

**Proceedings of the workshop for rolling out the Intensive
District Training Model under the CBPR Program
at
Haryana Institute of Public Administration, Gurgaon
4 Aug 2006**



**Ministry of Personnel
Department of Personnel and Training
Old JNU Campus**

Proceedings of the one day workshop for rolling out the Intensive District Training Initiative under the CBPR Program

The workshop's intent was to finalize the broad terms of reference for the four identified ATIs for rolling out the plan for developing and testing of the Intensive District Training Model based on the Satara modal and other experiences with the intent of developing a nationally replicable model. A discussion paper (**Annexure I**) had been circulated in advance to the participating ATIs detailing the possible steps for developing a replicable training model. The schedule for the workshop and the list of participants is given as **Annexure II and III** respectively.

I. Pre Lunch Session

A. Introductory Remarks

1. **Prof. J George, HIPA**, welcomed the delegates and set the tone for the workshop. He gave a presentation on how the group might deliberate on achieving the task in hand. He highlighted that the group may ideate keeping the congruence model framework in mind which takes into account the appropriate linkages between the Inputs (environment, resources, history), Transformation Processes (tasks, formal and informal organization and individual) and outputs (at organizational, unit and individual levels). It is in the abstracting a pan-India model from the experiences of the Intensive District Training exercise undertaken under the UNDP programme lies the challenge for the four ATIs. The presentation by Prof. George is given in **Annexure IV**.
2. **Mr Vineet Pandey, Director, DOPT (Trg)**, indicated that the purpose of the endeavor with the 4 ATIs is to abstract a model for training of public service delivery personnel. The ATIs chosen have already done the first round of implementation under the UNDP program in Satara (Maharashtra), Theni (Tamilnadu), Sehore (MP), Burdhwani (West Bengal). While the exercise is considered largely successful, abstraction has not been its main focus. Also concurrent documentation did not take place which makes abstraction difficult. Given this shortcoming, the workshop in Shimla proposed that another round of training using the intensive district training programme model be implemented with the main purpose of closely observing the experiences and generalizing from those.

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It is therefore necessary that process documentation is a part of this effort. Once the model is abstracted the same would be implemented for a larger cluster of districts which may be spearheaded by the four ATIs. Coincidentally, the four ATIs represent north, east, west, south and this would help generalize the model. Mr Pandey also mentioned about DFID's total support and that ASI as program management consultant are at hand to provide technical support whenever needed. He also stated the by the end of the day it would be desirable to arrive at the contours of the agreement between ATIs and DOPT (Training). The agreement would include activities, Budgets, Funding Pattern, Staff requirements etc.. Mr Pandey referring to the directions from JS (training) mentioned that the next task after hammering out an agreement would be to freeze a common minimum program characterizing the model, through discussion in a workshop slated for late August or early September. This would ensure that the four ATIs are implementing the same model.

3. **Mr Durga Prasad, ASI** further elaborated on the agenda for the workshop put forth by Mr Pandey. He posed the following questions:

- i. What are we looking for?: A training model replicable over geography, sectors and institutions.
- ii. What is the guiding principle?: The model should be scalable, cost effective, and transferable.

The Satara experience along with experiences from other districts (where Intensive District level training program was implemented under UNDP) appears to have the potential of meeting the aforesaid requirements.

- iii. What do we want from this workshop?:
 - a. Detailed listings of tasks required before the roll out can begin
 - b. Arrive at resources and budget
 - c. Role of the ATIs
 - d. Timelines.

