



# Technical Assistance Report

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Project Number: 53250-001  
Knowledge and Support Technical Assistance (KSTA)  
October 2019

## India: Establishing Online Capacity Building Infrastructure at the Department of Personnel and Training

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Asian Development Bank



## CURRENCY EQUIVALENTS

(as of 7 October 2019)

Currency unit	–	Indian rupee/s (₹)
₹1.00	=	\$0.014283
\$1.00	=	₹71.00

## ABBREVIATIONS

ADB	–	Asian Development Bank
CDRC	–	Capacity Development Resource Center
DOPT	–	Department of Personnel and Training
iGOT	–	integrated government online training
LMS	–	learning management system
TA	–	technical assistance
TNA	–	training needs assessment

## NOTE

In this report, “\$” refers to United States dollars.

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## KNOWLEDGE AND SUPPORT TECHNICAL ASSISTANCE AT A GLANCE

<b>1. Basic Data</b>		<b>Project Number:</b> 53250-001	
<b>Project Name</b>	Establishing Online Capacity Building Infrastructure at the Department of Personnel and Training	<b>Department/Division</b>	SARD/INRM
<b>Nature of Activity</b>	Capacity Development	<b>Executing Agency</b>	Department of Personnel and Training, Ministry of Personnel, Public Grievances and Pensions
<b>Modality</b>	Regular		
<b>Country</b>	India		
<b>2. Sector</b>		<b>ADB Financing (\$ million)</b>	
✓ Public sector management	Public administration		0.30
		<b>Total</b>	<b>0.30</b>
<b>3. Operational Priorities</b>		<b>Climate Change Information</b>	
✓ Accelerating progress in gender equality		Climate Change impact on the Project	Low
✓ Tackling climate change, building climate and disaster resilience, and enhancing environmental sustainability			
✓ Strengthening governance and institutional capacity			
<b>Sustainable Development Goals</b>		<b>Gender Equity and Mainstreaming</b>	
SDG 1.b		Some gender elements (SGE)	✓
SDG 5.b			
SDG 12.7			
SDG 16.6			
<b>4. Risk Categorization</b>		<b>Poverty Targeting</b>	
Low		General Intervention on Poverty	✓
<b>5. Safeguard Categorization</b> Safeguard Policy Statement does not apply			
<b>6. Financing</b>			
<b>Modality and Sources</b>		<b>Amount (\$ million)</b>	
<b>ADB</b>		<b>0.30</b>	
Knowledge and Support technical assistance: Technical Assistance Special Fund		0.30	
<b>Cofinancing</b>		<b>0.00</b>	
None		0.00	
<b>Counterpart</b>		<b>0.00</b>	
None		0.00	
<b>Total</b>		<b>0.30</b>	
<b>Currency of ADB Financing:</b> US Dollar			





## I. INTRODUCTION

1. The knowledge and support technical assistance (TA) will support the Department of Personnel and Training (DOPT) of the Ministry of Personnel, Public Grievances and Pensions to build institutional capacity and systems to implement the integrated government online training (iGOT) scheme for training government officials in India. The TA scope includes developing and implementing an intelligent learning management system (LMS), developing and administering 10 e-learning modules of the selected subjects on a pilot basis, and putting in place guidelines for scaling up the LMS and e-learning modules by the DOPT. The proposed LMS will have multidevice access capability (desktop computer, laptop computer, tablet, and smartphone) to enable remote and on-time learning by government officials. This approach will enable the DOPT to train more staff using technology-enabled learning methods blended with conventional classroom training, thereby saving time and money. The TA is in line with the priority in the country partnership strategy for India, 2018–2022 of the Asian Development Bank (ADB) to provide capacity building to project implementing agencies.<sup>1</sup> The TA is not included in ADB's country operations business plan for India, 2018–2020.<sup>2</sup>

## II. ISSUES

2. India has grown at an average rate of more than 7% since 2012, which places it among the world's fastest-growing large economies. The rapid growth has been accompanied by numerous measures to remove the structural bottlenecks and improve the investment climate. The government envisages India being a \$3 trillion economy in 2019 and growing rapidly to reach \$5 trillion in the next few years. To accelerate inclusive economic growth and structural transformation, the country needs to address the remaining impediments and emerging challenges, such as (i) building economic competitiveness, (ii) resolving infrastructure bottlenecks, (iii) closing the widening gap between advanced and lagging regions, and (iv) addressing worsening environmental degradation. Building institutional capacities of government institutions, particularly in lagging regions, is key to meeting these objectives.

