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The Capacity Building Framework

Capacity development is an incremental and iterative process at multiple levels that are consistent with each creating a dynamic complexity that ultimately enable the desired change to happen. Encompassing all relevant factors and ensuring a chain effect is the key to succeed in such programmes. Based on overall findings, this study suggests for adopting a comprehensive capacity building framework with a view to ensure effective operation of iTeams. The

Framework is developed mainly based on behavioural approach and experiential learning focusing to delineate an ecosystem that is able to nudge *and nurture* innovative practices to introduce a culture of innovation in Bangladesh Civil Service. In terms of *nudge*, based on the principle of “choice architecture”, capacity intervention factors of this framework would help shaping situations, where innovation officers will encounter iterative learning choices through provisions of, *inter alia*, alternative information, feedback mechanism, use of experiences, orchestrate creativity and experimentations, which is followed by incentives. Here, the main purpose is: to offer low cost, low pain means of influencing the innovation officers in the ways they think and act; -to alter government officers’ behavior in a predictable way in order to enhance abilities and willingness to innovate. On the other hand, provisions of *nurture* mainly refer to creating and sustaining of an administrative ecosystem, where innovation can flourish through enhanced capacity initiatives. The underlying rationale, in this respect is: sustainable changes in behavior will come from the successful integration of cultural, regulatory and individual change that demands for an institutional environment to *nurture* innovation.

Identify Innovators

Effective operation of iTeams largely depends on identification and selection of the right persons as the members of the team. “There are a number of personal traits that you need – hard work, ability to live with ambiguity, willingness to fail – that are all part of the entrepreneurial journey.” Ms. Chandler McDonald (2013) adds, “They are tenacious, like dogs with a bone, but also brave. This is not fearlessness but it is the ability to walk a tightrope with no net and yet to go on. And they are masters of collaboration.” Compassionate, creative, courageous, and collaborative attributes are imperative for an official to challenge the status-quo of bureaucracy for the sake of public good.

It is suggested that a specific guideline mentioning specific criteria with relative weights will be adopted for selection process of the iTeam members. Membership of iTeams should be a prestigious position based on appropriate identification and unprejudiced selection. The right selection of the members will automatically send a message to them about expectations of the management, at the same time, it would act as an official recognition of their competence which

will contribute to motivate them to meet management’s expectations. Such a process will also create an atmosphere inside the organization to stimulate rest of the officials to be competitive to be a member of iTeam. Except from the official rank and academic background, mentioned in the iTeam Gazette, following personal attributes may consider to select an officer-

Suggested Profile of iTeam Leader	Suggested Profile of iTeam Member
<ul style="list-style-type: none"> • Visionary & goal oriented • Strategic & time bound • Communicative & interpersonal • Negotiator & problem solver • Monitors through mentoring • Self-motivated & tolerance to failure 	<ul style="list-style-type: none"> • Relatively younger & curious • Empathetic & passionate • Diverse & diligent • Communicative & interpersonal • Prefers team work & collaboration • Self-motivated & tolerance to failure

These attributes has to be verified through evidences of previous track record, hearsay about the incumbent. Besides, simple psychometric test is suggested to gain an accurate bearing of the candidate's cognitive abilities and personality/behavioural style.

A self-assessment process can be also useful for the candidates. Many psychometric assessment tools are available which can be consulted for selecting a self-assessment process. The Innovator's DNA (Dyer, et al, 2011) identified five discovery skills that distinguish innovative entrepreneurs and executives from execution focused, results driven managers. These skills include: associational thinking, questioning, observing, networking, and experimenting. Adoption of simple rating scales on these skills can help such self-assessment process.

Enhance KSA

Multiple capacity interventions are necessary to amplify the knowledge, skill and attitude (KSA) of the selected iTeam members. Results of field survey and FGD suggest for segmented training inputs for iTeam members and for iTeam leaders (CIOs/IOs). On the other hand, these results

indicate that ministry/directorate level and field level iTeams deserve different treatment because of their homogeneous and heterogeneous service background. Besides, from data analysis and global examples it is also implied that several capacity inputs are imperative for management leaders, early champions, and mentors.

