



FIELD LEVEL LEADERSHIP: TRANSFORMING SERVICE DELIVERY

A Guide to FLL Implementation



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The dissemination of this first version of the FLL Guide is aimed primarily at outreach and consultations with the group of stakeholders that are interested in becoming a part of the FLL global delivery model. Accordingly, this Guide will be updated with inputs and agreement from these forthcoming consultations.

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FOREWORD

The content of this Guide is not typical for what we do in the Water Practice at the World Bank. It is common for development projects to focus attention and resources on three “i”s: infrastructure, institutions, and information. While these are indeed necessary pathways of intervention, we also know from experience that outcomes depend in large part on the passion and commitment of the teams that implement the projects. So, there is a fourth “i”: inspiration, that is equally important for achieving development outcomes. Not just in water but in many other sectors such as health and education, the quality of service delivery depends a lot on the behavior and attitudes of the last mile public agency staff. Therefore, in the design of our operations we should be asking this question: How can we motivate the hundreds or thousands of staff members in the public organizations that are responsible for service delivery?

Unfortunately, this issue is almost never addressed in project design. Sometimes we get lucky and find a great counterpart - a Minister or a Project Director or Secretary who is passionate or charismatic and inspires the staff of their organization. Often such leaders prove critical in transforming a sector. What if such leadership could be identified at every level in the organization, and not just at the top? Field-Level Leadership (FLL) provides a tantalizing vision of such decentralized, multi-agent leadership. This approach is based on the premise that champions may be a minority but are not rare; that they exist at all levels in the organization; and that positive change becomes possible when they can connect and support each other. FLL is a human-centric approach, because it focuses on the field-level staff - the meter reader and the irrigation engineer - and gives them what we all seek from our work: a sense of purpose and fulfillment.

FLL has achieved very positive and interesting results so far, and there is an increasing demand for information as well as for provision of FLL services. Accordingly, this Guide has been developed to share the key elements of FLL, along with its implementation experience including results and client testimonials. The Guide also aims to help our public sector clients in assessing whether FLL is a good fit for their

particular organization, and in understanding the steps involved in the process.

This work would not have been possible without our partner countries and institutions who experimented with this approach, achieved good results, and have shared their experiences in this Guide. The same is true for donor partners who are supporting FLL scale-up and adopting it in their own programs. We hope to continue working together on this innovative agenda with the same curiosity and commitment, so that we can do development better.

Saroj Kumar Jha, Global Director, Water Global Practice, World Bank

FIELD LEVEL LEADERSHIP: THE BIG PICTURE

PUBLIC SERVICE NEEDS STAFF TO GO THAT LAST MILE

Some of the hardest challenges in public service delivery are about motivation and behaviors. Getting to high performance is not only about infrastructure investments, policies, or regulations – but depends just as much on the personal behaviors of those at the customer interface, the “edge” of the bureaucracy. When staff in a public service organization are demotivated, service delivery suffers, no matter what the quality of Senior Management, the skills training given, the organization's infrastructure investments, or its strategy. Conversely, when an organization engages its staff, it can deliver not only on the performance indicators but also positively transform the work culture and quality of public service delivery.

Field Level Leadership (FLL) is a values-driven change management approach that mobilizes staff to become leaders in the ranks of public agencies. FLL identifies and supports groups of champions to set off a positive “spiral of change” in public agencies. It is based on the premise that champions may be a minority but are not rare; that they exist at all levels in the organization; and that they can be identified systematically. In FLL, Early Adopters of positive change are linked with each other, building peer-to-peer networks, and their self-designed improvement initiatives spread the message that change is desirable and possible. As more staff join this dynamic, the social norm within the organization changes from apathy to engagement, with resultant shifts in performance.

FLL CAN LEAD TO FAST PERFORMANCE IMPROVEMENTS

Quick, tangible, improvements emerge in operations, in quality of frontline service delivery, and in behaviors, indeed across dozens of different dimensions (see p. 22-25 for evaluated performance results in

three projects). With its focus on changing the internal culture and improving performance, an FLL process can be introduced as a catalytic intervention to reinforce other measures, e.g., as part of a re-organization, investment in new infrastructure, or a broader human capital development program. FLL has been applied in World Bank-financed projects by more than a dozen organizations in India, Tanzania, and Ethiopia since 2012, and it has been used in the in water, agriculture, and environment sectors. The World Bank is also considering to scale up FLL in its own operations in conjunction with other development partners.

A change process of moderate length and moderate cost. The changes introduced by an FLL process can be seen within six months of starting, and full benefits are seen within a year. The organization will determine the speed of the roll-out and thus can also choose a phased approach. Costs range between US\$50,000 and US\$200,000, depending on the size of the organization and how swiftly the outreach across staff helps achieve a “tipping point”. Available data indicate that improvements can be sustained by building sound after-process engagement approaches. In the pilots conducted in the World Bank-financed projects, FLL emerges as the intervention with the biggest “bang-for-the-buck”.

Invented by staff for staff, and building on key management and organizational psychology concepts. FLL was developed by front-line utility staff in the early 2000s who recognized that their organization was not performing well. These government officials from the Tamil Nadu Water and Drainage Board (India) explored ways to make their organization more responsive to the communities they served. Assisted by a volunteer social scientist, they designed a program to bring staff together in a space of collective self-reflection and assessment. Each iteration created new champions of change among the participating staff, who organized themselves into a formal group to improve their agency's performance. Inspired by their success, others sought the team's advice on how to do the same. The FLL methodology was “born”, and subsequently improved with support from the Government of India and UNICEF. In 2009, the Centre of Excellence for Change (CEC) was established in Chennai to support such initiatives across the public sector. The methodology builds on known approaches in change management, organizational psychology, and sociology (see p. 68). FLL expertise is provided by a growing network of organizations

(including CEC) which have successfully implemented the process and are committed to supporting similar efforts by others through public-to-public partnerships.

A “WHOLE OF COMPANY” APPROACH

At every level, some staff choose to become Early Adopters. The FLL process invites all staff to get involved, 20-25 at a time, offering workshops during which they consider their personal values and develop ideas to improve the organization in ways that align how they work with their values. Each workshop brings together participants from different functions, hierarchical levels, and geographies, to develop Change Initiatives. These groups continue to collaborate within smaller peer-to-peer network groups even after the workshops. From the process, a group of Early Adopters emerge who push forward changes, and remain motivated, even when they face resistance. The Change Initiatives cumulatively lead to tangible improvements in process and output and are entirely staff-driven. They provide testament to the fact that things can improve each time files are sorted, water tanks are repaired, or citizens supported. This spirit then spreads to all other staff.

Senior Management and Policy Makers commit the organization and make space for values and leadership, as staff need time to reflect and connect with their values. Further signals of support from the senior level, for example joining some of the workshops, organizing listening sessions with participating staff, and recognizing performance improvement, will lead to a higher level of impact.

FLL Coaches are recruited from across the organization and invited to become a vanguard of positive change. Chosen for their commitment to positive change and to public service, and for their standing within the organization, selected staff will be invited to train as FLL Coaches – the individuals who hold FLL workshops, follow up with Early Adopter staff, and generally provide advice and suggestions to the Senior Management.

IS FLL RIGHT FOR YOUR ORGANIZATION?

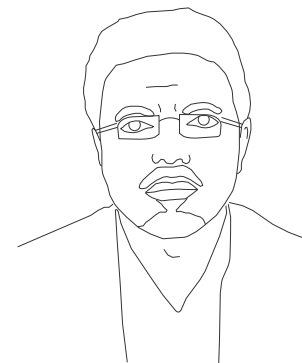
- Focus on public service** FLL is best suited to organizations with a strong focus on providing services to citizens. This makes it easier for staff to connect the work they do with their personal values and purpose. Organizations operating “last mile” services such as water utilities will find the FLL approach particularly suitable. However, even staff whose assignments are more distant from citizen services have been found to benefit from the approach.
- 100+ staff** Experience shows that a key element of FLL’s success is that it allows dedicated and conscientious staff members to discover like-minded colleagues, and to create groups for mutual support and encouragement. This process is characterized by a network effect, whereby the impact scales with the number of people involved. There are elements of the FLL approach that also work for small organizations, notably collective introspection in a safe space, and developing Change Initiatives with self-selected targets. Smaller organizations interested in FLL may want to contact a Peer Learning Institution to see if certain elements of FLL could fit their needs.
- Interdependencies** If the organization is highly dependent on another (or many other) institutions for its operation or activities, it may be advisable to implement FLL in both/all organizations at once. This logic has been applied in some federated states and in some municipalities. Engaging across multiple but related organizations in combination creates a simultaneous “wave” of change which affects all of them, and it also makes it easier to innovate.
- No major changes directly ahead** Ideally the organization should not be headed for a disruption that everybody knows is coming, for example a major reorganization or the appointment of a new leadership. When such changes are known in advance, they often freeze staff in their current mode of operation, and hinder experimentation. In this case it may be best to introduce FLL after the situation has stabilized.

A SENIOR MANAGEMENT PERSPECTIVE: ZERIHUN ABATE, GENERAL MANAGER, ADDIS ABABA WATER AND SEWERAGE AUTHORITY, ETHIOPIA

"When I took over the Addis Ababa Water and Sewerage Authority (AAWSA), I faced a huge task. Even if we had 4300 staff, in 9 branches and a head office, serving more than 5 million people, we were not reaching our performance indicators, and customer service was poor. Initially I was drawn to focus on a few big things. For instance, I tried to get more funds for infrastructure, especially as much of it is old. I also considered reorganizing the structure to streamline the bureaucracy.

But quickly I understood that even if I produced a great strategy or shuffled some boxes on the organizational chart, it wouldn't give the impact we required. Despite many years of experience, my senior management cannot know all the needs of my staff on the front line. Why are so many of my commercial staff not reading enough meters? There are probably as many answers to that question as there are staff, and one more order from me would not change the situation. Indeed, I could see that the organization was not operating at its potential, and that many staff did not have the courage and commitment we needed.

My team needed something extraordinary to change this, and to make them much more customer oriented. It was then that I heard about Field Level Leadership from the World Bank team. It appealed to me by its premise that no matter how good a



Zerihun Abate
General Manager, AAWSA, Ethiopia

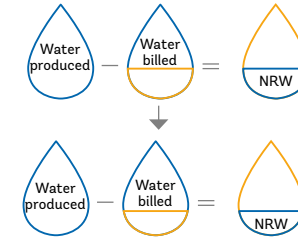
leader you are, it is not possible for you to solve all the problems alone – you need to develop many more leaders in the staff. Along with the senior management of AAWSA, I decided to put two of our nine branches through FLL, so we could test it and see if it made a difference. It also helped that the Dutch government’s WaterWorX program agreed to co-finance the program along with the World Bank.

I saw the impact with the little things first. The number of staff turning up late for work in those branches dropped from 12% to 5%. The files in those branches were now ordered nicely in their cabinets. I heard about 40% increase in efficiency at a sludge transfer station, and not because somebody had ordered it, but because a couple of staff had decided that this was the right thing to do. And whereas I always used to receive memos about customers complaints, I now read one explaining how a group of staff had got together and figured out how to extend the reach of our vaccum trucks by 12 meters, making it possible for us to reach households with septic tanks that are far from the road. And then I also saw the performance numbers.

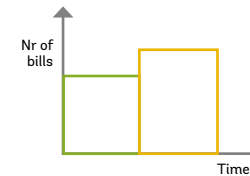
Moreover, the staff turned their attention to those communities who were previously the least well served by water supply. These were poorer districts, and until now they had only received water on one day a week. With a bit of tinkering of the schedules and clever connections, they managed to ensure that these citizens now received water three days a week, without causing a major interruption in service to anybody else. It has never happened

Within just 6 months, we saw:

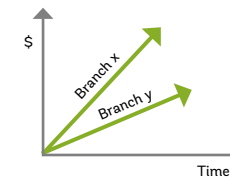
Non-Revenue Water (NRW) in one of the branches dropped from 39% to 34%.



Increase in billing of 30% in one branch.



Revenue increases of 23% in one and 47% in the other branch.



in the history of AAWSA that the water delivery schedules are revised for improving the service to the poorest customers. This was a completely staff-led initiative that made me feel very proud of our team.