4. **Dr. G. Prsanna Kumar, Director General, HIPA** expressed his thanks to DOPT (Trg) for giving HIPA the opportunity to host the workshop. He assured DOPT that facilities of HIPA are always available for holding similar programs in the future. He noted that the decision of designating HIPA as the host organization for the CORE group under the program is welcome and assured that faculty of HIPA would provide support to the Core Group as and when required. The Core Group would be an ideal

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forum for ATIs to meet and learn from each other. Dr Kumar requested DOPT to consider representation from the North- East and J&K in the Core Group, since special circumstances in these regions might entail different strategies than what might be appropriate for the rest of the country. Commenting on abstracting a pan Indian model from the Satara experience, Dr Kumar sounded a note of caution that each State has certain unique situations eg, language, culture, ways of expression etc. and that transplanting a model from one state into another might not always be successful. He suggested that while a base model may be developed, scope must be left for state specific modifications. He also suggested that the model should build in the possibility for interaction with other stake holders like line departments, civil society organizations and politicians. He congratulated YASHADA for the remarkable success of its training intervention for Class III and IV employees. He ended by wishing the group all success and hoped that the agenda set out for the workshop would be achieved. Drawing an analogy from management education in the country, Dr Kumar indicated that when IIM Ahmedabad was started it depended on case studies from Harvard University, but the same were used creatively. The YASHADA model is at least Indian and should be more amenable to implementation across States if done creatively taking the local realities into consideration.

Comments

- a. Mr Pandey agreed with Dr Kumar regarding need for representation of North East in the Core group and assured that such representation would be provided for. He also indicated that the experience of Satara, Theni, Burdhan, Sehore would be cumulated into a common agreeable model. The model will provide the basic contours with scope for customization to local conditions. He further stated that the Core Group will be at hand, to provide necessary inputs for developing the model.
- b. Mr Prasad while agreeing with Dr. Kumar's observation that there are differences within states, indicated that there are many commonalities also eg similar administrative structures etc., which makes them amenable to implementing a common model with adjustments for local variations. He mentioned that the any replicable model will be generic enough for wide applicability at the same time flexible enough for absorbing the variations in the social and sectoral

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aspects of different states. An analogy is the national laws with specific rules in each State.

- c. Prof T. Duhan, HIPA commented that State specific variables (e.g. attitude and behaviour) will have to be accommodated in the model for making it implementable across the country.
- d. Dr Suresh Misra, HIPA was of the view that the base model could be based on the commonalities between States, while the state specific adjustments can be made by the respective ATIs during implementation. Thus while there would be a universal base model, the implementation for each state would be unique.
- e. Ms Meeta Rajiv Lochan, Director, Yashada was of the view that bulk of the Satara model is transplantable across states and is culturally neutral. Small amount of customization may however be required.

B. Overview of the CBPR Program and the role of training in the program design

1. **Mr Prasad** indicated that the CBPR program is not directed at poverty alleviation through increasing income of the poor. The impact on poverty is through improvement in public service delivery (It was suggested that the participants may read the World Development Report on “making services work for the poor”--*CDs with the report was distributed to the participants*).
2. The underlying logic of this intervention is that the major beneficiaries of most of the public service are the economically disadvantaged and inadequate provisioning of the same leads to the poor either being worse off through availing low quality service or through seeking a more expensive alternative, both of which are debilitating for the poor. Hence, it appears that enhancing the quality and quantity of delivery of public services to the poor is a pre-requisite for impacting poverty reduction. While institutional and organisational changes are definitely required for improving the quality of public service delivery, it is also necessary that the service orientation of the front-line personnel is enhanced. Usually training interventions help in such reorientation endeavors. The training mandate of the CBPR is positioned at the individual.