Being the leaders of iTeams, CIOs and IOs are, in general, responsible for effective operation of their respective teams. Conventional skill sets that are core for innovation leaders, in this regard, include: leadership, team building, change management, interpersonal, supporting and encouraging colleagues, etc. On the other hand, appreciation and use of different perspectives in idea generation, the art of and attitude towards engaging citizens in problem identification, designing, planning and assessment of innovation is highly important when citizen engagement is both a mission and a method for stimulating innovation. Ability to recognize the value of new external information and to assimilate and apply it—becomes essential for innovation (Allinson 2006). Talent to create partnerships, identification of resources and to compete and negotiate for resource deployment, data analytics, use of modern networking tools, etc, are few other trendy areas which are relevant for capacity building of CIOs and IOs.

The study reveals that in case of iTeam members understanding users' needs, citizen charter, conceptual clarification on public service innovation, exposure to innovation examples and best practices, idea on emerging technologies, e-service delivery, etc remain for knowledge intervention. In respect of skills user centric problem identification and solution design, planning and managing prototype/pilot initiative, team building and networking for pilot implementation, reporting, etc are important. Listening to clients, tolerance to ambiguity, fearlessness to uncertainty, curiosity to new ways and means, agility, adaptability to change, and team spirit are important attitudes to be developed for young civil servants.

From an overall consideration, this study strongly suggests for undertaking capacity interventions that would cover not only iTeams, mentioned above, but also would include the management leaders both in ministry/directorate and field levels. Every leader has to deliver the results—make budget, meet deadlines, and deftly manage people—to provide the inspirational fuel that keeps their organizations running day-in and day-out. This is the long game of creating sustainable value in a volatile, uncertain world that is becoming ever-more complex and

ambiguous. The foremost organizational challenge—is winning the long game by being more strategic; developing the skills to look outside the four walls of the organization and see the world from the future back (Krupp & Schoemaker 2014).

Generative leader creates the environment where people can do their best thinking by challenging habitual mindsets. By removing barriers that can hamper the birth of innovative ideas and promoting the acquisition of new information and perspectives, generative leaders set the stage where innovative practices can flourish. Effectively addressing contemporary organizational challenges comes from looking forward at emerging possibilities and acting with focused intent. Generative leadership is the cornerstone of fostering breakthrough outcomes that can result in innovation and institutional success into the future. Capacity building for public sector innovation will strongly require to enable and engage the senior civil servants in creating opportunities for constant encouraging of innovative initiatives.

Besides, specific programmes need to design for fruitful engagement of existing champions and the mentors. Designing of such capacity programme obviously will vary in terms of approach and appearance. Such programmes may include: policy dialogues for secretaries and heads of the directorates on regular interval, seminars/conferences for champions, peer events for champions and CIOs/IOs, orientation programmes for mentors, forum discussions for field level executive heads, dialogues between field level executive heads and CIOs/IOs, visits to the innovation pilots; etc. Reshaping the “risk behavior” and encouraging new ideas should treat as a cabalistic aspect of capacity building in all levels of public officials in order to “risks sold enthusiastically” by the innovative officers/iTeam members and “risks purchased willingly” by the senior management to try innovation.

The training intervention must adopt diverse methods based on the targeted competence. In lieu of linear lecture methods debates and dialogues, group discussion, workshop, learning by doing, visits, prototyping/piloting of real initiatives are few of the methods that can be adopted in the overall learning process. Such interventions should comprise of periodic face-to-face inputs of short durations, virtual courses with online instructional design, and engagement with online

popular tools –such as e-learning, social media, etc. An overlapping iterative approach is the key to succeed in such capacity building programme.

Develop Opportunities for Experimentation

While the initial capacity intervention for innovators should mainly concentrate on brainstorming, group activities on idea generation, client consultation and planning for citizen centric problem solution of a specific service delivery process; the next level of this intervention should remain on experimentation of the new idea as prototype or pilot. Innovation is basically a matter of challenging status-quo and carrying out experimentation to break status-quo. Allowing the possibility of failure and management support for trial-and-error is imperative for promoting public sector innovation. Objective of the hands on experimentation of such pilot initiative is to create a situation for ‘learning by doing’ and to create a situation where bureaucratic traditional practices are challenged through practical initiatives.

