



Core Incubating Group, HIPA, Gurgaon

PUBLIC SERVICES DELIVERY CAPACITY BUILDING CHRONICLE

Discussion Series

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From the desk of Editor

The idea for a dedicated communication channel for capacity building for effective and efficient delivery of public services has been doing the rounds for some time now. Earlier the capacity building domain was subsumed by myriad discourses on "good governance". The real domain of capacity building (CB) got recognised by the GOI-DfID project with a clear-cut focus on poverty reduction (PR). Thus starts the CBPR's tentative yet firm journey in June 2006 in Shimla. The idyllic surroundings of Mashobra aided the resolve to be firm and reassuring. The one year long CBPR voyage has some creditable outcomes.

This discussion series is intended to be an informal academic knowledge domain communication and yet solely focusing on capacity building issues for generating pro-poor sensitive delivery of public services. It therefore must transcend many barriers. The simple and practical approach is being planned to appear every quarter. But we in the editorial group are open and frequency could be tailor made for the demand. For disseminating the knowledge domain expertise nothing is cast in stone.

Shimla Workshop

The Shimla understanding on CBPR very correctly reflected the broad concerns of the participating members from about 15 Administrative Training Institutes (ATIs). The consensus was to tread cautiously and experiment with a few pilots. In order to make this experimentation worthwhile and sustainable for real term changes in the public services delivery mechanism with a clear pro-poor focus, one 'think tank' group that would analyse pilot district and sector experiences was to be constituted.

The Haryana Institute of Public Administration in Gurgaon was identified who readily agreed to take this challenge of incubating CBPR ideas. The

Comparative advantages of ATIs lie in their core faculty that is well versed in the vocabulary as well as carrying out training for and by and with the public servants of different levels.

This discussion brief, for instance, is one case in point. It is both a tribute to the visionary zeal of the training officials in the government and reiteration of collective wisdom of a large number of adult learning facilitators including academicians in the country.

The creation of an active CBPR portal piggy riding the existing portal of the Haryana Institute of Public Administration at <http://hipa.nic.in/maincbpr.htm> is yet another CBPR specific knowledge centre that is one step closer towards attaining virtual resources centre status.

The next milestone is the creation of an informal advisory services team within the core group of CBPR that can be relied upon to provide market friendly services in matters of capacity building within the government set-up.

The usual 'run-of-the-mill' type service-providers are woefully ill-equipped in experiential learning framework particularly in the public services domains and institutions.

Thus the 'knowledge process outsourcing' (KPO) has become a reality in India. Certainly, CBPR



Shimla Workshop Participants, June 2006

needs domain knowledge expertise for the given geography and sector typically characterized by the natural monopoly of the public service delivery functionaries. When we super impose the socio-politico traits of the geography no generic solutions deliver the required results. We shall elaborate on such *knowledge management* concerns in subsequent issues.

The market size potential for KPO has been estimated by EVALUESERVE at US\$ 17 billion worldwide. The share of India works out to about US\$ 12 billion by 2010-11.

Capacity Building Partners in Exploration



Core Incubating Group Members
Gurgaon, 4 August 2006

Revisiting Intensive District Training Initiative

The Intensive District Training Initiative (IDTI) is also known as "Project Training for All". The main aim was to improve the quality and sensitivity of government services delivery system. The methodology was initiated with an exhaustive training needs analysis (TNA). New adult learning methods through a structured module was the hallmark.

CBPR Completes One Year

The CBPR journey that started in Shimla during June 2006 will have a befitting anniversary celebration in August 2007.

Thanks to the vision and commitment of JS (Training) and Director (Training), the CBPR movement has gained sustainability and momentum beyond one year.

It will be our joint efforts that will further add to momentum. We in the CBPR family are immensely pleased and happy to WARMLY WELCOME all 10 ATIs. The 10 ATIs are Andhra Pradesh, Assam, Gujarat, Haryana, Himachal Pradesh, Jammu & Kashmir, Kerala, Rajasthan, Uttarakhand and Uttar Pradesh.

Details about the experiment and tribulations of the one year journey on the pathways of CBPR had

four ATIs as active partners.

Team Effort

CBPR is a team effort. It has completed the one year journey on the basis of this team strength. Constitution of a dedicated team at the ATIs and the selected districts will be a greatly desirable step for future sustenance of CBPR movement.