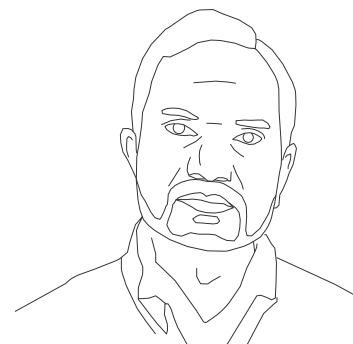
FLL is now being applied to our other branches as well. And looking back, I can say that FLL has reworked our organizational culture. It was not always easy. All of us managers, at every level, had to change our roles from being one where we said “do this, do that” to one where we brought the staff together to think together on what we can do best. But that has been a good experience for us all. Yes, I do get messages from the staff proposing to make changes in our plans or operating practices. If we see that it makes sense, that is not a problem, and it is great to get good ideas. But, most of the time, the staff are simply taking the initiative on things that they can do on their own.

I am not the only one to have been impressed. So too was the Government of Ethiopia as well as the City Administration of Addis Ababa. We have now established an FLL training center, to train staff from one of our federal ministries, other Ethiopian water utilities, and to share expertise with other organizations in Africa who want to apply FLL.”

A POLICY MAKER PERSPECTIVE: SAMPATH KUMAR, PRINCIPAL SECRETARY, GOVERNMENT OF MEGHALAYA, INDIA

"I currently lead four different departments of the Government of Meghalaya, in North-Eastern India, and this is a state that faces some serious paradoxes. For instance, despite having a high rainfall, many areas contend with serious water scarcity, largely due to deforestation and soil erosion. And despite having a wealth of natural resources around us, almost 50% of the population lives below the poverty line. Being the administrative head and a policy maker, I engage seriously with the basic question of how to strengthen state capacity, because not just in Meghalaya but in most of the world there is often a big gap between the government's ambitions and its actual service delivery performance. Often, we think that we just need more investments in infrastructure and services, but in practice a lot of the barriers have to do with the hierarchical nature of the government, and especially with how the pre-packaged "solutions" are often flown in and dictated from the top.

When I first heard about the FLL model, I was interested because I felt it could help us address some of those barriers. It is not a usual training where we instruct individuals to pass on specific knowledge of 'how' to solve a problem by applying 'best practice'. Instead, with FLL, our officers are invited to think 'why' and 'what'. Why are they working in public service? What will make



Sampath Kumar
Principal Secretary, Community
and Rural Development
Department, Health and Family
Welfare Department, Social
Welfare Department, Program
Implementation and Evaluation
Department, Government of
Meghalaya, India

their work more meaningful for them? What are the root causes for the gap between our ambitions and our performance? For many staff, this reflection unleashes their intrinsic motivation to do good in the community around them. And then they are given space to work out the 'how' for themselves. This lets them experiment and iterate on different solutions, and since they are the closest to the problems, they can find solutions that are feasible and most appropriate for the context they live in. Hence FLL is not passing a message from top-down but empowering a reflection process bottom-up.

We first applied FLL to the Meghalaya Basin Development Authority and the Soil and Water Conservation Department. The latter especially has a strong outreach throughout the state. We found that FLL created the space for officials on the front line - right down to the junior draftsmen - to start engaging with the communities and develop citizen-centric initiatives. One interesting example was the engineers starting to prioritize investments in traditional types of water retention structures, co-designed and co-implemented with local communities. I also noticed a culture change, in how the relations between the two organizations improved at the ground level. This encouraged us to put more agencies through the FLL process to expand cooperation between them, and hence we decided to expand it to the Water Resources Department and the Community and Rural Development Department. The FLL Coaches from the first two organizations led this roll-out successfully, and as a result,

Meghalaya is the first state in India to have an effective ground-level coordination in place between the different departments, for integrated water and basin management.

Moreover, we have now adopted the necessary legal framework to strengthen community participation in government programs, with FLL as a necessary supporting element, since this approach needs officials who are motivated to engage with the community in the last mile. We saw an exponential growth after introducing FLL to the rural employment program and are now using this model to help tackle the COVID crisis and other health challenges, such as a high rate of maternal deaths.

We are finding FLL to be a very effective multiplier model, that increases returns manifold on other investments and activities. We have made FLL an integral element of our State Capacity Enhancement Approach, because the challenges of development are complex and ever-evolving and cannot be addressed unless you have genuinely engaged and dedicated staff on the front line."

AN INTERNATIONAL DEVELOPMENT PERSPECTIVE: MARA WARWICK, WORLD BANK COUNTRY DIRECTOR FOR MALAWI, TANZANIA, ZAMBIA AND ZIMBABWE

"For more than a decade, the World Bank has supported the Government of Tanzania in improving water supply and sanitation services in Dar es Salaam, through financing of infrastructure investments and institutional development, including knowledge and capacity-building measures. In late 2016 officials from the Ministry of Water, the Dar es Salaam Water and Sewerage Company (DAWASCO) and the Dar es Salaam Water and Sanitation Authority (DAWASA) embraced the idea of introducing Field Level Leadership (FLL) programs to DAWASCO and DAWASA, which were in the midst of an institutional reform that would merge them into one institution. To be successful, such a merger would need to be owned by frontline staff of the two agencies as well as its management, and the leadership of the organizations believed that FLL could support this outcome. Therefore, it was decided to pilot FLL as one integrated program for the two agencies.

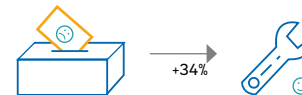
The response to FLL training and roll-out was very positive. Some senior managers participated in the process and one of them even became an FLL Coach. Moreover, all rank-and-file staff from DAWASA and selected branches of DAWASCO joined, including those on the front lines. This innovative approach anchored the desired changes in many hearts across the organization, and



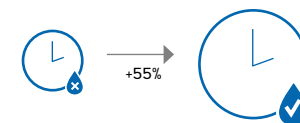
Mara Marwick
Worldbank Country Director for
Malawi, Tanzania, Zambia and
Zimbabwe

Community surveys showed:

34% increase in satisfactory
complaint redressals



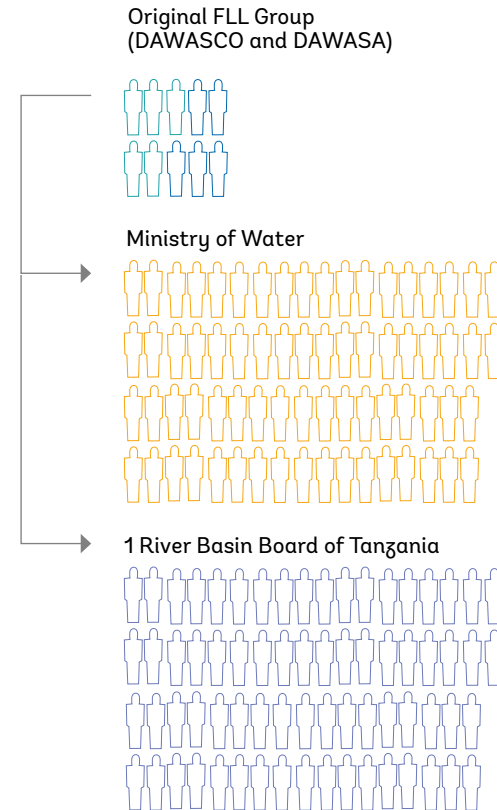
55% improvement in reliability of
water delivery



not just in the heads of a few senior managers. A safe space was created where the staff could support each other in self-reflection and explore solutions to long-standing problems.

I have heard many inspiring stories of positive change that came from this initiative: meter-readers pledging that they will actually read the water meters; staff setting up WhatsApp groups with customers in each neighborhood to discuss and respond quickly to problems; and a concerted effort to reduce water losses and collect outstanding bills that led to significant reductions in non-revenue water. Community surveys showed 34% improvement on complaint redressals and 55% improvement in reliability of water delivery schedules. These results didn't come from FLL alone, but it was a catalytic intervention that multiplied the impact of other investments.

In addition to expanding the program within DAWASA, the original FLL group has now trained more than 200 staff in the Ministry of Water and one of the River Basin Boards of Tanzania. FLL is also being introduced to the National Rural Water and Sanitation Program. Innovative interventions like FLL that work directly with the values and motivation of public sector staff are not costly to implement but they need to be sustained, and I hope that more of our clients, projects, and development partners can use them to improve the development outcomes of their programs."



A FOUNDER'S PERSPECTIVE: VIBHU NAYAR, ADDITIONAL CHIEF SECRETARY, GOVERNMENT OF TAMIL NADU, INDIA

"In 2003 Tamil Nadu in India was faced with acute water crisis of unprecedented proportions. With a continuous drought, rapidly falling ground-water tables and dwindling water sources, at first it seemed like nature was playing havoc in our life. At the same time, the performance and even the relevance of the Tamil Nadu Water and Drainage Board (TWAD Board – responsible for water supply for 60 million people in the rural and urban areas of Tamil Nadu) was being questioned, including by the World Bank, which raised the possibility of privatization if the public sector organization couldn't deliver the needed services. We had an existential question facing us – will our organization still be there in the future?"

This combination of crises triggered a quest for change in the organization. In October 2003, a group of water engineers from the TWAD Board came together for a series of objective inspections. These led us to realize that our water situation was not just a result of nature's doing. It was also due to our individual and collective perspectives, behaviors and bureaucratic action which were not effective in dealing with the challenging situation. This vanguard group soon realized that technical, managerial or financial solutions would address only a part of the problem, and that a fundamental change in the approach



Vibhu Nayar
Additional Chief Secretary,
Government of Tamil Nadu, India

to governance was required. We needed a paradigm shift in the way we perceived our roles and responsibilities.

It takes a lot of courage for staff in a government agency to accept that in spite of good policies and huge investments, one of the major reasons for the persisting slippages and inadequate service delivery was our individual and institutional inadequacies and resistance to change. However, the group persisted in questioning and started regular experimentation. Over a decade, this process developed into a model that could be more broadly implemented. Its adoption elsewhere led to a process of critical introspection, and the review of existing practices, work culture, performance, vision and values in multiple government organizations and geographies, not to mention to changes in the lives of individual staff. In TWAD this group of water engineers, called the “Change Management Group” spearheaded a unique vision, “To Conserve Nature as a Guarantee of Future Water”, which evolved in their own search for an identity and meaning of their work. They and many subsequent organizations which followed have achieved significantly positive results in creating value in the last mile of service delivery, such as:

- Overall reduction by 40-50% in the investment cost of village-level rural water supply schemes*
- Half of the village schemes shifted to rehabilitation instead of expensive fresh-asset options.*
- Savings of 8% to 33% (across districts) achieved over the regular budget*

- *Increasing water productivity of crops by 30%.*
- *Doubling the citizen satisfaction rates for service delivery (especially with women and disadvantaged groups).*

These numbers are indicative of the potential of endogenous change which is a result of collective ownership and exploration by a large section of people in an organization.

This model of internal change in an organization captures the courage of those individuals who think differently, the willingness of many others who try a new way of doing things, their ability to support each other, and ultimately the success of a governmental organization. It shows that a bottom-up paradigm shift is possible in governance, leading to people-centric and institutionally responsive processes and outcomes. Although the specific problems discussed and addressed in each place are location-specific, there is a universal common element because the public utility officials all over the world are faced with such issues. It was with this intention to share our learnings and support peer public staff globally that we established the Centre of Excellence for Change (CEC) in 2009."

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GLOSSARY OF TERMS

Change Initiatives: Change Initiative refers to any individual or collective effort to improve the performance of the organization. These efforts can be aspirational, or problem driven. They are meant to resolve a difficulty or improve a situation. The Change Initiatives allow staff to re-align their work with their values by doing something to help citizens and/or their colleagues in the organization, rather than just complaining and passing the buck.

Early Adopters: Early Adopter refers to staff at any level of hierarchy with whom the Field Level Leadership approach resonates and who are inspired to act at the outset of FLL's implementation. In any given organization, Early Adopters are likely to make up 10% to 15% of staff. Their interventions vary and can range from organizing and animating peer events to advancing Change Initiatives during the implementation of FLL.

FLL Coaches: FLL Coaches are process guides who usher staff through the Roll-Out. They are trained to coach staff, to facilitate FLL workshops, to network Early Adopters and to encourage staff during their Change Initiatives. Coaches build awareness, empower choice and nurture change.