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Comments

- a. Dr Arabinda Ghosh, Deputy Director, ATI, West Bengal was of the view that to bring in quick improvement in service delivery, training for imparting knowledge and enhancing skills is very important. However it is possible that ATIs might not have specialized faculty in imparting training in knowledge and skills for selected sectors/services which impact the poor.
- b. Ms Rajiv Lochan, however, did not agree with Dr Ghosh's views and stressed that concentration should be on attitude training since the knowledge and skills required at Group C and D levels is quite rudimentary and most of the personnel posses these at the required level. However translating the skill into effective service delivery requires attitude improvement of the frontline personnel. She also pointed out that attitudinal change through training can be expected to stem the leakages due to corruption which at the grass root levels is as high as 20-25%.
- c. Dr. Misra seconded the views expressed by Ms Rajiv Lochan and said that knowledge and skills are not as deficient amongst front-line personnel as inappropriate attitude is. Frontline personnel are in an administrative mode and not in customer –service provider mode. He also added that there are no standards/parameters for assessing public service delivery.
- d. Prof Arun Kumar Singh, ATI, MP pointed out that most of the front line personnel don't have job charts. This should be ensured before the training is launched.
- e. Mr Prasad responding to the comment of Dr Misra regarding service delivery standards informed that Government of India has come up with a generic quality model for service delivery and BIS has already notified the standard. He also added that given that class III and IV employees have never received any training in their working life, the mere consideration for training this category of employees brings an immediate improvement in their self-esteem and there is an immediate impact on performance. Hence, providing basic training inputs to personnel with no prior training would itself have a significant impact on morale. He cited the famous Hawthorne experiment which provides theoretical basis for the aforesaid contention.

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C. Commonly agreed terms of reference for ATIs- way forward

1. **Mr. Pandey** requested the participating ATIs to document their experiences in conducting the training programme under the UNDP initiative. This he stated would be the starting point for developing a working model for current initiative. He expressed that it would be ideal if the documentation could be received in next two weeks. The documents would be shared with all the participating ATIs prior to the workshop planned to develop the working model. He said that the workshop groups should concentrate on defining a broad Terms of Reference for the participating ATIs. The details of what would constitute the main elements of implementation can be decided in the said workshop. He reiterated that the time limit is 6 months.

The Terms of Reference (ToR) for this initiative should define the time required, budgetary support, team composition, broad activities to be carried out. He expected that the agreement, incorporating the ToR, would be signed between the participating ATIs and the DOPT by 1 Sept 2006. He suggested that in the post lunch session the participants will break into two groups and try to make suggestions on the items /activities required to pilot the model and the attendant budgets which would then form the part of the agreement.

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II. Post Lunch Session

D. Mrs. Mala Shrivastava, ACS (GOMP) and Director General, ATI, Bhopal took the opportunity to give an overview of her concerns regarding training in the States.

- i. Training is not considered important by the line departments. In majority of cases it is found that ATIs have to continually urge the line ministries to send in trainees. For changing this attitude the push has to come from the very top of the political and bureaucratic hierarchy.
- ii. It is important that the cutting edge level cadres are also involved in design of training content. TNA is one way to get the views on what should be the course content.
- iii. Job charts and accountability go together. At present availability of job charts is not a universal phenomenon in the public sector.
- iv. At present there is either no rigour or complete absence of tour notes, this entails that institutional memory is lost since the experiences are not documented. Similar is the case with charge note left by the predecessor for the new incumbent.
- v. Training is not the panacea for all the ills, the availability of infrastructure and logistics support is equally important for success in public service delivery.

Comments

- a. Dr. Prasanna Kumar commented that training is one aspect of capacity building and has limits to what it can achieve without other complementary factors being put in place.

E. Mr Ajay Sawhney, Joint Secretary, DOPT thanked HIPA for the logistics support for conduct of the workshop and elaborated upon the expectation of DoPT (Trng) from the candidate ATIs and the Core group to be setup. Following were his observations:

- i. ATIs should not consider the training initiative under the CBPR as a mandate from DOPT, but take forward the initiative in a partnership mode with DOPT. DOPT will endeavor to involve the ATIs and the states at every stage of the program, and establishment of the Core Group is one way to institutionalize this participation.