Experimentation involves the systematic exploration and testing of new knowledge. An experiment has every chance to fail; and the major impediment against experimentation is officials’ ingrained aversion to failure. Innovation requires a mindset that rejects the fear of failure and replaces that fear of failure with the joy of exploration and experimental learning.

There is often something that can be learned or salvaged from any attempt. For iTeams, this phase of intervention will offer a ground to practically try out each of the lessons learned in the preceding phase. This will offer opportunities to reinforce the previous learning of motivating others, creating network and partnership, identifying and mobilising resources, ensuring team effort, undertaking each and every real action in order to managing change through implementing small innovative project. No matter whether a great idea or not, this kind of arrangement for miniature action research by the public officials will deeply contribute to promote empathy for service recipient, to further managerial confidence, and to develop proactive attitude towards change initiative within bureaucratic realities.

Evaluate and Document Lessons

At this level of intervention, the learning practice should mean for look behind, review and analysis of undertaken initiatives, and culturing wisdom from success and failures. All those rich learning that came through exploration and experimenting substantially reduce the risk and create ground for future bigger initiative -a full-scale investment to scale up successful pilots. On the contrary, failed efforts show us: what does not work. Dissect mistakes for learning purpose. Mistakes allow for variation on thought process and provide insinuation for rectification. Mistakes can often be used to create insights and stimulate innovation. Through appropriate documentation, knowledge gained from failures can be used for subsequent experimentation thus help avoidance of similar mistakes and finding out new solutions for future success.

An evaluation process, by default, provides the opportunity to learn continuously and implement learning in action as the project proceeds. The focus on tracking outcomes via milestones that evaluate the progress of the innovation project on its own terms can be useful in this regard. Therefore, through the process of constant monitoring and documentation of implementation experiences innovators can learn the pros and cons of innovation. On the other hand, showcasing of pilots, and developing case studies will further this learning journey. Benchmarking and assessment of innovative drives, appreciating the key drivers of successful cases, systematic dissection of failed initiatives should contribute to deepening learning through reinforcement of existing knowledge and providing clue for new knowledge. Continuous informal appreciation from the support structure and occasional formal recognition for the pilot initiatives will offer a positive nudge to the innovators and rest of the civil servants towards change initiatives.

Scale up

Innovation comes from a unique combination of iterative learning processes and suitable sets of valid actions. When an experiment gets matured for dissection it offers other sets of routes for new learning. All innovation experiments may not be successful; similarly, all successful experiments may not be scalable. A popular innovation does not necessarily represent a potential system-wide solution. Therefore, scalability is not about mere simple decision of replicating an idea which has passed through ground level experimentation. Scalability is about embracing

larger investment, bigger risks, and newer challenges; more importantly, it is about furthering an innovation's impact to match the level of need of the society or the targeted beneficiaries.

Scale up of innovation will need system support, strong leadership, generating supply and demand, effective collaboration and network, persistent efforts, and clear target. Scale up can happen through either incremental adoption or revolutionary embodiment of new solution in the context. It fully depends on the merit of the new solution, its ability to address the needs, and readiness of the context. Creating provisions of Union Digital Centers (formerly known as UISCs) all over the country to facilitate the slogan of “services at doorsteps” by Access to Information Programme is an example of desperate scaling up effort that has successfully delineated a network of service outlets to benefit the rural dwellers.

Capacity intervention, particularly in this area, is important for public officials to be able to assess the potential value and challenge in adopting innovations. Cautions are needed to avoid either extreme enthusiasm or undue cynicism, but to uphold a consistent approach that over time yields collective learning.

