- d. Level in the organisation: Which hierarchy level does the trainee come from, on this would depend the training required (e.g. actual service delivery training vis-à-vis managing service delivery training).
- E. Nature of work: The training content will depend on the characteristics of the work content of the trainee (For example, it can be technical aspects for a line man in the electricity utility vis-à-vis citizen interface skills would be critical for a Patwari/ Talati)

III. Input Variable 2: Objective of training

The training design would depend on what skill sets are to be addressed. They may broadly fall under the following heads, and can be exclusive or an amalgamation.

- Inform
- Re-orient
- Enhance capability

IV. Input Variable 3: Scope of training

Training can concentrate on only job related areas (KSA) or may also include life issues (health, income tax calculations, yoga, fitness, etc.). Under intensive training, evidence indicates that an amalgamation of work and life space training was successful.

V. Input Variable 4: Scale of training

This includes the geographical location of training. Under intensive training project, while Theni provided training centrally at district headquarter, in Satara the training was

geographically disaggregated across various locations. It is possible that training may be taken in one district or in multiple districts at the same time. All this would dictate the level of logistical arrangements and coordination requirement.

3.2 Dependent Variables

Once the independent variables were specified, the group discussed the dependent variables (*"we should be able to prescribe" box*). The following is the consensus reached:

I. Dependent Variable 1: Infrastructure Requirement

The training can be held either at one Central location/venue or can be made localised and closer to the workplace of the trainee. It was decided that while localised training is a preferred mode, centralised training might however need to be considered if no suitable infrastructure is available for geographically disaggregated training. For centralised training the provision of allowance might be required to facilitate travel of the trainees from their place of stay to the centralised training venue. Hence, entry issues of the participants may be allowed a closer look. For example, age-sex of the participants, job profile and travel time, etc. may precede infrastructure requirement.

II. Dependent Variable 2: Andragogy

a. Training Material

A variety of training material is already available with the partner ATIs. Some of the innovative tools and techniques discussed included:

- Performance Aid- a manual to be carried back by the participant to help him/her in his daily work
- Story Board developed by Yashada and other ATIs
- Skit by the participants adopted by West Bengal and other ATIs
- Films developed by Yashada- maybe be dubbed in local language by other partner ATIs
- Interactive software based learning tool

It was decided that HIPA would act as a repository of the various training material developed and used by the partner ATIs under the Intensive District Training Program or otherwise. HIPA will have to build this repository in coordination with the partner ATIs either through electronic contact or physical visits. Partner ATIs can draw upon the repository for accessing tools developed by other ATIs for use during piloting. During Pilot good training session would be video graphed as a part of the documentation and

would form the part of the repository.

b. Direct v/s Distance Learning

It was decided that both the modes will be used. DoPT developed DLM packages will be revisited. It was felt that translation in local languages pertinent for each particular ATI is required. The translated version of the DTS/TQM module of the DLM attempted by the RCVPN Academy of Administration, Bhopal was appreciated by the participants.

c. Type: Experiential v/s Vicarious

Learning takes place through experiential and vicarious means. People learn through doing which is experiential and from others which is vicarious. The effectiveness of training is dependent on choosing the appropriate type by the trainer depending on the training need. For example, skills and attitudes related learning is usually facilitated through experiential training techniques whereas knowledge related learning is done vicariously, received knowledge. Role plays are typically experiential learning tools and lecture sessions are vicarious learning ones. It is important for the participating ATIs to record the type being used in different contexts in the course of testing the model. This would help in developing the appropriate learning technique for each context of learning.

III. Dependent Variable 3: Trainer

The group was of the view that a mix of both specialist and locally developed trainers would be required. A large scale roll out cannot be attempted without developing locally developed trainers preferably from within the cadres to be trained

IV. Dependent Variable 4: Environment of Training

a. Residential v/s Non-Residential (Day scholar)

While Yashada supported residential training, the other partner ATIs were however skeptical as to availability of infrastructure and the logistics involved in doing a residential program in their respective pilot districts. A large scale roll out at the national level would be extremely daunting if the program is in the residential mode. The financial resource commitment would also be substantially higher than that for a day scholar program. However, the group did agree that residential program does have strong arguments in its favour. It was decided that residential v/s non residential- will depend

on the requirement of the program. Probably skill training might not require residential training whereas attitudinal training might require a residential mode.