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- ii. The training model under discussion is not new for the states, and the proposed model to be developed would incorporate the best from the previous round of implementation under the UNDP project. Challenge is to develop a good model which can be scaled up nationally.
- iii. Seven states took up implementation under the District Intensive Training Program; however the results have not been uniform. Wherever the program was a success, it appears that a large part was due to extraordinary contribution from specific individuals manning the management of the program. The challenge is to make the abstracted model fairly independent of the attributes of the personnel manning program management.
- iv. The baseline model which would be tested by the four candidate ATIs will have to be laid down before the implementation begins. As discussed a workshop is proposed to crystallize the working model.
- v. It would be prudent that a fair amount of consensus be reached even before the proposed workshop is held. An e-group would be started for this purpose, wherein the participating ATIs, DOPT, and ASI can contribute to arrive at the required consensus. Since documentation of much of the implementation related experiences under the Intensive District Training Program is not available, it is important that the people involved in implementation share their experiences through this e-group and also each ATI prepare a paper on the implementation process so that those experiences can inform the working model.
- vi. The front line personnel of the services which impact the poor the most have to be targeted specifically for training. It is expected that improvement in these services will help the poor in not having to access the more expensive private sector alternative. An agreed list of services has to be drawn up which impact the poor directly.
- vii. DOPT with assistance from Core Group and ASI will oversee the implementation of the current initiative.
- viii. In the long run, DOPT would wish to build around the concept made popular by the MCHRDI wherein ATI would focus on capacity building and change management and not on training alone. Training is to be an outcome of change initiatives. Maybe in the XIth five year plan DOPT may propose such an initiative.

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Comments

- a. Prof George indicated that JS (DOPT) has provided a large canvas to the group with sufficient freedom for creativity. He thanked Mr Sawhney and Ms Shrivastava for their insights.
- b. Ms Rajiv Lochan commented that it is important that program monitoring and evaluation system should be strong. Suggested that baseline data is collected before the training is rolled out so as to compare pre and post training impact. Concurrent documentation is also important.

F. Short listing of the activities, budgets and timelines

Two groups were formed comprising of the representatives from the ATIs and faculty members of HIPA present in the workshop for suggesting the activities, budgets and timelines that the ATIs need for piloting the training model, so that the same could be incorporated into the agreement between the ATI and DOPT . The recommendations of the groups are tabulated in the next page.

Another working group was formed comprising of DOPT, ASI and HIPA for drafting the agreement between HIPA and DOPT for anchoring the core group at HIPA.

A draft agreement including activity, budgets and contractual modalities for hosting the Core Group at HPA and for the activities at the four ATIs was worked out.

Comments:

Mr Pandey commented that we will need to crash the timelines to six months. One way of doing so would be that each ATI may pick two sectors (each ATI to take distinct sectors to give richness to the model under test) and undertake training of personnel only to the extent that it is required for testing the working model. Full coverage of personnel is not expected at this stage. The budget constrain was indicated at Rs. 40 lakh per ATI.

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Summary of Decisions taken

1. Saturation of training is not aimed at, the numbers of trained personnel should be sufficient for testing the working model.
2. An e-group would be established so that the participating ATIs, HIPA, DOPT and ASI can use it as a forum for discussion for finalizing a working model prior to the workshop to be scheduled sometime in Aug-Sept.
3. Each ATI would pilot the working model for maximum of two sectors in one district in their state.
4. Based on the inputs from Ms Rajiv Lochan and Dr Arabinda, DOPT would frame the draft agreement and send to each individual ATI for comments and acceptance
5. A budget of Rs. 40 lakhs will be allotted to each ATI for this purpose and the time limit is six months.
6. A workshop would be held early September for deciding on the working model which would be tested at the four ATIs.

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**Annexure I
Discussion Paper**

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Developing a replicable training module

At the Shimla workshop 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. Of course the experiences of other ATIs under the UNDP programme would also inform the development of the model.

The objective of the current effort under the CBPR programme is to develop a training module that 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. Therefore 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.

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—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. It is therefore difficult to assess the feasibility of replicating this experience. But 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 are concerned.