Empathy for Citizens

The prime building block for nurturing innovation in public sector is compassionate public government having empathetic civil servants. Empathy building is about the ability to rotate own perspective in order to acknowledge and appreciate others' perspective with deep respect that ultimately stimulate to review and reset own actions to benefit others. 'Empathy is not a feeling, but rather a process through which others' emotional states or situations affect us...the process of empathy involves understanding another's feelings, and sensing as these feelings change,... attenuates the biasing effects...the process of empathy requires that people have at least some overlap in experiences or feelings that help build and strengthen predispositions to community, mutual understanding, agreement and lead to better dialogue (Morrell 2010).

Cultivating curiosity about others, challenging prejudices, trying others' life, opening up for listening, developing ambitious imagination and inspirational actions (Krzmaric 2012) can help

nurturing empathy among public employees. Caring the citizens, who are tax payers and who are ultimate recipients of public services, listening to their voice, understanding their perspectives, standing on their shoes, and responding to their needs; -remain in the core of any innovation in public sector. An innovation will be embraced by the society if it can meet the needs of the citizens; an innovation will be able to meet the needs of the citizens only if it is driven by empathy. Openness to possibility is a key factor in promoting generative thinking; a healthy dose of shared curiosity is also an important ingredient. Additionally, the ability judgment while giving due consideration to new and different perspectives allows for emergent ideas to come to the table.

Apart from traditional means, frequent consultations with citizens through site visits and using social media, online tools for polls and citizens' satisfaction survey, people shadowing, co-design, etc can be used for enhancing empathy in the process of service innovation.

Organization and System Support

Creativity is only one segment of the innovation journey. A systematic and flexible process is needed to launch new ideas and then experiment them to test the opportunity or problem at hand. The whole process of innovation demands developing an organization-wide approach that nurtures innovation in a systematic way. The capacity development support structure should be laid out to play “midwife to trusted adviser” roles and to offer “tool kits” for innovation. This support structure must be able to play different roles at different times as well as play several roles simultaneously. For continuous effort towards innovative practices the support structure will provide an innovation ecosystem consists of- leadership and policy support, involvement of champions, leveraging resources, risk taking and allowing failures, and mentoring. The proposed capacity development support structure should be used, at strategic moments (such as at the fragile beginning, the first successes, the first failures, moments of scaling up, etc.), to either instigate innovation, experimentation and entrepreneurship, or to influence on-going initiatives.

Executive heads, as the top leaders, have the responsibility to lay down the organizational support structure and developing strategies so that an enabling environment has been ensured to

nurture an innovation culture within the organizations. Developing their abilities to embed innovation and creativity into their organizations and enhancing their understanding of how to nurture creativity to develop new ways of working to improve the quality service delivery. It is important to make sure that they welcome and embed innovative spirits through restructuring policy settings and to utilize strengths of the respective organizations. Appropriate leadership style can be nurtured as enabler and catalyst to create an effective context for innovation to occur. Surie and Hazy (2006) suggests that *Generative Leadership* can create such a context through setting the stage for interactions, reducing complexity in the sub-systems of organization, allocating resources dynamically across sub-systems, retaining and reusing knowledge or ideas generated, establishing center of excellence, creating networks, enhancing problem-solving capabilities, and institutionalizing innovation both in sub-systems and the system as a whole. These leaders will gradually institutionalize an ecosystem through promoting policies that encourage innovation and offer enabling support structure.

This support structure is an important precondition for the ultimate success of the iTeams and therefore of the institutionalization of innovation at the Bangladesh public service. The proposed capacity development support structure should be used, at strategic moments (such as at the fragile beginning, the first successes, the first failures, moments of scaling up, etc.), to either instigate innovation, experimentation and entrepreneurship, or to influence on-going initiatives.

Network

Wenger (1998) views innovation as a social process that emerges in the context of interactions to solve problems. Successful innovation teams require clear, stable rules and objectives to regulate action, while collaborative efforts yielding innovation require learning how to interact effectively (Lynn and Reilly, 2002). To nurture innovation it is imperative that organizations constantly learn and adopt new tools and techniques to identify areas of interest and then develop both formal and informal mechanisms to create innovation networks. Creation of such networks will provide added value to the organizational capacity to enhance connectivity, and thereby promote innovation by synthesizing and recombining ideas from different parts of the system and adapting them to fit a changing and dynamic context.