V. Dependent Variable 5: Costs

A budget for the training program has to be prepared by each partner ATI and the expenses monitored. It is proposed that a schedule of rates be developed at the end of the pilot. It was suggested that the cost calculation sheet in the DoPT manual can be used. Outsourcing processes if done during pilot have to be specified including the costs incurred. Decisions of what to outsource and what to internalize have both cost and efficiency implications and should be spelled out clearly in the documentation.

3.3 Outcome assessments:

It is necessary to develop training evaluation and impact assessment tools as a part of the model. Training evaluation is taken up immediately after the end of the training sessions, training impact assessment is deferred in time. It can be taken up at different points in time after the trainees get back to their place of work. Training evaluation tools are more pervasive and are used more often than impact assessment. For the purposes of this model it is necessary that both these tools are developed and tested. The feedback from these tools can help in fine tuning the model and enhance its efficacy.

The first phase of the training initiative has provided some critical lessons which the second phase ATIs may consider incorporating in their training design of the pilots.

1. Leadership is the key for the project success: Commitment, support and guidance of the top management of the ATI is critical for the Pilots to be successfully implemented.
2. Composition and quality of the personnel comprising the Core Group is critical: The success of the Pilots would depend largely on the composition of a dedicated Core Group both in terms of numbers and quality of personnel. The nodal officer (team leader of the Core Group) should preferably be a senior faculty member who has a high degree of commitment and is a team player. One Finance personnel should be a member of the Core team. A dedicated documentation person for doing concurrent documentation is a must. Core group in addition should have at least two more members designated per district, for hands-on implementation of the Pilots. The Core Group should be allowed to co-opt additional members from within the ATI faculty or outside expertise for specific tasks, e.g., training design, monitoring, etc. It is also important that the nodal officer and the members of the Core Group enjoy tenure through the pilot phase. In case of frequent change in the Core Group personnel the momentum is lost.
3. Core Group should be delegated powers: At the outset, right on the commencement of the project, a one-time approval of broad expenditure elements to the Core team personnel should be given. The Nodal Officer should then be allowed to sanction and manage the expenses on the aforesaid heads on a day to day basis. This allows for efficiency since each individual expense sanction does not have to follow the usual process which is generally long drawn. This is important since the project has to be implemented in a time bound fashion. The Core Group in that case can provide full attention to the task at hands and not dissipate energy on procedures and formalities.
4. Interface with District Administration critical: Operationalising of the grass root

training needs full cooperation of the district administration especially that of the district collector. The core group will have to depend on the district administration for logistics support and release of personnel for training. The experience has been that generally the district administration is enthusiastic about the training initiative. However there have been instances that State Line Departments whose personnel work at the grass roots (e.g., health) have not been cooperative to the desired level. Before the pilots are undertaken both the district administration and state department have to be taken on board. It is also critical that the district administration appoints a district officer to be the counterpart of the ATI core group team member responsible for implementation of the pilot. The designated district official is the interface between the District Administration and the Core Group of the ATI. It has been observed that the rapport between the designated district officer and the core group member(s) assigned the district becomes extremely important for smooth implementation of the training program in the field.

5. Appropriate administrative entity be taken as the unit for organizing training: To avoid the resources to be spread out thin, an appropriate administrative entity be picked up for imparting training. In most cases the administrative entity picked up has been the block. Training is organized block by block; this also eases arrangements of logistic. It is also critical not to have too many training programs running concurrently, this may lead to strain on resources of the ATI Core Group and the quality of training might suffer.

6. Training needs assessment is the critical input for success of the pilots: The line departments and the district administration should be involved in the TNA. The TNA may assess both work space and life space (360 degree TNA tried at many ATIs is a case in point). The TNA process should also bring about a sense of ownership in the training initiative amongst the Line Managers.

7. Appropriate mix of Knowledge, Skills and Attitude in the training design must be ascertained: The experience has been that training should primarily concentrate on the attitudinal aspects for the grass root service delivery personnel. However the TNA should form the basis for deciding the appropriate mix of KSA

8. Training Objective and indicators should be decided in the design stage: Training objective and indicators to measure the attainment of the same should be decided for checking the efficacy of the training effort. However while it is acknowledged that

training should lead to attainment of pre set performance standards of the organization, setting of performance standards is beyond the scope of this assignment.

9. Monitoring of the training initiative: While DoPT and Core Incubating Group at HIPA has set an elaborate monitoring mechanism, the individual ATIs and their Core Teams should have an in-house monitoring in place and should primarily concentrate on inputs and process indicators. Extensive documentation and analysis of the same should be a part of the monitoring process.