FLL Coordinator: The FLL Coordinator is the official focal point and manages its day-to-day implementation. Although in some cases the Coordinator has joined the trainings and themselves become an FLL Coach, the main responsibility is limited to managing the implementation of FLL activities. Hence, the Coordinator will need to be good at communications and process facilitation, project management, and in preparing Monitoring and Evaluation and documentation. As the cohort of FLL coaches become operational some of them may take over the FLL Coordinator role.

FLL Coaches Training: FLL Coaches Training refers to the training of the group of 10-20 staff who have been selected to become FLL Coaches. This training is provided by a Peer Learning Institution. This 10-day training provides an experience of the FLL approach and helps participants identify how to implement it in their own organization back home. It also creates an opportunity for participants to develop strong bonds which act as a shield against future push back and resistance to change. After the training, newly minted coaches are expected to lead FLL Workshops in their organization.

FLL Workshops: FLL Workshops are central to how the process is started and how it ends. There are two types of workshops: Spark and Review. The first round of 4-day off-site Spark Workshops engages the organization's staff in intensive group-work sessions. Staff participate in cohorts of about 25. Here participants reflect on their personal values - the inner drivers of behavior - and contrast these with their actual behaviors at work. In discussing any dissonance between the two they articulate a refreshed purpose and make commitments to self-selected goals of positive change to be achieved in the subsequent 90 days. The same cohort joins together in a Review Workshop, where they will share their experiences of trying to achieve these goals. This 1-day workshop is organized 3-4 months after the Spark Workshop. The Review Workshop's agenda is focused on allowing the participants to share their experiences of successes and failures in their attempts to achieve the self-selected targets they had adopted.

Peer Learning Institutions: Peer Learning Institutions are the centers that provide training of FLL Coaches and will serve as the supporting partner in an organization's FLL journey. Peer Learning Institutions are part of a global network that is being established to provide training and support FLL processes. The first Peer Learning Institution (CEC in Chennai, India) has been operational for international partnerships since 2015 and is envisioned to serve as the knowledge hub for the global network. A second Peer Learning Institution (Addis Ababa Water and Sewerage Authority, Ethiopia) started providing FLL trainings in 2021, in cooperation with CEC. Two other (forthcoming) organizations will provide FLL training services for organizations in French- and Portuguese-speaking regions. The World Bank is

in discussion with relevant stakeholders about the design and configuration of a global network that can operationally support FLL activities at scale.

Safe Space: In FLL, it is essential that the real problems facing an organization are discussed. To permit this, the FLL workshops are made into physical and metaphorical Safe Spaces, where all participants, no matter what their rank or background, are encouraged to share what they feel without fear of retribution.

Values: Values are the guiding principles in the life of an individual or a group. They are the ideals that give significance to our lives, that are reflected through the priorities that we choose, and that we act on consistently and repeatedly. When we think of our values, we think of what is important to us in our lives (e.g., security, independence, wisdom, success, kindness, pleasure). Each of us holds numerous values with varying degrees of importance.

WHAT IS FIELD LEVEL LEADERSHIP?

Field Level Leadership (FLL) is a values-driven change management approach that mobilizes broad cadres of change leaders across the ranks of public agencies. As an end-to-end staff led process, FLL has multiple positive effects on organizational effectiveness, culture, and staff morale. This reorientation FLL reorients staff behavior towards higher quality service and customer engagement, which in turn translates into tangible performance improvements. Organizations that are held back by low morale, poor customer orientation, rigid hierarchy and silos will find FLL to be useful.

To commit to FLL is to agree to create space

- a. **A space for values.** At the heart of any FLL Change Process is the insight that most people do not enjoy working for and within poorly performing organizations. This is particularly true in organizations with a public service mandate – such as bringing clean drinking water to people. A working culture shaped by non-delivery, apathy, and disinterest contradicts the core values of most staff. But these values are often repressed for fear of sanctions, as criticism is normally not welcomed. FLL creates a Safe Space that lets these values be examined and allows a common vision to emerge.
- b. **A space to lead.** FLL resolves the discord between practice and values by establishing the space for staff to take personal leadership and align how they work and what they do with what they believe in. This ‘space’ is critical to the experiential learning that is an integral element in the FLL process. By committing to the FLL process Senior Management gives staff a mandate to deliver personal and collective Change Initiatives that help staff align their behavior with their values.

Applying the FLL process generates a positive Spiral of change. The FLL process is designed to reach all staff. It is not just a process meant for a few Early Adopters, even if these staff come aboard first. Every FLL process will look and feel slightly different, depending on the organization using it, but all of them will have three key elements: (a) A Safe Space where staff reflect on/re-connect with their values and find other individuals to team up with; (b) Peer-to-Peer Networks of staff helping each other learn to deliver, through affirmation and social recognition; and (c) Individual and collective Change Initiatives which are self-directed experiments in solving problems faced at work. These three collectively create a “new norm” of operating by building up the skills, habits, and processes toward a lasting cultural change in the organization. They form the basis of the organizational learning needed for the culture to shift and people to change behaviors.

- a. **A safe space.** All staff participate in specially crafted workshops that reconnect them with their values and give them space to see how their daily tasks link to serving the citizens. Individual and collective introspection is used to develop a common sense of purpose. This sets the tone needed for a reflection on how each staff member can improve performance.

Four-day off-site residential “Spark Workshops” as well as subsequent one-day “Review Workshops” are led by the organization’s own staff, initially by a cadre of professionals from across the organization, who are hand-picked at the beginning of the process and trained as FLL Coaches at a Peer Learning Institution. It is often the case that other staff, who have participated in the workshops, volunteer to run workshops for fellow staff thus expanding the ranks of the FLL Coaches.

Workshops involve groups of 25 (maximum 30) staff at a time. In each workshop there are staff from different parts of the organization, various functions, and multiple levels of hierarchy. The process encourages these groups to bond, something that builds links between units/departments and across hierarchies. At the end of the workshop every participant self-selects the positive change goals that they commit to achieving in the next 90 days.

- b. **Peer-to-Peer networks of staff.** Every workshop delivers a group of 25 peers who have self-committed to making a change, and who have created an identity as a group. In that group there are likely to be 3-4 individuals who are Early Adopters, since such individuals typically make up between 10% and 15% of an organization's staff. As their name suggests, these individuals are, by their nature, the most courageous and the most innovative, and ready to try something new. Hence, even if 85% of the group is not inclined to make major changes so fast, they see and are alert to the fact that their Early Adopters peers are beginning to create some positive changes.

At the end of each workshop, the FLL Coaches identify whom they believe to be Early Adopters in the group and pro-actively spur them on – with coaching and by bringing them together with other Early Adopters (identified in other workshops), especially those working in the same units or departments. This creates a series of change-minded groups nested in different parts of the organization. These networks help Early Adopters overcome what may initially be a discouraging experience as they re-enter their regular workplaces which are perhaps still characterized by apathy and non-delivery. And, as their numbers grow, others notice that “the ground is shifting”. This leads the majority to “go with the flow”. Thus, these peer networks make the process spiral wider.

Through the FLL process, many staff find themselves motivated to make a difference, to find their own solutions to problems and/or to articulate constructively what is needed to tackle the challenges they cannot solve alone. Across all units and all hierarchical levels, staff who have experienced what it means to “take the lead” will emerge – offering their motivation and talents to the organization.

- c. **Individual and collective initiatives.** Staff returning from the workshops are encouraged to

identify opportunities for improvement – activities that can make a positive, tangible, and visible difference in serving the citizen. Each initiative is the product of someone re-visiting their work in the light of their commitment to do a meaningful job and to do it well. Given that staff are mandated to take the initiative, they leave behind the sense of powerlessness that they may have felt for years.

If problems arise during implementation, staff come together to find solutions. As action speaks louder than words, the more the experiments that are carried out, the more are the models for others to follow. Importantly, as each initiative will have been inspired by a focus on improving service delivery, individual organizational entities or units are forced to open up to coordinating and cooperating with each other, building improvements around an emerging sense of shared purpose. Thus a new paradigm of how-to-work begins to spread.

In combination, the three elements of the FLL process: a time away in a Safe Space, Peer-to-Peer networks of Early Adopters, and the individual and collective Change Initiatives create a staff-led, positive spiral of change across the organization. Inspired by a joint purpose, the personal and collective commitments to service spread across units through Early Adopters. Early Adopters effectively rewire the organization’s relationships for improved performance. They do this through their informal peer-to-peer networks. As their Change Initiatives take hold and produce visible results, they are celebrated and replicated by others in the growing network. Eventually, even colleagues who were deeply anchored in the old status quo join in; their standard “excuse” that “I am just doing what everyone else does” is now no longer valid.

The new culture of community orientation and service begins to take root in the organization. As the organization reconnects with its purpose, and as individuals understand better what they are contributing to, it becomes easier to align activities between and across departments. Staff learn to thrive

in a culture that places citizens and their needs at the center. This necessitates an active respect for citizens and a proactive engagement with them. Citizens are no longer viewed as passive recipients of services but rather as partners who can use their ideas and capabilities in the co-design and delivery of services.

Making it stick in the long term. Although the power of the FLL approach derives from the motivation and leadership of the scores of potential change leaders hidden in the staff ranks, support from the Senior Management can be effective in helping ensure its longevity. Senior Management actively needs to create the space for change, signal their support, and live the new norms of behavior themselves. In addition, the longevity of FLL's impact on performance, culture and leadership through the ranks can be institutionalized through new policies, processes, and structures. As part of the organizational learning, FLL provides Senior Management with ideas that are tested and demonstrated by the staff, to help make decisions about which policies to change and which innovations to scale up.

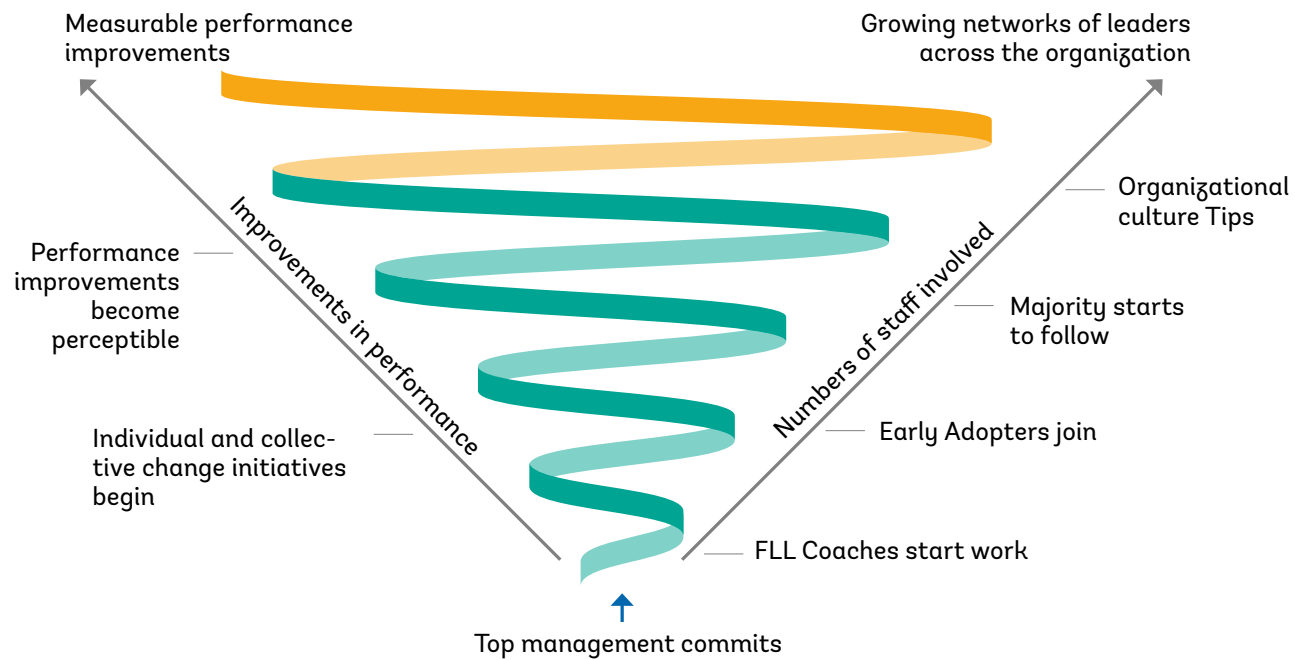
PERFORMANCE IMPROVES IN A SPIRAL, AS FLL SPREADS

Creating a culture of community orientation and service with a network of leaders across the organization creates a Positive Spiral of Change in performance. By using FLL as an experiential learning approach to shift the location of leadership to the front line and to transform the norms and processes, a path is cleared for performance improvements to take hold. See p.22 for documented examples of improvements in performance.