A concerted effort needs to be made to develop these experiences into a replicable model. The main steps to be undertaken in developing the model will be:

- Abstracting the lessons from the various experiences and sharing them to develop a common approach. The process of abstraction will highlight the relationship between the training need and the training methodology. This would include identifying the linkages between the specific training objective and the pedagogy being used. Similarly, relating training for enhancing each critical attribute would need to be related to an appropriate training tool. This abstraction is expected to provide the necessary working model for the ATIs to test. **(This may need a two day workshop right at the outset)**

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- The next step would be to identify the appropriate district and sector that would form the context for testing the working model. The choice of the district and sector would depend on the variety that required for testing. An additional criterion for selection of the district would be the readiness of the district to participate in the effort. Similarly the choice of the sector(s) would be determined based on its centrality to the lives of the poor.
- The third step would be to identify the trainees through a detailed training needs assessment. The sample size for training for the said purpose would have to be identified and frozen.(Report the findings of this through a formal document)
- Fourth step would be to take up the training programme with a schedule.(a report at the end of each programme)
- Real-time documentation of the process is of utmost importance to ensure that the model's replicability is possible.

Scope of this initiative

Given the process described above the scope of this initiative would be as follows:

1. A critical review of the experiences of the training efforts undertaken at the different ATIs. 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. The working model would need to be finalised 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 it's testing in different states.

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3. Then 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. The identification of the appropriate personnel for training would need to be done based on 1, 2, and 3 above. It is necessary that appropriate sampling is done so as to ensure that the testing leads to better results. For example, sufficient variety in jobs and training requirements would have to be addressed for a meaningful test process.
5. A systematic training schedule has to be prepared.
6. Finally, the training schedule has to be implemented in the chosen district, 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 this training initiative 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. 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 finalising the model. This would be done in workshop with participants from other ATIs also so that the robustness of the testing can be validated by the others.

A very critical aspect of this whole exercise is documentation. Documentation is a part of the scope of work. Beginning with the process of building the working model through to the stage of finalising a replicable model it is necessary to document every concept, activity and process.

It is important to understand that a replicable is one which has an analytical framework that is transferable across space, tasks and people. While the basic parameters would be same across all situations value assumed by each parameter may differ across contexts. The main challenge of this initiative is to identify the

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parameters which are generic and integrate these into a model. The toolkit for training developed as the final output should help any trainer to cost effectively delivery training in basic attributes to the front-line personnel of various services essential for the poor.

This scope of work is indicative and would form the basis for discussion and finalisation in the one day workshop on the 4th of August 2006 at HIPA, Gurgaon.

The discussions at the workshop should enable us to identify the main tasks that would need to be undertaken which would encompass the scope of work set out above.

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 developing 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.

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**Annexure II
Schedule of the workshop**

DOPT SPONSORED WORKSHOP IN DEVELOPING A REPLICABLE TRAINING MODULE

ORGANISED BY

Haryana Institute of Public Administration, Gurgaon

Tentative Programme Schedule, Friday, 4 August, 2006

10.00-10.15 hrs.	Welcome and Introduction	Prof. J. George, FEDP
10.15-10.30 hrs.	Introduction to Workshop Theme	Vineet Pandey, Director DOPT
10.30-10.45 hrs	Replicable Training Module-Why?	Durga Prasad, ASI
10.45-11.00 hrs	Inaugural Address	Dr. G. Prasanna Kumar Director General, HIPA
11.00-11.15 hrs	Vote of Thanks and Tea/Coffee Break	
11.15-13.30 hrs	Discussion and Consultation amongst Core Group Members	
13.30-14.15 hrs	Lunch Break	
14.15-16.00 hrs	Interim Review of Pre-Lunch Consultations	
16.00-16.20 hrs.	Summary and Conclusion	

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**Annexure III
List of participants**

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LIST OF PARTICIPANTS

Workshop on “Capacity Building for Poverty Reduction”

August 4, 2006

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**Annexure IV
Presentation by Prof. George**