Milestones in Capacity Building for Poverty Reduction (CBPR) Journey

Carrying forward the DoPT mandated incubating role for HIPA, a dedicated team was constituted in August 2006 with Prof. J. George and Prof. Suresh Misra as Convener and Jt. Convener and Sh. Bajj Nath, Dr. Manveen Kaur, Ms. Rachna Gupta and Sh. Devendra Singh as Members. The team will document and analyse best practices amongst various ATIs in the country and particularly amongst ATIs in Bhopal, Chennai, Kolkata and Pune. The third workshop in the series of interaction was organized at RCVPN Academy of Administration and Management, Bhopal during 9-10 October 2006. A framework for generic replication of sector specific capacity building activities has been formulated.

Working Model for CBPR

A working model for CBPR was identified as a joint effort of four pilot ATIs, CIG-Gurgaon and DoPT along with the project management consultants. The model has two sets of elements. The first set constitute all those known variables that a training institution is very familiar with. The other set constitute unknown variables that the CBPR training initiative will identify.

Interface with Master Trainers

A detailed interaction of CIG was organized with *Master Trainers and Registered Users (MT/RU)*



Bhopal Workshop Participants, October 2006

of the country at a workshop in Anna Institute of Management, Chennai during 16-17 November 2006. Plenty of trainer material and ideas have been exchanged. Prof. George contributed towards a trainer and training vision 2020 during the workshop. These materials in the form of printed documents and multi-media soft copies have since formed integral part of the *Knowledge Centre* created within HIPA Library.

The *MT/RUs* workshop particularly sensitized the participants about the basic elements of CBPR model. The CBPR fraternity looks forward to a close interface with *MT/RUs* in the training initiative. Each pilot ATIs in CBPR are well endowed with such trainers. Each of the nominated Nodal Officer in three ATIs is, in fact an *MT/RU*.

Training of Trainers (ToT) using Theatre Workshop Framework

Theatre has been known since time immemorial to communicate ideas and sensitise a large group to a social issue. A theatre workshop was organised by CIG-HIPA, Gurgaon during February-March 2007 with the collaboration of the well reputed theatre personality Prof. M. K. Raina from the National School of Drama (NSD), New Delhi.



Theatre ToT Workshop, CIG, Gurgaon
Feb-March, 2007

First Year CBPR Journey Partners

Bhopal Academy has charted out fresh and interesting pathways for CBPR in three districts and two sectors. In the process they started *ab initio* by developing direct training skills amongst 110 district officials, though, the state had the team and the expertise of trainers in Sehore district under the Intensive District Training Initiative (IDTI). The slow and steady progress in this pilot has become examples worth emulating.

Chennai Academy (Anna Institute of Management) visualized itself to work in a district that had at least 50% BPL according to the official estimates. Details have been worked out after some initial setback. The improved version of IDTI experience in the Theni district is under implementation.

West Bengal Academy in Kolkata too had IDTI experience in the Burdwan district. The North 24 Parganas district for CBPR pilot raised the bar by adopting participatory training methodology. CBPR, lest we forget, is in fact a training initiative.

Pune Academy (YASHADA) pioneered IDTI based on a residential training programme. The CBPR pilot has been named UNNATI and is working in Pune district.

Right to Information Act 2005 and CBPR Activity Documentation

CBPR activities need to be documented very regularly and clearly. However, information asymmetry across the public system poses a major barrier to capacity building efforts. Initially, it will face severe man-made motivational problems that deter any systematic recording protocol. The Right to Information Act 2005 provides a helping hand to our endeavour. For instance consider the following:

RTI Act 2005, Chapter II, Section 4. (1). (B)

- (iii) the procedure followed in the decision making process, including channels of supervision and accountability;
- (iv) the norms set by it for the discharge of its functions;
- (v) the rules, regulations, instructions, manuals and records, held by it or under its control or used by its employees for discharging its functions;
- (vi) a statement of the categories of document that are held by it or under its control;
- (vii) the particulars of any arrangement that exists for consultation with, or representation by, the members of the public in relation to the formulation of its policy or implementation thereof;
- (viii) a statement of the boards, councils, committees and other bodies consisting of two or more persons constituted as its part or for the purpose of its advice, and as to whether meetings of those boards, councils, committees and other bodies are open to the public, or the minutes of such meetings are accessible for public."