Not a panacea: Challenges remain. FLL does not address or fix all an organization's challenges. Underfunding may continue, old equipment may not be replaced, and growth in demand may further exceed the organization's ability to deliver. The political environment around the organization may still be difficult. Instead, the FLL approach creates the opportunity for an organization to achieve the best performance possible within the existing constraints; for example, with staff striving to repair more and to

repair better, thus saving resources that can be applied elsewhere. The FLL process can help ensure that staff are networked and agile, and able to tackle new issues in addition to tending to existing challenges. A process will have been set up that gently yet measurably tips the balance towards a “delivery culture”, empowering those staff and their teams that are proud to serve the citizen.

Figure 1: Spiral of change.

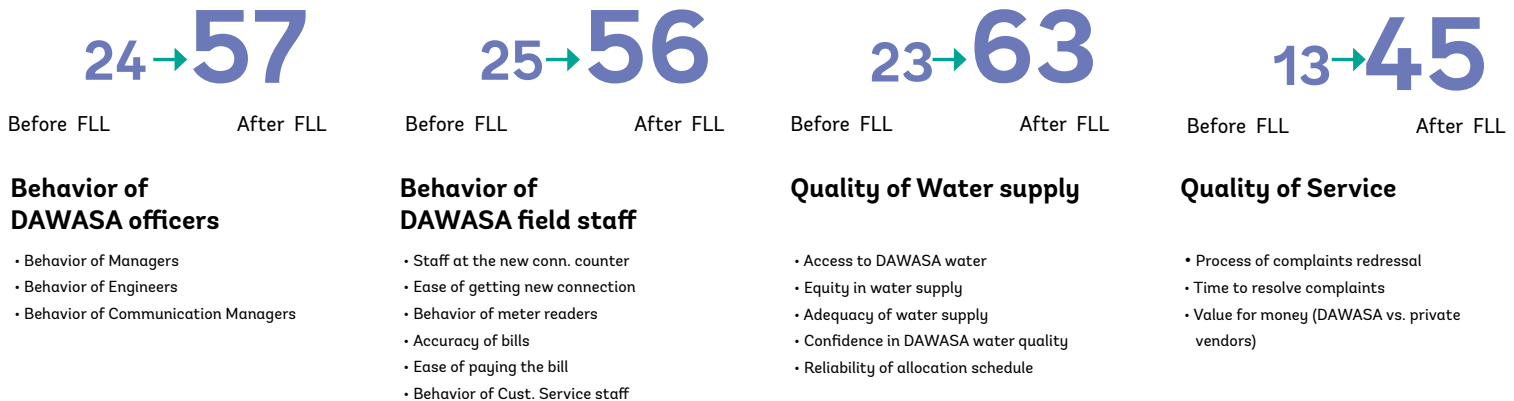


EXAMPLES OF PERFORMANCE IMPROVEMENT

Performance of Dar es Salaam Water and Sanitation Company (DAWASCO, now DAWASA), based on community surveys, Tanzania (2017).

An evaluation conducted by IRC collected data on community perceptions of different dimensions of utility performance and staff behavior. The results showed significant improvements in the quality-of-service delivery across the board in the entire service area, covering 18 different aspects such as access to water supply, reliability of water supply schedule, satisfaction with complaints redressal, and value for money from DAWASA service. The community surveys also showed an appreciable increase in the positive perception of the behavior of DAWASA staff after the FLL workshops.

% of Street communities reporting good performance by DAWASA

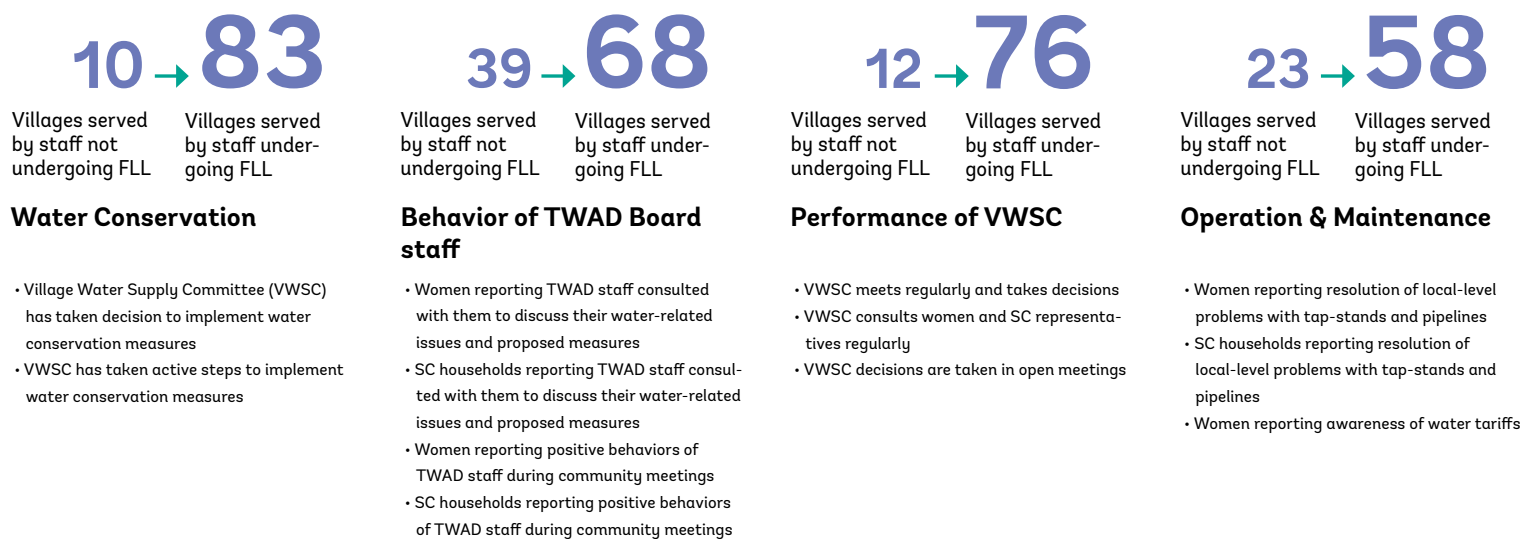


DAWASA achieved its best-ever Non-Revenue Water (NRW) performance in the 12 months following the implementation of FLL, when the monthly NRW decreased to as low as 30%. This improvement was achieved primarily by improved metering, billing, and collections by staff.

Performance of Tamil Nadu Water and Drainage (TWAD) Board, based on community surveys, India (2006)

An evaluation conducted by UNICEF, in 2006 showed that the TWAD staff who underwent the program interacted with the communities in a remarkably different manner from those in the control areas. They demonstrated more positive behavior (as reported by women and SC¹ households) and were more engaged with the communities in discussing problems and exploring possible solutions. These staff also made a special effort to spread awareness among women and SC households. Their insistence on maintaining records of water pumping hours, water supply hours and electricity meter readings, and their efforts to discuss water costs and tariffs and to link these to costs of water supply, served to spread the awareness of these important aspects of water supply. Detailed discussions by the staff helped raise awareness of the need for water conservation and collecting water tariffs.

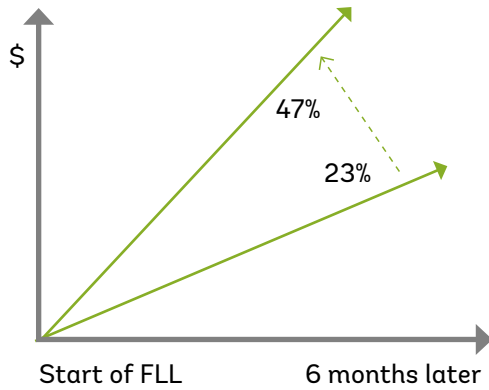
Level of villagers' satisfaction for 50 randomly selected villages where FLL was applied, and 25 villages in the same districts where FLL was not applied.



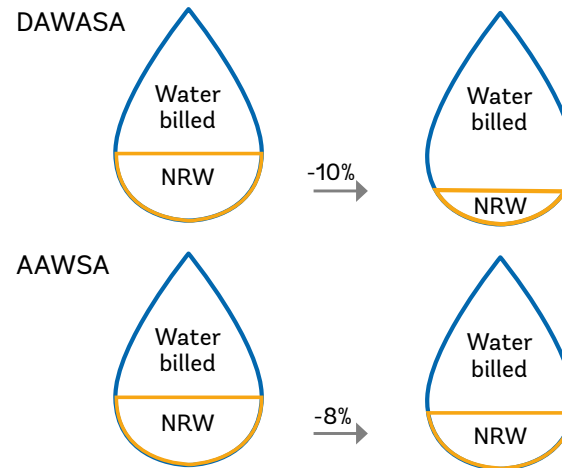
¹ SC: Scheduled Caste, referring to traditionally marginalized and disadvantaged communities in India

What Does FLL Bring? A Few Examples of Results in Practice

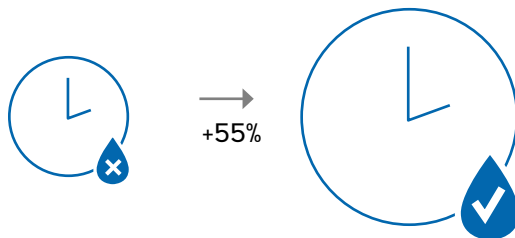
Range of revenue increases experienced by branch
(AAWSA 2020)



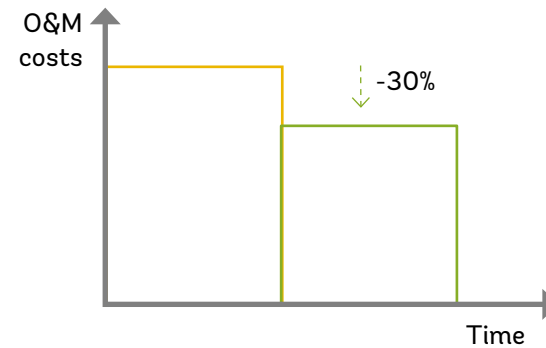
Reduction in Non-Revenue Water
(AAWSA 2020, DAWASA 2018)



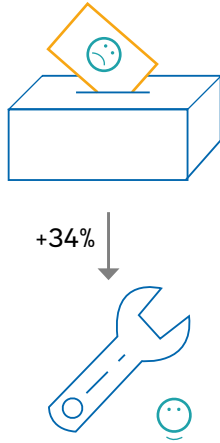
Increase in reliability of water delivery schedule
(DAWASA 2017)



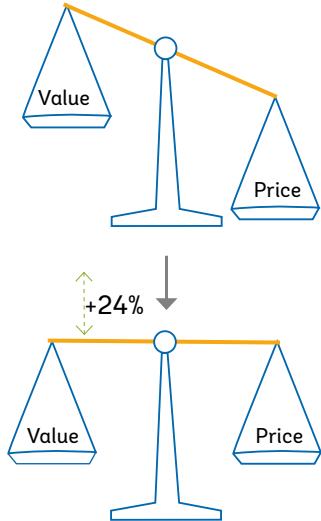
Reduction in Operation and Maintenance (O&M) costs
(Tamil Nadu Water & Drainage Board 2006)



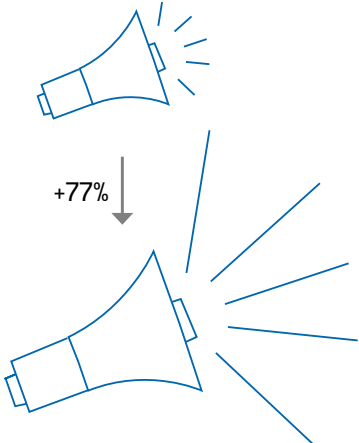
**Improvements in complaint redressal
measured in surveys
(DAWASA 2017)**



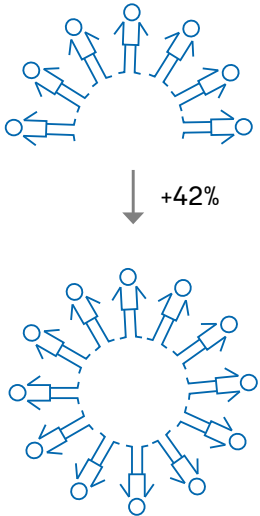
**Customer perceptions of the utility's
value for money captured in surveys
(DAWASA 2017)**