3. Within the government, the DOPT is mandated under the National Training Policy 2012 to cater to the capacity development needs of the three tiers of government (national, state, and local). However, its current approach in creating capacity and a knowledge base has been centered largely around traditional classroom-style knowledge-sharing training programs. This traditional method faces several problems, such as limited outreach to targeted officials and high administrative costs such as staff travel and per diems. At present, domestic and foreign trainings can cover only a small proportion of mostly senior officials. As a result, there is inadequate coverage of training programs for professional staff who are responsible for leading or undertaking planning, design, implementation, monitoring, and evaluation of various development schemes, affecting timely, efficient, and quality implementation of those schemes.

4. Recent technological advancements have opened up a range of information-technology-based options, such as e-learning, for creating capacity and knowledge more efficiently and effectively. Tapping the opportunity, the DOPT has launched a new scheme—iGOT—under which the department intends to develop an LMS to offer e-learning modules targeted at professional civil servants working in operational leadership. The purpose of the iGOT scheme is to increase

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<sup>1</sup> ADB. 2017. *Country Partnership Strategy: India, 2018–2022—Accelerating Inclusive Economic Transformation*. Manila.

<sup>2</sup> The vice-president of Operations 1 approved the TA concept paper on 22 August 2019. The TA first appeared in the business opportunities section of ADB's website on 10 September 2019. The purpose, scope, implementation arrangements, costs, and financing arrangements were confirmed by the DOPT on 26 September 2019.

the access to new information, knowledge, and operationally relevant training programs for institutional capacity building. This is in line with the government's flagship program, Digital India, which aims to improve public service delivery using digital platforms.

5. The proposed TA aims to prioritize training topics relevant to development schemes such as procurement, contract management, construction management, and project evaluation and appraisal, as well as important crosscutting subjects such as new technologies, data analytics, information technology tools in governance, and the government's office administrative procedures. ADB has pioneered the establishment of quality training systems of these project implementation-related subjects under the Capacity Development Resource Center (CDRC) that was established in ADB's India Resident Mission jointly with the Department of Economic Affairs (DEA). The TA will use the developed CDRC materials and knowledge base as references to develop LMS e-learning systems under the iGOT scheme. The TA will help institutionalize and disseminate the training systems which were developed under the CDRC into the government's training systems.

### III. THE TECHNICAL ASSISTANCE

#### A. Impact and Outcome

6. The TA is aligned with the following impact: access to training increased.<sup>3</sup> The TA will have the following outcome: access to e-learning training modules for civil servants increased.<sup>4</sup>

#### B. Outputs, Methods, and Activities

7. **Output 1. Implementation of integrated government online training scheme supported.** This output comprises the following specific components. Seventy five percent of TA resources are allocated to output 1.

- (i) **Integrated government online training scheme.** The TA will support the implementation of the iGOT scheme by developing an LMS designed to deliver e-learning modules and imparting e-training to eligible officials. It will also aim to develop 10 e-learning modules on a pilot basis. The proposed LMS will have a modular structure with the ability to add additional functionalities in the future. Some of the core features of the LMS, which will be developed under the TA, include user management and administration; content development; design and development of 10 e-learning modules; publishing e-learning modules; online delivery of e-learning modules through laptop computer, desktop computer, and mobile and/or tablet platforms; tracking learner progress; a robust assessment mechanism; reports; and analytics.
- (ii) **Training needs assessment framework.** A training needs assessment (TNA) framework will be prepared for the conduct of a detailed TNA in 2–3 departments of the government, as a basis for future development of additional e-learning modules and expansion of LMS functionalities to host these supplementary modules. This will enable the DOPT to develop a plan for taking the iGOT implementation to the next level by adding both newer modules and larger learner and user groups. The additional features, which would be added in later phases,

<sup>3</sup> Government of India, Department of Personnel and Training. 2011. *Strategy and Strategic Plan 2010–2015*. New Delhi.

<sup>4</sup> The design and monitoring framework is in Appendix 1.

- include a TNA, identifying topics based on a TNA, accumulating credits and linking credits to career profiling of a civil servant in the existing human resource management system, and a feedback system to the instructors.
- (iii) **Launching the learning management system.** The LMS will be launched on an existing government-approved cloud service provider or a dedicated high-capacity server to be set up at the DOPT or an already existing LMS platform available in the open market, depending on the security, cost, scalability, and ease of management.
  - (iv) **Institutional collaboration arrangements.** In addition to e-learning modules developed under the TA, the LMS will provide a link to e-learning modules already being offered by ADB, the World Bank, the International Monetary Fund, government agencies like the Department of Expenditure, and leading universities. For this purpose, the TA will support the DOPT to enter into institutional collaboration arrangements. The e-learning modules developed by ADB's India Resident Mission CDRC will also be hosted on the LMS developed under the TA.
  - (v) **Incentive program.** To drive a culture for online learning, an incentive program with both short- and long-term incentives will be planned. Incentives could include reward and recognition programs aimed at boosting enrollments, completion, and top scores.