10. Developing a Process Sheet: For standardizing the training process, the Core Group at the ATI should consider development of a process sheet. The whole training process should be broken up into sub-processes and the process parameters including time, techniques, cost, precautions, etc., should be detailed. The richness of the process sheet would be a function of the number of sub processes detailed and analyzed.

11. Training of Trainers (ToT): Conducting of the actual training is beyond the scope of the resources available with the ATI, therefore creation of a cadre of trainers for imparting the training becomes crucial. While most of

the first phase ATIs have identified the potential trainers from within the cadre to be trained, an interesting deviation has been to draw the potential trainers from across the government departments in the district and not confined to the cadre which is proposed to be trained under the program. While the former has the advantage of the potential trainers having the appreciation of the domain, the latter provides the ATI a larger pool from which potential trainers could be selected.

12. Developing Training Material- Reinventing of the Wheel to be avoided: While

ATI Bhopal under the first Phase Pilot has developed a ToT program evaluation tool wherein each potential trainer undergoing ToT is tracked as to his/her learning outcomes. A baseline data for each candidate trainer is generated through a questionnaire which is compared to a similar dataset developed for each candidate trainer at the end of the program. A composite score is calculated and each candidate trainer slotted in a class interval category vis-à-vis his/her learning outcomes. The Core group members in charge of field operations in the district are advised to have a close monitoring of the trained trainers who have scored low in the learning outcome score.

some of the training material will have to be specific to the State in which the pilot is being done, most of the training material is generic and can be borrowed from partner ATIs. HIPA Gurgaon is the repository of all the training material developed in the first phase. The second phase ATIs can borrow the same and customize it to their requirements. In the first phase ATIs have developed a variety of innovative training tools including role play, short films, puppet shows, street plays, audio songs, film clippings, etc.

13. Development of Performance Aids:

It is realized from the first phase experience that performance aids should

be developed for the trainees as a reference material in work situation. The second phase ATIs may consider developing performance aids.

14. On the Job training and Use of Distance learning mode not adequately tried out:

It is suggested that some of the second phase ATIs may consider experimenting with these modes. In case the aforesaid is successful; this will give insights in further strengthening the training model.

15. Including Personal Aspects in the Training curriculum appreciated: Most of the first phase ATIs included in the training curriculum, modules dealing with personal requirements of the Trainees like health check-up, yoga, etc., and this found great favour with the trainees.

16. Training material should be in easy to understand language and comprehensible by the trainees: In some instances the training materials prepared either was in language which was difficult to comprehend by the trainees or explained concepts in a manner which was amenable to simplification. It should be remembered that the client for the training are group C and D employees and the training material should be able to communicate with them.

Story of a File- YASHADA Pune

An innovative film, wherein a file narrates its trials and tribulations as it is passed from one table to another. The essence of red tape is very well depicted in the film

Role play (theatre) module CIG-HIPA

In collaboration with National School of Drama (with inputs from M. K. Raina, leading theatre personality), a role playing module has been developed by CIG-HIPA. The Theatre based method of training has been field tested in different Sectors

17. Expenditure reporting has to be disaggregated: One of the intent of the pilots is to specify per unit costs in the model. However the expense reporting has not been mostly lump sum, whereby costing of individual elements of the training process has not been possible. DoPT and CIG-HIPA has specified a format for expenditure reporting which will have to be strictly followed by the candidate ATIs.
18. Tendency to aim for high numbers of trainees covered has to be avoided: The training initiative under the CBPR Program is only intended to develop a replicable model. The number of trainees taken should be an adequate sample and not the total population. The program has neither the resources nor the mandate to aim for training all the members of the selected cadres in the district. Once the model and the attendant tools are developed under the CBPR Program, a larger plan scheme is intended to be rolled out by DoPT wherein a larger number of districts and sectors will be covered and saturation aimed for.
19. Selection of Sectors: Sectors (and the concomitant public service) which have been selected under the training initiative are those which are accessed by the poor and the disadvantage. In addition majority of the sectors also find mention in the XI and XII Schedule of the Constitution of India.
20. The working model sometimes gets bypassed: In the thick of field level implementation, the operational issues sometimes take precedence over conceptual issues. The nodal officer should constantly keep revisiting the working model and the attendant workshop notes, so that conceptual clarity is not lost. In case of doubts, nodal officer can contact DoPT/CIG -HIPA for clarifications.
21. Concurrent documentation needs strengthening: Documentation is the key element which has to be taken extremely seriously. Without documentation, the model building exercise cannot be attempted and therefore the whole purpose of the program would fail. Documentation should start with extensive field notes, which then needs to be consolidated under sub headings as per the working model and then the finer aspects distilled. While the ATIs will attempt the first two, CIG will attempt the third aspect. Documentation should attempt to answer the **WHAT?, WHY?, HOW?, WHEN?, WHERE? And WHO?** for each of the subheads of the working model. The documentation should ultimately allow the CIG to develop a decision support system

wherein if one specifies the left side variables of the working Model (Bhopal) the right side variables in the model get automatically answered. Intent is not to attempt for last mile precision, but a 90% probability of right prediction is a good enough bet. Documentation officer should be in place before the second phase ATIs initiate the pilots.