**Improvements in communication outreach
measured by surveys
(Tamil Nadu Water & Drainage Board 2006)**



**Community contributions
to operations and maintenance
(Tamil Nadu Water & Drainage Board 2006)**

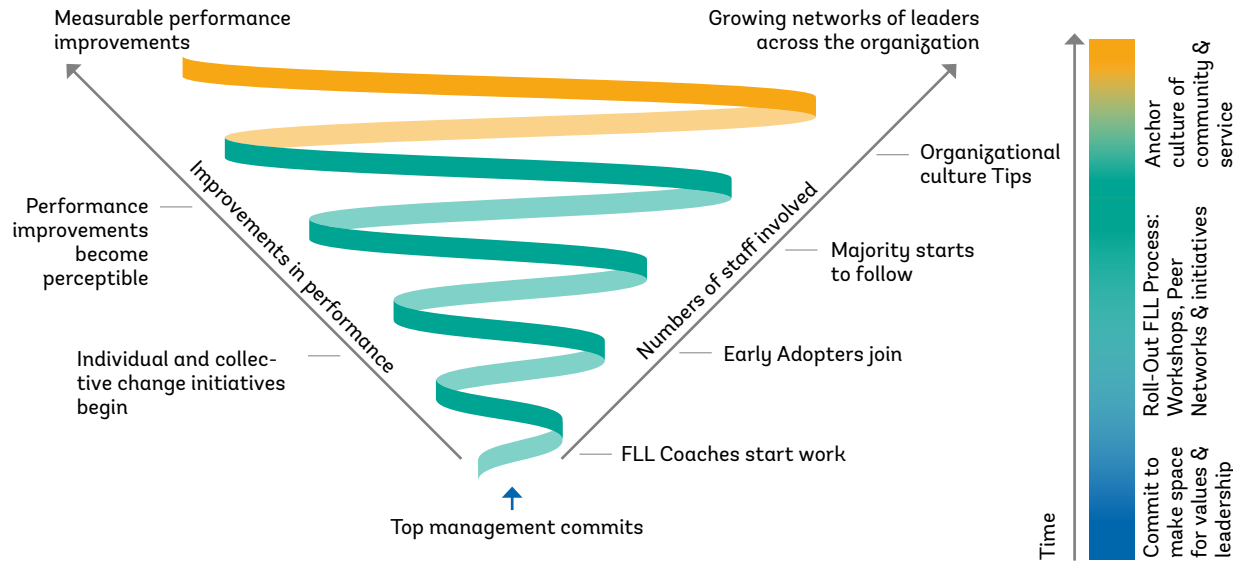


HOW IS FIELD LEVEL LEADERSHIP IMPLEMENTED?

A “THREE STEP” PROCESS

Explore and Commit, Roll-out, and Anchor.

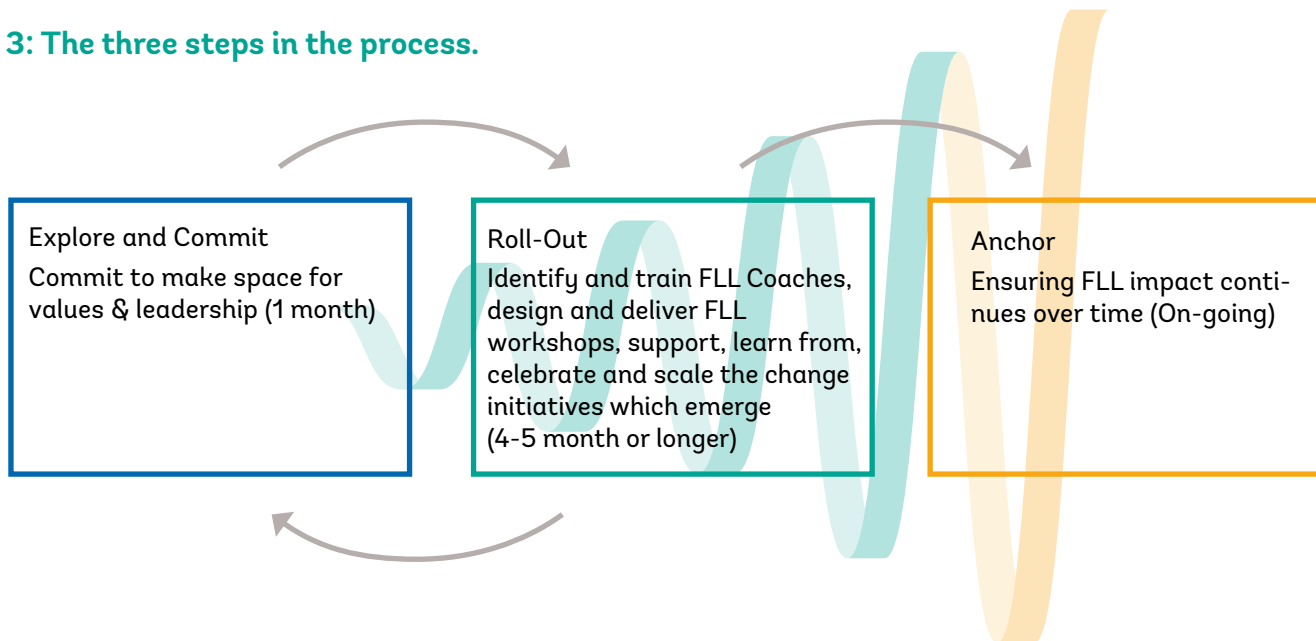
Figure 2: Spiral of change.



The first step lays the foundation - it commits the organization to creating the space for staff to lead. Also, at this point a strategic choice is made as to which units should initially be involved in the FLL process. The second step is about rolling-out the FLL approach for staff engagement across the organization. This starts by identifying and training FLL Coaches. It then involves holding workshops across

the organization and giving space for workshop participants to devise and deliver Change Initiatives. Successes are celebrated, lessons drawn, and initiatives broadened as appropriate – in some cases this implies “committing” in another part of the organization (hence the return arrow in the graphic below), until the whole organization is covered. The third step anchors the new culture of community orientation and service generated by FLL in the organization to ensure long term impact. Many of the activities from step 2 continue in step 3, as the new ways of working are institutionalized through new rules or processes.

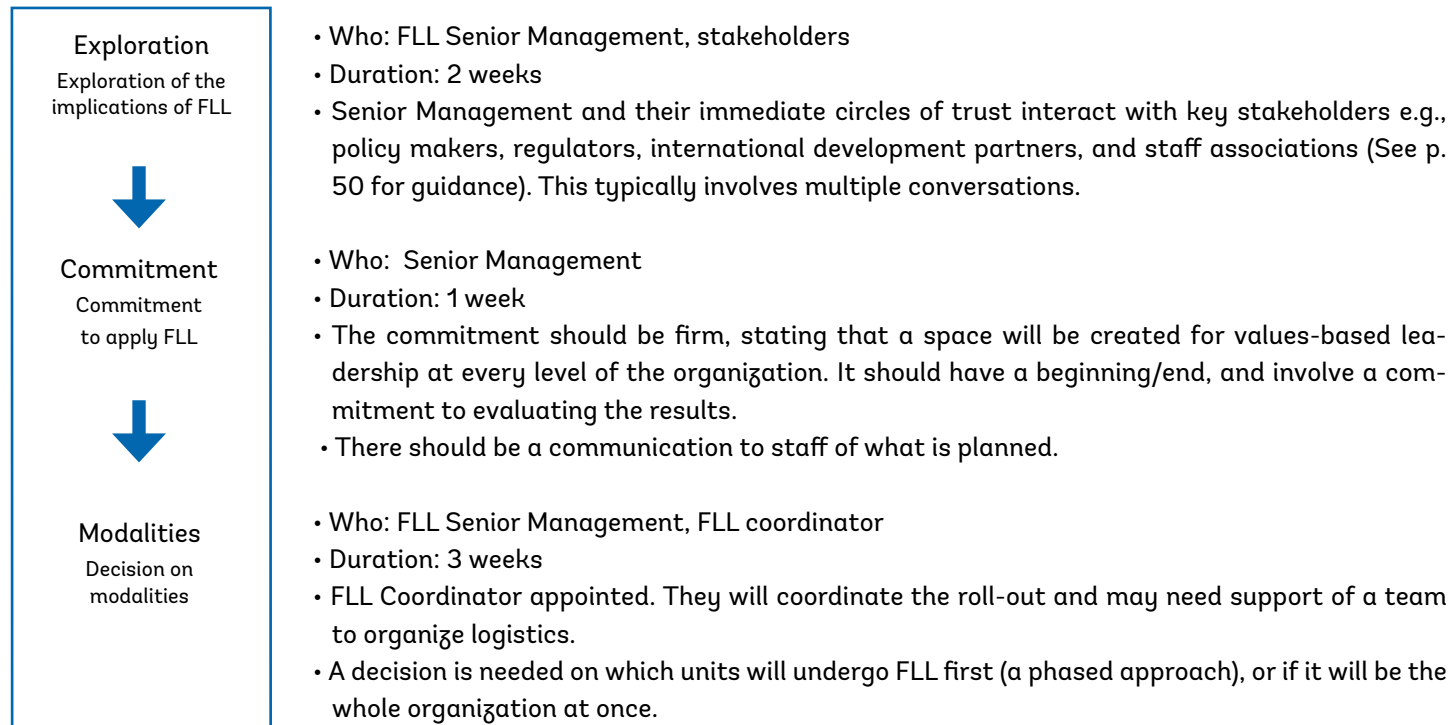
Figure 3: The three steps in the process.



HIGH LEVEL OVERVIEW OF WHAT HAPPENS

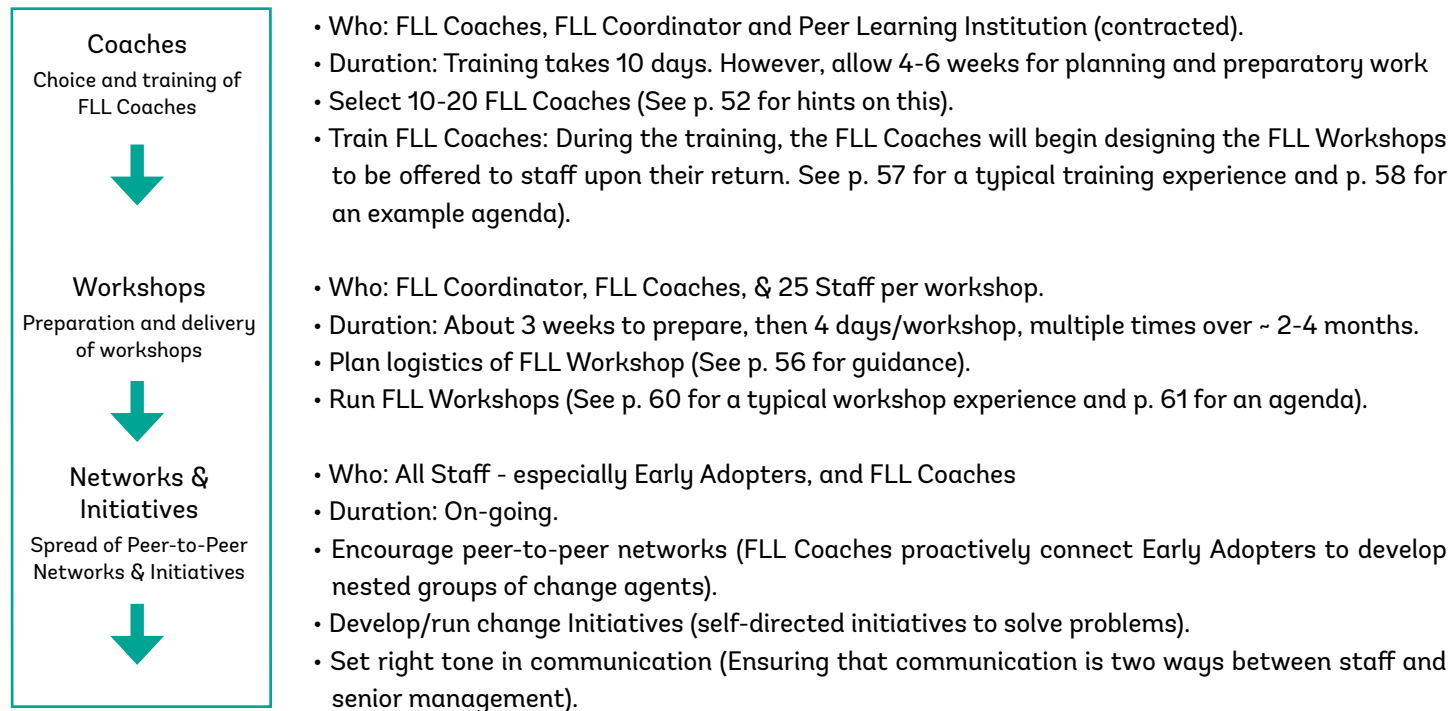
Step 1: Explore and Commit

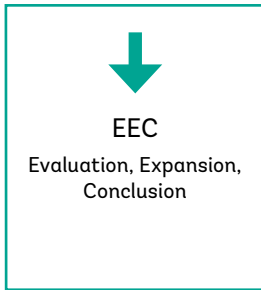
In this step Senior Management explores the idea of applying FLL with key stakeholders, then commits the organization to applying it, effectively promising to create the space for values and leadership at every level of the organization. Management also decides on the modalities of how to apply FLL.