While the opportunity and ability to solve problem collaboratively remain highly significant to facilitate innovation, creating cross-angle networks around the iTeams will directly contribute to their capacity building for public service innovation. Such as: except sharing of valuable experiences, a network between early champions and iTeams can insulate the group from ordinary routine pressures, and provide resources to permit sustained and focused activity on specific innovative projects. Network with peers and colleagues can help validating ideas, providing added support, and professional confidence. It is well accepted that peer and colleagues often offer huge learning opportunities through formal and informal settings. Another important network can be developed between mentors and innovators through which they can share insights and experiences, information and perspectives to foster innovation drive. Such a network can effectively boost the confidence and potentials of innovation officers by dynamic roles of the mentors as intellectual guide, source of information, and as supportive friend.

Nearly one thousand of iTeams in government is itself a significant resource that needs a network among them for sharing of experiences and learn from each other. The collective intelligence of such a big group is incredibly powerful in evolving deeper insights and unearthing opportunities and interdependencies. The ability to mine this wealth of experience and knowledge should be an extraordinary asset for iTeams. Capacity exists at multiple dimensions while they are in constant interaction benefiting each other. Besides, they need relationship with various layers and functional aspects of the support structure that can eventually appear with even many unexpected opportunities in favour of innovation.

Linkage and collaboration with relevant initiatives of other agencies will put forward synergy effect in public sector innovation. A fertile network among similar ventures (such as: initiatives of Governance Innovation Unit and Access to Information Programme under Prime Minister's Office, intervention from Civil Service Change Management Project regarding introduction of Citizen Charter, Total Quality Management experiments undertaken by BPATC-JICA) is strongly suggested.

Endeavour for developing activity network can compliment to sustain innovative practices that would lead to embedding a culture of innovation in the Bangladesh Civil Service. The public sector training institutions should incorporate training and workshop inputs in their regular courses to prepare the civil servants with right knowledge, skills and attitude towards public service innovation. Appropriate policy guidelines from Cabinet Division should be delivered regularly following the iTeam Gazette. A specific mechanism of partnering and mentoring the pilot initiatives and scaling up of relevant pilots must come from the functional departments and ministries. Recognition and motivation for innovation should be endorsed by M/o Public Administration. –These are few examples how the support structure can evolve with networked activities to nurture innovation.

Obviously, the various forms and categories of the networks, mentioned above, can emerge and evolve through physical or virtual means.

Recognition and Reward

Making public of the innovative initiatives, promotion of successful cases, “fail fair” for appreciation of the civil servants who have been courageous to “fail” –all are important to create an environment for public sector innovation. Innovation deserves recognition. The risk takers ought to be rewarded. The practice of incentivizing and rewarding for innovation has to be embedded in bureaucratic system as an essential tool for nurturing innovation in public sector. It is important to celebrate both success and failures and foster a culture that dissects mistakes for learning purposes. Giving recognition awards at work to people who failed for the right reasons will lead to get rid of those officials who are afraid of trying something new in performing their tasks. However, this is difficult to set such provisions when bureaucracy has hardly any room for mistakes. Appropriate system of assessment and oversight will require to delineate these provisions and to adjust flexibilities.

Incentives or rewards can be both intrinsic and extrinsic in nature. Incentive schemes cannot necessarily only be financial incentives based on performance, but also other types of rewards in form of ‘recognition’ given to the innovators. In some cases internal incentive structures also

play a pervasive role towards public service innovation. Many scholars view intrinsic incentives as a powerful tool for organizations to keep motivated the innovative employees to perform above and beyond. Effortless appreciation from the support structure (a simple example could be a letter of appreciation) and occasional formal recognition for pilot initiatives not only contribute to *nurture* the innovators but also will give *nudge* to rest of the civil servants. A motivation strategy with specific focus on non-financial incentives (recognition from bureaucratic leadership, title, award, promotion, placement, etc) will be instrumental for stimulating the iTeams towards innovation.

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