It is certainly not an issue of 'how' or 'how far' one travels on this RTI pathway. Capacity building requires taking the "first step" to make the poverty reduction focus meaningful.

In Focus: CBPR Activity Documentation

CBPR outcome is firmly resolved to pivot itself on documentation of each and every details. This has become imminent because IDTI despite all glory remained anecdotal. This happened because 'documentation' of IDTI activities was either creatively outsourced or became a post-event reconstruction for the safe custody of records.

The documentation process has been highlighted repeatedly in a number of past proceedings (available on CBPR portal). What is required for a successful documentation is to generate a **proof of attraction** between the ATIs and the CBPR

objectives. Sufficient empirical mass, *inter alia*, is required to be generated to validate the working model. This can be done only if we document all our actions in a clear cut manner.

There are some underlying queries on documentation processes *per se* that have their foundation in two of the three basic tenets of poverty reduction, namely, poverty of access to essential public services and poverty of power and participation. It was amply clarified that CBPR is not going into the “nuts and bolts” of sanitized and compartmentalized poverty reduction programmes and interventions as such.

The UN Development Programme has defined “capacity” as “the ability of individuals, institutions and societies to perform functions, solve problems, and set and achieve objectives in a sustainable manner”. The backdrop for “capacity building” or “capacity development”(as some prefer) exemplifies the task of developing cadres/levels of human and institutional capacity.

The Public Services delivery mechanism is the core subject matter for CBPR. Hence, the basics about the structure of public services should immediately come into our reckoning without any misunderstanding.

Are we constrained by absence of the right tools of analyses, or data or operating procedures? Depending on the perspective, i.e., political or diplomatic answers would differ. But ATIs have a distinct advantage, unmatched in the market of HR centric reengineering. We cannot and must not ignore this ground reality.

However, a candid response should and must take us to the bottoms up approach of governance as depicted by the ladders in the following slide. CBPR is expressively concerned with the bottom segment in the first instance. It is not suggested that the other

three steps and segments are not in the reckoning at all.

The Bhopal and Kolkata documentation show two mechanisms as to how it could be done from the bottoms up. The segmented and integrated approaches are brought into sharper focus when Chennai and YASHADA are added to the former scenario.

The centrality of the bottoms up governance therefore must be brought into the forefront of our discussion.

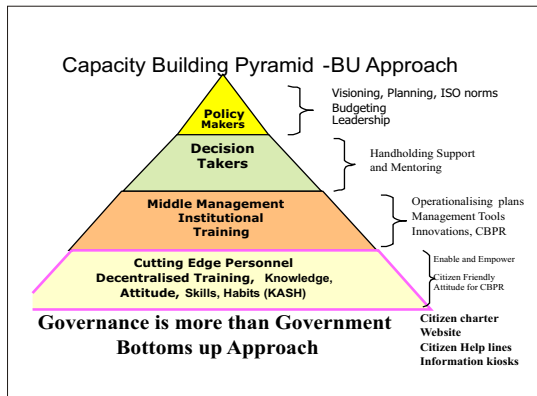
The five elements (Rules, People, Resources, Activities and Power) have to be subjected to dispassionate examination with the 'six honest serving persons', (5 Ws- What, Why, When, Where, Who and 1 H-How).

The public service delivery mechanism is dependent first on the structure of the sector and then on the operating procedure. Both the structure and the operating procedures have been subjected to the 'six honest serving persons' test. For example, let us consider the 360° approach that incorporates both the work and life spaces.

The ATIs have now to re-look at their experience to figure out what factors impacted their capacity building efforts, how was it understood and addressed?

The contradiction and conflict arises since model building requires a heavy dose of abstractness. This can be accomplished only on the basis of detailed notes prepared by ATIs. The 5-Ws and 1-H is the only way out. Please consider doing a role play or use of participatory techniques. Why did we choose a particular sector, what was the implicit and explicit considerations that went with it. What was the experience during the training, how was the training organised, etc. The diagnostic process cannot be wished away from exploration.

The market driven role in this milieu again rests on the type of detailed exploration that we are capable of carrying out. Let us gear up ourselves to the task. The outcome is going to have our joint ownership.



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*[The expressed views are those of the editorial group and not of the institutions or organisations associated with CBPR Project.]