Step 2: Roll-Out

At the beginning of the Roll-Out, a team is chosen and trained as FLL Coaches to manage and facilitate the process and to run the FLL Spark and Review Workshops. Then Spark Workshops are prepared and delivered to staff. As the workshops progress, there is a rapid expansion in the number of peer-to-peer networks in the organization and a boom in the number of staff starting self-driven Change Initiatives to solve problems. Finally, when it seems that the organization (or the part of it involved in a phased approach) has “tipped” into a new culture, the process is evaluated, and lessons learned gathered. If FLL is being implemented in a phased approach, it is expanded to the other parts of the organization that have not yet applied it. When all parts of the organization have experienced the “tip” towards the new culture, this step is concluded, and the results celebrated.

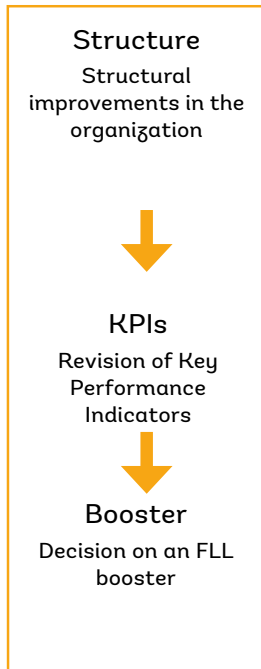




- Who: Senior Management, FLL Coordinator, FLL Coaches, Early Adopters, International Development Partners
- Duration: ~ 6 weeks
- Evaluate, learn & celebrate (A collaborative evaluation process identifies successes and lessons learned).
- Expand FLL to other units/locations (In a phased approach).
- Announce anchor step (This formally concludes this step).

Step 3: Anchor

Anchoring happens after the FLL process has been concluded. Its purpose is to sustain and nurture the outcomes. Anchoring may require ongoing communications efforts, as well as related changes in policy, strategy, and work processes which reflect and incentivize the positive behaviors and other changes. Moreover, there will be new expectations for performance – focused on citizens and their needs – that need to be put into focus. Anchoring is about “walking the talk” and, occasionally, may involve re-visiting the need for a “FLL booster” in the shape of a new round of workshops.



- Who: Staff/FLL Coaches, Senior Management
 - Duration: on-going
 - Perhaps formalize a group of Field Level Leaders.
 - Improvements to support a “culture of service” (identifying strategically/ symbolically relevant changes, that signal an intention to keep FLL running long-term, e.g., Adapting the organization’s mission and vision).
 - Anchor a new organizational narrative.
- Who: Staff/FLL Coaches, Senior Management.
 - Duration: on-going
 - Adjust KPIs to reflect values & new culture (Assess and communicate about performance on an ongoing basis – in terms of KPIs that reflect values, culture, community, and leadership).
- Who: Staff/FLL Coaches, Senior Management.
 - Duration: on-going
 - Review need for further workshops (Annually examine whether an “FLL Booster” should be administered, by sending staff on an additional round of workshops, to let the process of FLL take even deeper roots).

WHO IS INVOLVED WHEN?

Who is expected to do what and how? FLL is an all-of-organization effort. While the main engines of the process are the FLL Coaches and the organization's staff itself (especially "Early Adopters"), the Senior Management also plays an important role in creating a space for it to happen. Policy Makers (and Regulators) as well as International Development Partners may be important stakeholders. The following sub-sections present the expectations of, and efforts required from, these stakeholders. The information is grouped into the three steps needed for implementing FLL: commit, roll-out and anchor.



Senior Management

Commit to creating and reinforcing the space for change



FLL Coordinator

Ensure project management, communication and coordination of the FLL process



FLL Coaches

Organize and facilitate Workshops, pro-actively network/coach Early Adopters and liaise with management



Staff

Commit to values-driven service, build new networks especially between "Early Adopters", and commit to/deliver on change initiatives



Policy Makers

Encourage performance improvements driven by FLL & respond to bottom-up requests to change the policy framework



International Development Partners

Provide financing, just in time investments and technical assistance



FLL Coordinator



FLL Coaches



Staff



Policy Makers



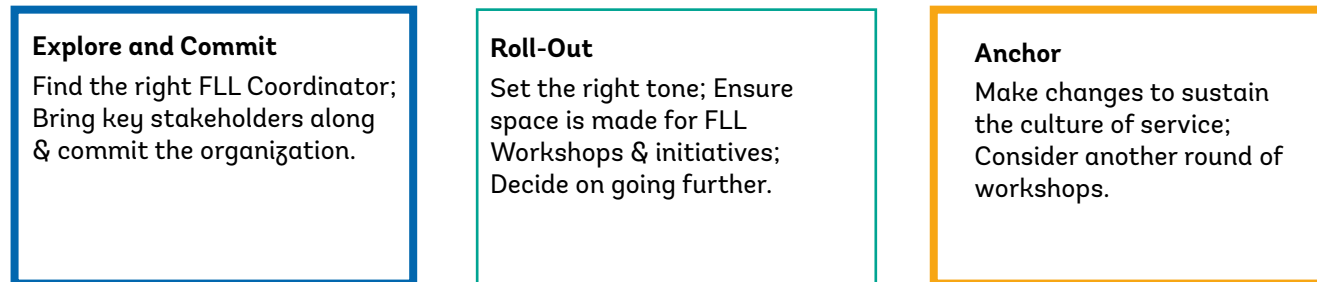
International Development Partners

SENIOR MANAGEMENT

Time commitment and role

Setting the right tone. Much of Senior Management’s involvement revolves around creating the space for staff initiatives, reinforcing the focus on values and ensuring that successes are celebrated. It also should anchor innovative solutions to sustain the impact in the long term.

Overall, Senior Management does not have a heavy time-commitment in the FLL process. In the graphic below, the thicker the line of the box, the more Senior Management is involved:



Expectations from Senior Management each step of the way

Step 1: Explore and Commit (1)

Expectations

Explore: Bring the right stakeholders along. Senior Management may want to engage key stakeholders to explain what is planned, ensure they are on-board, and possibly solicit financial support if needed before committing to FLL.

Considerations & Resources

A list of potential stakeholders to be consulted, including the objectives of engaging with each stakeholder are listed in this guide (See p. 50).



Senior management



FLL Coordinator



FLL Coaches



Staff



Policy Makers



International Development Partners

Step 1: Explore and Commit (2)

Expectations

Commit: Decide to implement FLL. This is a vital symbolic step, signaling that Senior Management is open to values-based Field Level Leadership.

Modalities: Find the right FLL Coordinator. Senior Management chooses a person to coordinate the FLL process.

Modalities: Decide on a phased approach.

Considerations & Resources

This decision is based on an estimation of benefits. Indicative benefits are listed in table 2 (See p. 50).

The FLL Coordinator needs to be from management ranks, know the organization well, and be able to get things done in the internal bureaucracy. They will be comfortable in engaging with the key stakeholders on all levels, including senior management, the supervisory board, staff associations, and external stakeholders (e.g., policy makers/regulators, international development partners). It is best to find someone whose commitment to public service is credible and who inspires trust and confidence.

It may make sense to start by applying FLL to certain geographic sub-units or departments before moving on to others in a phased approach.

Step 2: Roll-Out (1)

Expectations

Coaches: Setting the right tone. Senior Management can signal commitment e.g., by meeting with the FLL Coaches to hear how the FLL roll-out is going and to act on feedback from below.

Considerations & Resources

Signaling is important during this step. Taking the time to meet with the FLL Coaches strengthens the perception that Senior Management is committed to the process and is willing to receive feedback.



Senior management



FLL Coordinator



FLL Coaches



Staff



Policy Makers



International Development
Partners

Step 2: Roll-Out (2)

Expectations

Workshops/Networks & Initiatives: Ensuring space is made for FLL Workshops and change initiatives. Senior Management ensures that time is made for the FLL Workshops to take place and nurtures self-guided initiatives so that emerging leaders in the ranks are not blocked.

Evaluation, Expansion and Conclusion: Decide on going further. Based on the evaluations of the initial phase, Senior Management should join staff in celebrating successes, and then decide whether to spread it to other sub-units (in a phased approach) and how to anchor it in the organization.

Considerations & Resources

Senior Management can show support for Early Adopters and their initiatives in self-driven problem solving, by acknowledging their efforts and celebrating successes publicly. Senior Management participation in FLL Workshops also sends a positive message.

Evaluation and learning are important in any organization, so it would be desirable to conduct an evaluation before deciding on expanding or continuing with FLL.



Senior management



FLL Coordinator



FLL Coaches



Staff



Policy Makers



International Development
Partners

Step 3: Anchor

Expectations

Structure: Make changes to sustain the culture of service. Senior Management can help anchor the commitment to public service and performance by identifying strategically and symbolically relevant changes that emerge from the FLL program. E.g.:

- Recognizing feedback from staff, by setting up a process to capture positive suggestions for change.
- Ensuring regular and transparent communication on performance, especially as it connects to the purpose of serving the citizen.
- Establishing regular prize ceremonies to congratulate leaders in the ranks, especially those engaging with the community.
- Adapting the organization's mission and vision to take account of the purpose that staff identified with in the FLL Workshops, likely encapsulated in the notion of a "culture of service".

Key Performance Indicators (KPIs): Assess and communicate about performance.

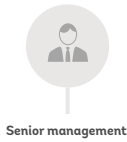
Booster: Consider another round of workshops. Senior Management can regularly review whether an "FLL booster" should be administered, by sending staff on an additional round of workshops, to let the process of FLL take even deeper roots.

Considerations & Resources

Senior Management can use the evaluation, which, when done properly, should include the voices of most groups of staff in the organization - to focus on which blockages, incentives and structures need to be adjusted and how. Some of the changes made are more likely symbolic (e.g., prize giving), others may be more practical (e.g., reorganization of internal structures).

Senior Management should identify KPIs that reflect the desired culture and community of service.

By repeating the workshops, newcomers can be integrated, and further networks created across the organization.



Senior management



FLL Coaches



Staff



Policy Makers



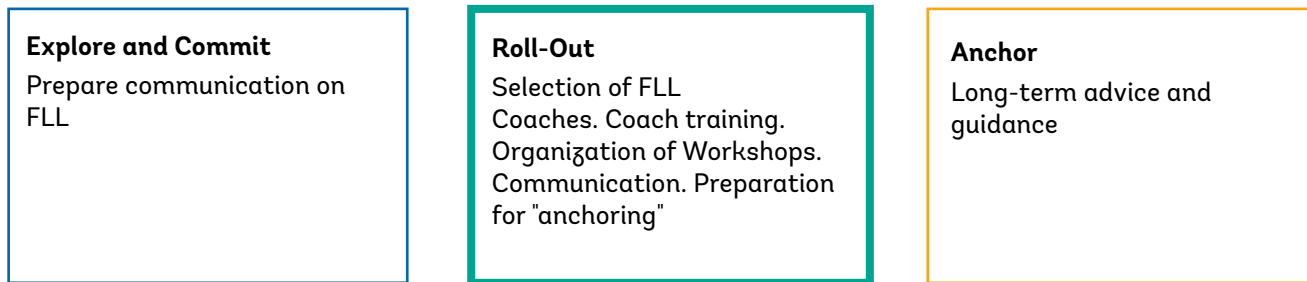
International Development Partners

FLL COORDINATOR

Role and time commitment

The FLL Coordinator is the official focal point and manages its day-to-day implementation. Although in some cases the Coordinator has become an FLL Coach, this role is limited to managing the practical implementation of FLL activities. Hence, the Coordinator will need to be good at communications, project management, plus preparation/documentation of Monitoring and Evaluations. As the cohort of FLL coaches becomes operational, some of them may take over the FLL Coordinator role.