22. Each ATI should maintain a guard file on the pilot project: As a tool for having good documentation, Nodal Officer of each of the candidate ATIs may maintain a 'Guard File' which should contain all notices, reports, documents, and other correspondence / documents pertaining to the project for institutional memory.

23. The working model is not a static entity: ATIs are encouraged to provide inputs for further enriching the working model based on their experiences during the pilot. CIG will consider the said suggestions and incorporate them if found suitable.

**Administrative Training Institute undertaking Pilots under the Capacity Building
for Poverty Reduction(Training Initiative)**

Sr. No.	Institute	Districts	Sectors already allotted	Name of Nodal Officer	Contact Details
First Phase ATIs					
1	RCVP Noronha Academy of Administration, Bhopal	Betul, Hoshangabad, Raisen	School Education, Drinking Water Supply & Sanitation	Dr Kumudini Sharma	Telefax: 0755-2464244
2	Anna Institute of Management, Chennai	Villupuram/ Kanchipuram	Poverty Alleviation/Rural Housing/Vocational Training	Shri N. Palaniappan	Off: 044-24937170 Fax: 044-24937062
3	Administrative Training Institute, Kolkata	North 24 Parganas	Animal Resource Development, Health Care Delivery, Agriculture	Dr. Arabinda Ghosh	Off: 033-23375244 Fax:033-23373960
4	YASHADA, Pune	Pune	Revenue & Rural Development (PRIs-Gram Panchayat)	Dr. Sunil Dhapte	Off: 020-25608000 Fax: 020-25608218
Second Phase ATIs					
1	Sardar Patel Institute of Public Administration, Ahmedabad	To be confirmed	PRI and Municipal Services	Shri Dinesh Patel	Off: 079-26748722 Fax: 079-26749048
2	Haryana Institute of Public Administration, Gurgaon	Mewat, Sonipat	School Education, Health, General Revenue Administration, Power Distribution	Dr. Manveen Kaur	Off:0124-2340690/ 691 Fax: 0124-2348452
3	Assam Administrative Staff College, Guwahati	To be confirmed	To be confirmed	Shri PK Buragohain	Off: 0361-2363325 Fax:0361-2362361
4	MCR HRD Institute of Andhra Pradesh, Hyderabad	Medak, Kadapa	Rural Development, Health	Shri Kalluri Nageshwar Rao	Off: 040-23548294 Fax: 040-23548489
5	HCM Rajasthan Institute of Public Administration, Jaipur	Udaipur	Agriculture, Horticulture, Watershed Development, Soil Conservation	Shri AK Ojha	Off: 0141-2706556 Fax:0141-2705420
6	J & K Institute of Management and Rural Development, Jammu & Sringar	Budgam, Udhampur	Social Welfare, Elementary Education/ School Education	Dr. Jahan Ara Jabeen	Off: 0191-2472825 Fax-0191-2472778
7	UP Academy of Administration and Management, Lucknow	Jaunpur, Lucknow, Sultanpur	Micro Credit Scheme Revenue Administration	Shri Anurag Yadav	Off:0522-2379739 Fax:0522-2386747

Sr. No.	Institute	Districts	Sectors already allotted	Name of Nodal Officer	Contact Details
8	Uttanchal Academy of Administration, Nainital	Nanital, Bageshwar	Water Supply and Sanitation Disaster Pre-emption, Preparedness & Relief		Off: 05942-2239720 /2236141 Fax: 05942-237642
9	Himachal Pradesh Institute of Public Administration, Shimla	Bilaspur, Hamirpur	Police, Food and Civil Supply	Shri KK Handa	Off: 0177-2647855 Fax: 0177-2647172
10	Institute of Management in Government, Thiruvananthapuram	Trivandrum	To be confirmed	Dr R Ram Mohan	Off:0471-2304229 Fax:0471-2302391

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CBPR

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