Core Incubating Group: Towards Developing A Replicable Training Module

4 August 2006

Haryana Institute of Public Administration
Gurgaon

Intensive District Training Initiative: Replicability

- ◆ Transfer of systematic and rigorous process
- ◆ Applicability to different geographies and service sectors
- ◆ Analysis of Satara Model (YASHADA)
 - Critical attributes – KSA
 - Methodology used
 - Impact assessment

DIVERGENT THINKING WITH NUMBER 9

A. $9 + 99 \div 99 = 10$

B. $(9 + 9 \div 9)^{9/9} = 10$

C. $9 + 99^{(9-9)} = 10$

D. $(9 \times 9 \div 9 \times 9) + 9 = 10$

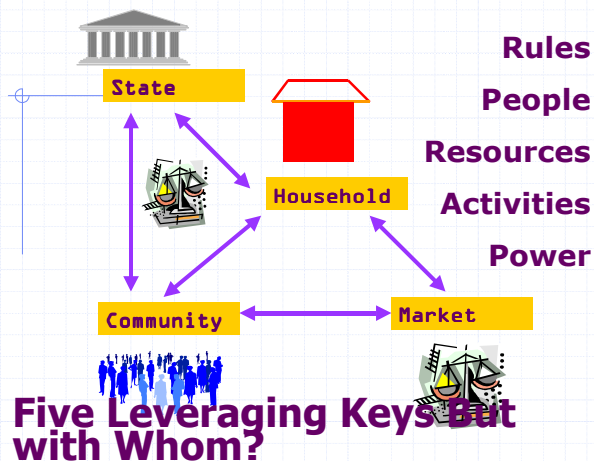
◆ Three shapes are shown on the right side panel.

◆ CHOOSE THE ONE THAT IS DIFFERENT



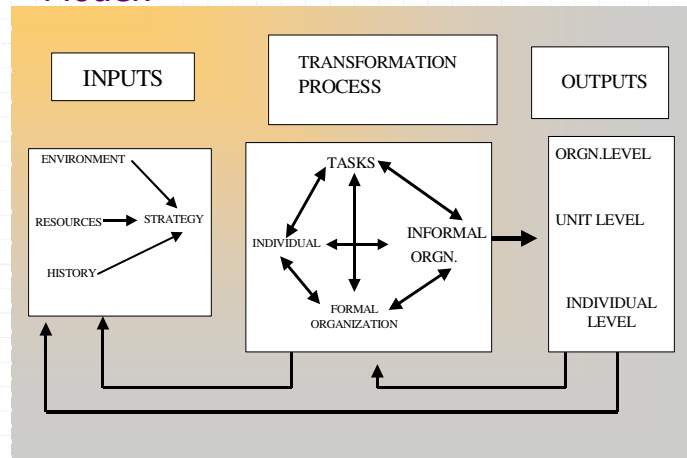
Geographies and Sectors: Overview

- ◆ Constitutional fundamentals
- ◆ Administrative structure
- ◆ Operating system
- ◆ Public services: Sector range and depth
- ◆ Political priorities (compulsions)

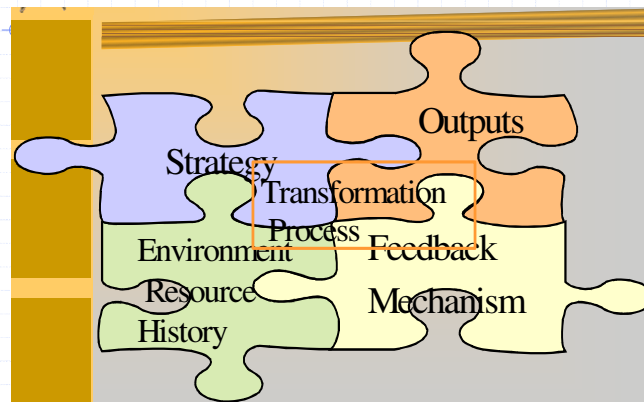


Proceedings of the one day workshop for rolling out the Intensive District Training Initiative under the CBPR Program

Ideating A Cumulation/Congruence Model?



Sector Dynamics and Effectiveness



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