This is the most important role in the first part of the Roll-Out. The Coordinator may also call on other resources for help on the logistical tasks. The thicker the line of the box, the more the FLL Coordinator is involved in this step:



Expectations of the FLL Coordinator each step of the way

Step 1: Explore and Commit

Expectations

Modalities: Communicate on FLL. It is important to communicate to staff of what is planned, why and how.

Considerations & Resources

Preparing a brief description of the FLL program and its vision for the organization is a first task.



Senior management



FLL Coordinator



FLL Coaches



Staff



Policy Makers



International Development
Partners

Step 2: Roll-Out (1)

Expectations

Coaches: Selection of FLL Coaches. The FLL Coordinator presents Senior Management with a vetted list of about 10-20 staff to be trained for the role of FLL Coaches. These Coaches will be the core group for seeding the FLL process in the organization, hence their selection is particularly important.

Coaches: FLL Coach Training. The FLL Coordinator makes the organizational and logistical preparations needed for the FLL Coaches to attend a 10-day training with the Peer Learning Institution.

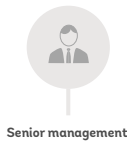
Workshops: Organization of Spark and Review Workshops. After the FLL Training is completed, the Coordinator along with the FLL Coaches is responsible for organizing the logistics of the Spark Workshops (4-days, off-site and residential), and 3-4 months later of the Review Workshops (1-day, off-site).

Considerations & Resources

Finding and supporting FLL Coaches is the most critical function of the FLL Coordinator. The selection process must take individual competencies and skills into account, but should also ensure that a diversity of units and backgrounds are present. Guidance for selecting FLL Coaches is provided in Table 3 (p. 52).

The FLL Coordinator arranges the training timetable with the Peer Institution, ensures FLL Coaches have documentation for travel, books flights and accommodation, and organizes per diems for them. The FLL Coordinator may wish to find support for organizing these logistics. A worksheet to help with budgeting is provided in Table 4 (p.55).

It is important that each workshop brings together staff from different backgrounds. Guidance on how to plan the workshops is provided in Table 5 (p. 56). The FLL Coordinator may wish to find support for logistics, as everybody in the organization will need to go through such workshops.



Senior management



FLL Coordinator



FLL Coaches



Staff



Policy Makers



International Development
Partners

Step 2: Roll-Out (2)

Expectations

Networks and Initiatives: Communication. The FLL Coordinator ensures that Senior Management learns of the feedback emerging from the Workshops and suggests measures that they could take to support FLL's success. The Coordinator also keeps the FLL Coaches and Early Adopters aware of strategic opportunities that may be opening as a result of Senior Management's action.

Evaluation Expansion and Conclusion: Preparation for anchoring. Once FLL has taken a firm root in the organization, the FLL Coordinator should ensure that an evaluation is carried out to assess the impact and make relevant recommendations. The evaluation can be used to suggest a strategy for how to anchor the results and maintain the momentum for reform over the longer term.

Considerations & Resources

The Coordinator should be creative in maintaining spaces for reflection and innovation with both management and staff, through shared coffee breaks, lunches, and even group retreats.

While a rigorous evaluation of FLL impacts is desirable and is often possible when support is available including from international development partners, even an informal evaluation can be instrumental in assessing the FLL impacts and making recommendations to Senior Management.

Step 3: Anchor

Expectations

Structure: Planned obsolescence. In some organizations, the role of the Coordinator is no longer needed when change agents and FLL Coaches are operational.

Considerations & Resources

Not applicable

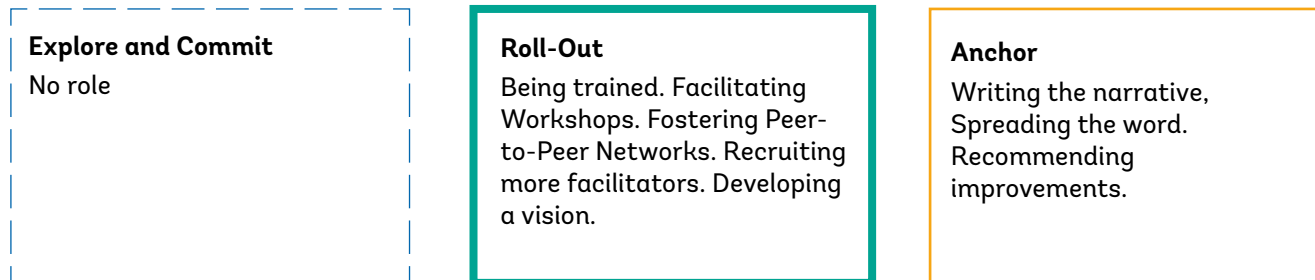


FLL COACHES

Role and time commitment

Role models for change. FLL Coaches are the earliest of the Early Adopters. They train in the FLL process, embody its spirit, and then bring it to their own organization. They prepare the roll-out of FLL in the organization, facilitate Workshops, coach other Early Adopters, and link these individuals with each other, whilst building support for change within the organization and conducting their own Change Initiatives.

The FLL Coaches are busy during the Roll-Out. The thicker the line of the box, the more the FLL Coaches are involved in this step:



Expectations of the FLL Coaches each step of the way.

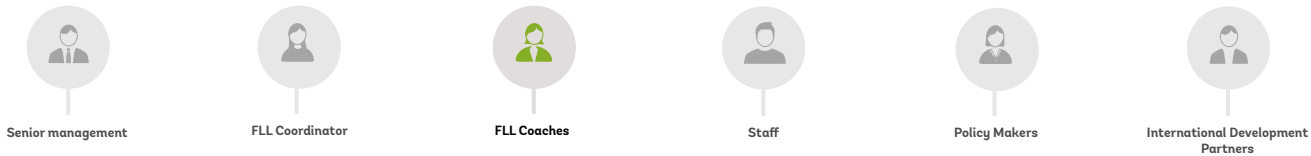
Step 1: Explore and Commit

Expectations

No role.

Considerations & Resources

Not applicable



Step 2: Roll-Out (1)

Expectations

Coaches: Understanding and Learning. FLL Coaches will be provided with all they need to implement FLL back home during a 10-day training by a Peer Learning Institution. Not only do they internalize the FLL process, they also develop an FLL curriculum tailored for their own organization, to be implemented in the local language. After the training, they stay in close touch with each other and with their trainers e.g., through social media groups so that, if questions arise, the trainers (and their ‘help desk’) can be of assistance.

Workshops: Facilitating Workshops. FLL Coaches, in groups of 2 or 3, lead the FLL Spark Workshops (each 4 days long) and a the 1-day Review Workshops 3-4 months after the Spark Workshop. The FLL Coaches will use the latter mainly to help their earlier workshop participants re-connect and check how they have fared in delivering on their self-commitments towards Change Initiatives.

Networks and Initiatives: Fostering Peer-to-Peer Networks. FLL Coaches encourage workshop participants to form groups through which they stay in touch with each other. They also “recruit” the most promising participants in each workshop to become Early Adopters, whom they then introduce to other Early Adopters. These peer networks help ensure that participants commit to, and deliver on, Change Initiatives. The FLL Coaches also support Early Adopters by offering advice and encouragement.

Considerations & Resources

Some 10-20 individuals (depending on the size of the organization) will be chosen from across the organization for this training. They are selected based on the suggested criteria in Table 3 (p. 52). A description of a typical training program can be seen in Table 6 (p. 58).

The Coaches sort out among themselves who will lead which workshops. Some will run more, others fewer, and the total number of workshops depends on the total size of the organization’s staff. To have an estimate of how many workshops are required, simply divide the total staff number by 25.

By proactively linking the motivated staff, it is easier to create clusters of Early Adopters in multiple sub-units and departments. Such groups build upon each other’s energy.



Senior management



FLL Coordinator



FLL Coaches



Staff



Policy Makers



International Development Partners

Step 2: Roll-Out (2)

Expectations

Networks and Initiatives: Recruiting more facilitators. Coaches can recruit Early Adopters who are interested in becoming facilitators, to run future FLL Spark and Review Workshops.

Networks and Initiatives: Developing a vision. FLL Coaches often develop a common vision, plan, or pledge. A vision describes how the organization would look, and what it would achieve, if staff would commit themselves to Change Initiatives. The pledge may be a commitment to certain core values and standards.

Considerations & Resources

Early Adopters interested in facilitating FLL Spark and Review Workshops should be paired with a more experienced FLL Coach, at least for the first few times.

Publishing visions, plans or pledges can play an important role in spreading the core elements of the common purpose across the organization. They should be kept relatively simple and made accessible to all staff.

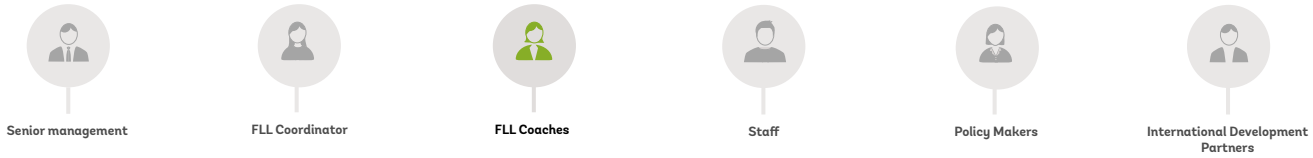
Step 3: Anchor (1)

Expectations

Structure: Organizing Field Level Leaders. Coaches may create a club of field level leaders, with themselves at its core. Also, in a phased approach, it is quite possible that some parts of the organization are not as advanced as others. In this case, a few FLL Coaches may volunteer to work with the units that have not yet undergone the process, to galvanize the change in those places.

Considerations & Resources

Such clubs have sometimes developed a structure and a process for bringing in new members, while in other cases they remain as informal groups. Either option may be chosen based on what is appropriate and efficient in light of the organization's culture and available resources.



Step 3: Anchor (2)

Expectations

Structure: "Writing" the narrative. Due to their central position in the FLL process, the FLL Coaches become the repository of the stories of what has happened in the change process, capturing the individual and collective aspects of FLL. In almost all organizations, this has led to a rich and diverse chronicle of the changes initiated by the FLL process, which, when suitable, becomes the basis of various articles, reports, and video clips.

Structure: Recommending improvements. FLL Coaches can provide inputs on which existing policies, procedures, and goals in the organization's strategy need to be changed for the performance and for the gains of FLL to be sustained. Thus, they can channel information and creative solutions to Senior Management from the ranks of the field level staff.

Considerations & Resources

An organization's collective spirit is informed by stories of how it overcame past challenges to flourish. In the anchor step, it is important to ensure that FLL's successes shape that narrative. The key is to ensure that the stories told are in a form that can be socialized widely in the organization, and e, and in the public at large.

Recommendations are more powerful if backed by data collected during the Roll-Out step and completed by relevant examples of how something could have been done better, had a policy or procedure been different.

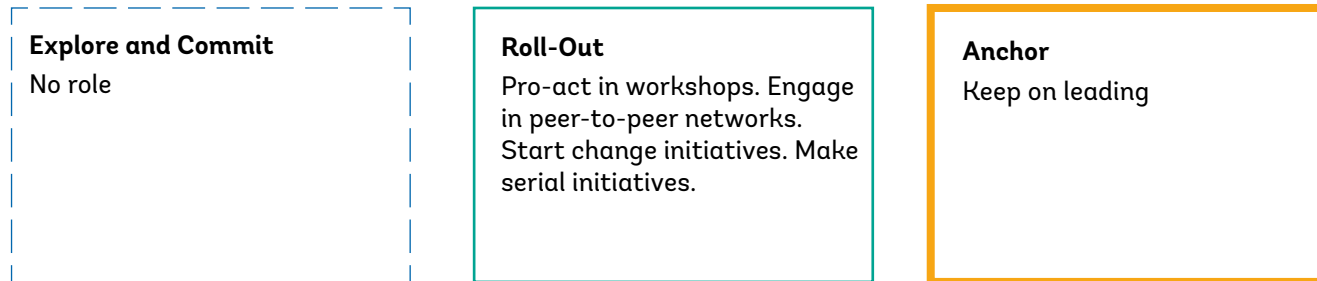


THE ORGANIZATION'S STAFF

Role and time commitment

At the heart of the change. What FLL makes rapidly apparent is that a part of the staff – some 10-15% in any given organization – will be Early Adopters, who are more willing to experiment with Change Initiatives as encouraged by the FLL process. But, although FLL leverages their dynamism, at the end of the day it is all staff who will make the change, with those Early Adopters nudging the majority to shift, and the laggards to follow.