**8. Output 2: Institutional capacity of the Department of Personnel and Training developed.** The TA will support institutional development of the DOPT for making the iGOT scheme operational. This will focus on capacity and awareness development of DOPT staff to establish robust processes in the areas of training need analysis, LMS management, quality assurance covering periodic validation of training modules, assessment of learning outcomes, competency assessment of trainees, content creation, publicity, and propagation. Capacity development will be facilitated through (i) support to iGOT implementation through TA consultants, (ii) workshops conducted by national and international resource persons and institutions, and (iii) workshop proceedings developed as digital tool kits and user manuals to enable the DOPT to consolidate and sustain the benefits on a continual basis during future scaling up of the LMS. The TA will also develop an overall training strategy for the DOPT in terms of policy and institutional framework and implementation arrangements, including modalities of setting up a national training university. For these purposes, expert support will be provided to the DOPT by seven individual consultants. Further, support will be provided through an exposure visit to a nationally and/or internationally reputed civil service training institution. The exposure visit will result in learnings as to how the LMS is designed and implemented, what challenges are being faced, and how they are addressed. Twenty two percent of TA allocation will be spent on output 2.

### **C. Cost and Financing**

9. The TA is estimated to cost \$360,000, of which \$300,000 will be financed on a grant basis by ADB's Technical Assistance Special Fund (TASF-other sources). The government will provide counterpart support in the form of counterpart staff, office accommodation, transportation, and other in-kind contributions, which is 20% of the total TA budget. The TA will cover the period of initial partnership, based on which further expansion may be considered. The key expenditure items are listed in Appendix 2.

### **D. Implementation Arrangements**

10. The executing agency of the TA will be the DOPT. The TA activities will be administered by ADB through its India Resident Mission. For day-to-day administration of TA activities, a project

management unit will be established headed by a director or deputy secretary of the DOPT and consisting of seven DOPT staff and seven individual consultants recruited under the TA. The functions of the seven individual consultants will be carried over to the DOPT, and the project management unit will ensure sustainability of the LMS after TA closure. The TA will facilitate procurement and development of the LMS and development of e-learning modules through a firm. Developing e-learning modules and developing the LMS are considered to be nonconsulting services and will be developed by a firm engaged through the request for quotation method. The estimated cost of procurement and development of LMS is \$65,000 and cost of development of e-learning modules is \$160,000. The implementation arrangements are summarized in the table.

### Implementation Arrangements

Aspects	Arrangements		
Indicative implementation period	October 2019–September 2021		
Executing agency	Department of Personnel and Training; Ministry of Personnel, Public Grievances and Pensions; Government of India		
Implementing agencies	Department of Personnel and Training		
Consultants	To be selected and engaged by the Asian Development Bank (ADB)		
	Package title	Selection method	
	7 individual consultants	ICS	\$55,000
Procurement <sup>a</sup>	To be procured by ADB		
	Package title	Procurement method	
	Design and development of e-learning modules	Request for quotation	\$65,000
	Design and operationalization of the learning management system	Request for quotation	\$160,000
	ADB Procurement Policy (2017, as amended from time to time), Procurement Regulations for ADB Borrowers (2017, as amended from time to time) and associated staff instructions for consulting services administered by ADB and staff instructions for TA procurement		
Disbursement	The TA resources will be disbursed following ADB's <i>Technical Assistance Disbursement Handbook</i> (2010, as amended from time to time).		

<sup>a</sup> Procurement Plan (accessible from the list of linked documents in Appendix 3). Procurement of goods and works as a separate package not envisaged under the technical assistance.

Source: Asian Development Bank.

11. **Consulting services.** Seven individual national consultants will be recruited for 28 person-months on an intermittent basis. ADB will engage the consultants following the ADB Procurement Policy (2017, as amended from time to time) and its associated project administration instructions and/or staff instructions.<sup>5</sup> Some of the TA consultants will be engaged using framework contracts in consultation with the Procurement, Portfolio and Financial Management Department (PPFD). In addition, two firms will be engaged under nonconsulting services using the Request for Quotation (RFQ) method for 6 person-months each for recruitment of the LMS developer and content developers. ADB Staff have undertaken a preliminary market survey and confirm that there are adequate vendors to ensure adequate competition. Hardware and licenses obtained on a need basis will be utilized by the DOPT and all other stakeholders.

<sup>5</sup> Terms of Reference for Consultants (accessible from the list of linked documents in Appendix 3).

#### **IV. THE PRESIDENT'S DECISION**

12. The President, acting under the authority delegated by the Board, has approved the provision of technical assistance not exceeding the equivalent of \$300,000 on a grant basis to the Government of India for Establishing Online Capacity Building Infrastructure at the Department of Personnel and Training, and hereby reports this action to the Board.

## DESIGN AND MONITORING FRAMEWORK

Impact the TA is Aligned with Access to training increased <sup>a</sup>			
Results Chain	Performance Indicators with Targets and Baselines	Data Sources and Reporting Mechanisms	Risks
<b>Outcome</b>  Access to e-learning training modules for civil servants increased	By September 2021:  iGOT operationalized with 10 e-learning modules, pilot tested with 1,000 officials registered and 900 completing training, of which 5% are women (2019 baseline: 70 registrations for five e-learning courses in iGOT with 0% completion rate).	DOPT reports	Willingness and commitment of the DOPT to continue the iGOT scheme after the closure of the TA  Inadequate project coordination activities by government agencies
<b>Outputs</b>  1. Implementation of iGOT scheme supported  2. Institutional capacity of DOPT developed	By September 2021:  1a. LMS acquired and made operational (2019 baseline: Not applicable) 1b. Ten e-learning modules developed and made available (2019 baseline: Five e-learning modules)  2a. At least seven individual consultants of the TA absorbed as organic staff by DOPT to ensure continued operations of LMS (2019 baseline: Not applicable) 2b. Four workshops conducted (2019 baseline: Not applicable) 2c. Four user manuals developed (2019 baseline: Not applicable) 2d. Training strategy developed with adequate female participation (2019 baseline: Not applicable) 2e. At least four staff and officials (at least one female) of DOPT reported increased knowledge on LMS design and operationalization from the exposure visit to civil service institution. (2019 baseline: Not applicable)	1a–1b. DOPT reports  2a–2e. DOPT Reports	

### **Key Activities with Milestones**

#### **1. Implementation of iGOT scheme supported**

- 1.1 Design 10 e-learning modules (March 2020).
- 1.2 Establish institutional collaboration arrangements (May 2020).
- 1.3 Design LMS (June 2020).
- 1.4 Make LMS and e-learning modules operational (December 2020).
- 1.5 Develop training needs assessment framework (December 2020).
- 1.6 Implement rewards and recognition program (August 2021).

#### **2. Institutional capacity of DOPT developed**

- 2.1 Make exposure visit to internationally reputed civil service institution (November 2019).
- 2.2 Carry seven individual consultants recruited under the TA over to DOPT (August 2021).

### **TA Management Activities**

Issue request for quotation to nonconsulting firms (November 2019).

Submit proposals (December 2019).

Evaluate proposals (December 2019).

Award contract (January 2020).

Issue consultant selection recruitment notice for individual consultants (November 2019).

Short-list individual consultants (November 2019).

Award contract for individual consultants (December 2019).

Physically close contracts (August 2021).

### **Inputs**

Asian Development Bank: \$300,000

Note: The government will provide counterpart support in the form of counterpart staff, office accommodation, transportation, and other in-kind contributions. The value of government contribution is estimated at 20% of the total TA cost.

DOPT = Department of Personnel and Training, iGOT = integrated government online training, LMS = learning management system, TA = technical assistance.

<sup>a</sup> Government of India, Department of Personnel and Training. 2011. *Strategy and Strategic Plan 2010–2015*. New Delhi.

Source: Asian Development Bank.

### COST ESTIMATES AND FINANCING PLAN (\$'000)

Item	Amount
<b>Asian Development Bank<sup>a</sup></b>	
1. Consultants	
a. Remuneration and per diem	
National consultants	43.00
b. Out-of-pocket expenditures	
i. International and local travel	10.00
ii. Training and seminars	2.00
2. Training, seminars, workshops, forum, and conferences	
Training, seminars, and conferences <sup>b</sup>	10.00
3. Equipment	
Learning management system, content conversion, creation of 10 modules	225.00
4. Contingencies	10.00
<b>Total</b>	<b>300.00</b>

Note: The technical assistance is estimated to cost \$360,000, of which contributions from the Asian Development Bank are presented in the table. The government will provide counterpart support in the form of counterpart staff, office accommodation, transportation, and other in-kind contributions. The value of the government contribution is estimated to account for 20% of the total technical assistance cost.

<sup>a</sup> Financed by the Asian Development Bank's Technical Assistance Special Fund (TASF-other sources).

<sup>b</sup> Training and seminars include regional and nonregional exposure visits to civil service colleges for 8–10 Department of Personnel and Training officials.

Source: Asian Development Bank estimates.



**LIST OF LINKED DOCUMENTS**

<http://www.adb.org/Documents/LinkedDocs/?id=53250-001-TARreport>

1. Terms of Reference for Individual Consultants
2. Terms of Reference for Nonconsulting Services
3. Procurement Plan