Although Early Adopters are the driving force in the Roll-Out stage, the vast mass of staff become active when the organization reaches its tipping point. The thicker the line of the box, the more engagement is expected by staff in this step:



Expectations of the organization's staff each step of the way

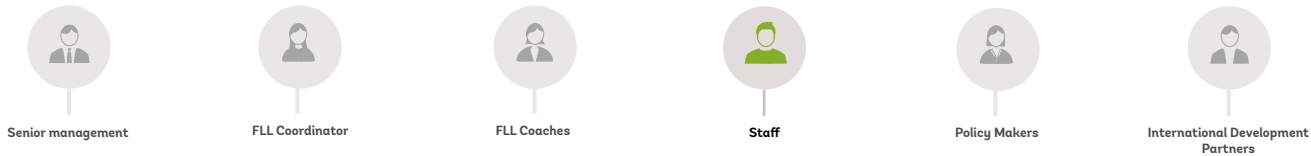
Step 1: Explore and Commit

Expectations

No role.

Considerations & Resources

Not applicable



Step 2: Roll-Out

Expectations

Workshops: Participate in the Workshops. All staff will participate in FLL Spark Workshops, in cohorts of 25. Cohorts will have staff from all parts of the organization and with a wide range of seniority and backgrounds. Each cohort remains in the workshop for all four days (and three nights in the residence). A 1-day Review Workshop will follow 3-4 months later.

Networks and Initiatives: Engage in Peer-to-Peer networks. Some of the participating staff naturally link up with like-minded colleagues whom they have discovered in the workshops. Staff will then have contact points in different parts of the organization whom they can call upon if they want help in getting around a bureaucratic blockage that might result from operating in different silos.

Networks and Initiatives: Start Change Initiatives. During the FLL Workshops, staff are encouraged to identify actions that could lead to an improvement in service delivery in their own area of work. All staff will leave the workshop having committed to undertaking a Change Initiative. Some of those Change Initiatives will involve changing things in the workplace or in engaging.

Networks and Initiatives: Take serial initiatives. All staff are encouraged to take the initiative again and again with self-directed problem solving, and to spread word of their activities and the learning from them.

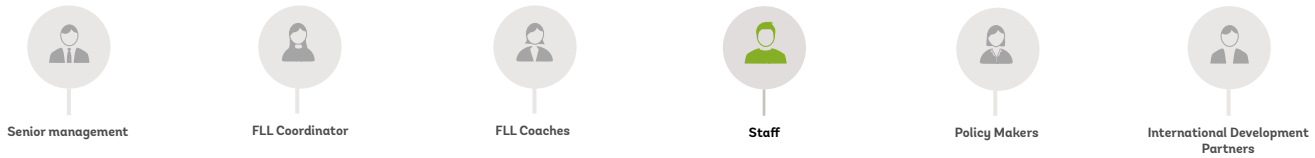
Considerations & Resources

During the workshops, staff will reflect on their personal values and on their actual behaviors at work. In discussing any dissonance between the two they articulate a refreshed purpose and make commitments to self-selected goals of positive change to be achieved in the subsequent 90 days. Staff – of all ranks and backgrounds – are expected to make themselves heard. A description of an FLL workshop is provided (p. 60) and a generic agenda is available in Table 7 (p. 61).

On leaving the workshops, some staff will want to be more active than others. These Early Adopters will be supported by FLL Coaches and additionally linked to Early Adapters from other workshops, thus letting them create like-minded groups, even in their own units or departments.

In the 1-day FLL Review Workshops, staff are expected to devote time to understand the results and learning coming out of Change Initiatives.

Early Adopters will be the first to start with Change Initiatives. They should work on low-hanging fruit first, as successes here will motivate co-workers to help with more difficult projects later.



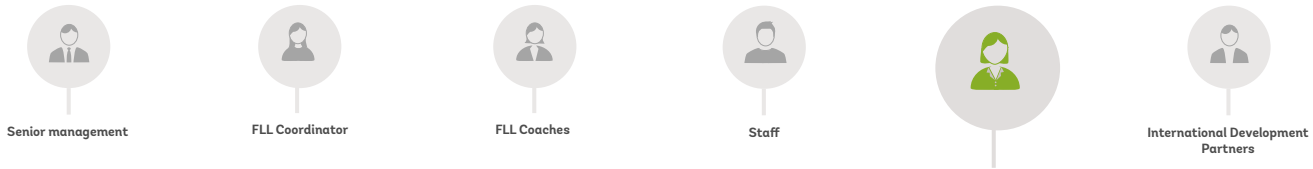
Step 3: Anchor

Expectations

Structure: Keep on leading. Staff should keep their newly found voice and agency – thereby ensuring that “the change sticks”.

Considerations & Resources

Some of the many leaders in the ranks can collaborate closely during the “Anchor Period” on high level issues such as making recommendations for processes, organization, incentives, policy, and strategy, or may wish to collect lessons learned for Monitoring, Evaluation and Learning purpose.

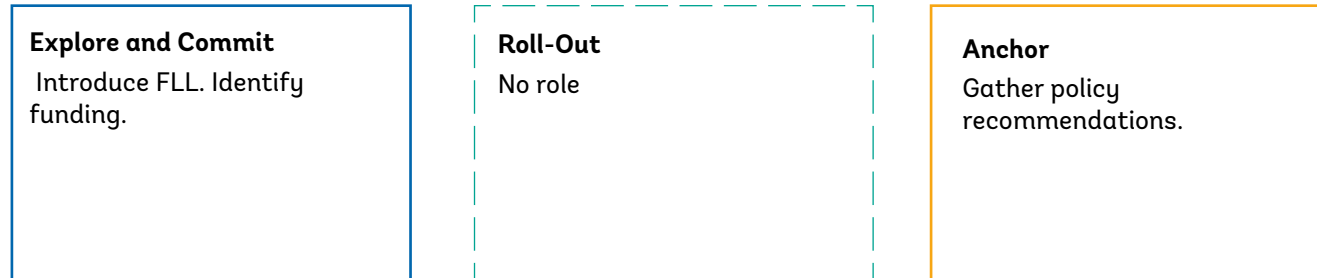


POLICY MAKER

Role and time commitment

The Policy Maker can act as a catalyst and promoter. Policy Makers are likely to have a clearer understanding of the needs of citizens and on the need for public agencies to adopt a citizen-centric approach. As such, they have significant authority and influence over multiple organizations in a sector and can recommend the adoption of innovative measures such as FLL. This also makes them a useful sounding board for Senior Management when reflecting on how to anchor FLL’s impact in the long term.

Beyond inspiring Senior Management to use FLL, the Policy Maker may be involved in the first and third steps. The thicker the line of the box, the more they are involved in this step:





Senior management



FLL Coordinator



FLL Coaches



Staff



Policy Makers



International Development
Partners

Expectations of a policy maker each step of the way

Step 1: Explore and Commit

Expectations

Explore: Introduce FLL. Policy makers can encourage Senior Management to look at FLL as an approach for making their organization perform better and become more citizen centric.

Considerations & Resources

A policy maker may introduce FLL into multiple organizations operating within a jurisdiction. If these organizations have significant interdependencies and potential synergies, FLL can help improve collaboration and thus achieve leveraged impacts.

Step 1: Explore and Commit

Expectations

Explore: Identify funding. Policy Makers may be able to spot budget lines which an organization can use to support the implementation of FLL.

Considerations & Resources

These may include budget lines for Human Capacity Development and donor funding.

Step 2: Roll-Out

Expectations

No role

Considerations & Resources

Not applicable

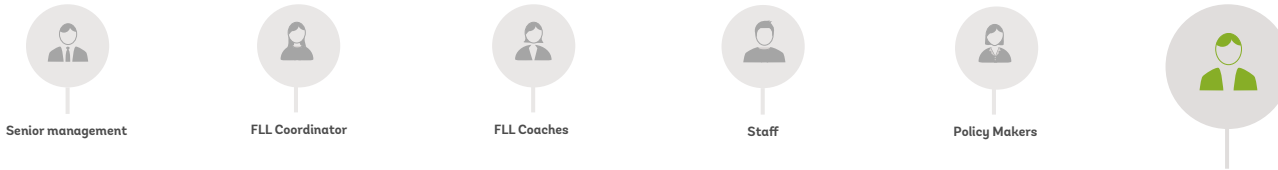
Step 3: Anchor

Expectations

Structure: Gather policy recommendations. Policy Makers can help Senior Management and staff think through any policy recommendations which will help anchor FLL in the organization in the long term.

Considerations & Resources

Those who have been working on the front line will be well placed to indicate what elements of policy need to be changed to overcome problems they face. A policy maker should try to set up a mechanism whereby they can get to hear about these issues.

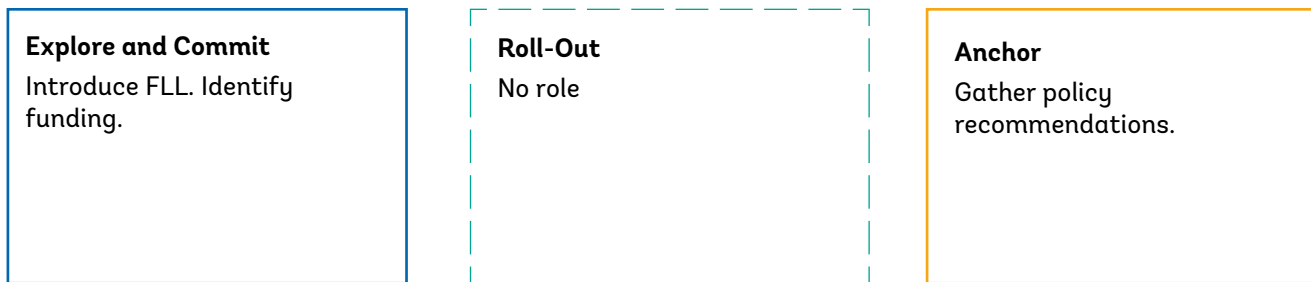


INTERNATIONAL DEVELOPMENT PARTNERS

Role and time commitment

International Development partners can support the use of FLL as an “add-on” to planned or existing initiatives with a public service organization. Thus they can serve as a catalyst for change and can encourage multiple related service delivery organizations to undergo the process at the same time.

International Development Partners can inspire Senior Management to apply FLL, provide finance and act as a sounding board. The thicker the line of the box, the more the involvement:



Expectations of the international development partner at each step

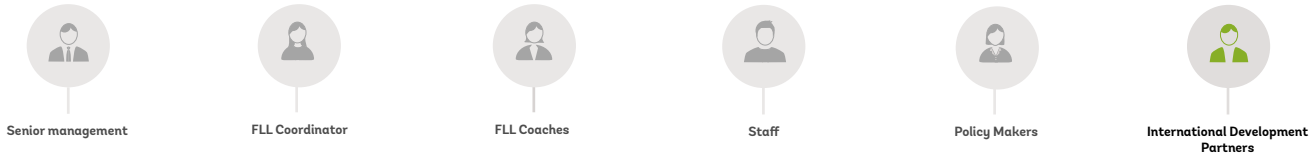
Step 1: Explore and Commit (1)

Expectations

Explore: Introduce the FLL process. International Development Partners can introduce the idea of FLL to Senior Management.

Considerations & Resources

There are different resources available to support the exploration, including this Guide, as well as various specific assessments and evaluations.



Step 1: Explore and Commit (2)

Expectations

Explore: Financial support for FLL process. International Development Partners provide public service organizations with technical assistance, financing, and knowledge. They can use these three entry points to support the costs of piloting FLL, or to make FLL part of their toolkit of interventions for development engagements.

Considerations & Resources

The main costs to be covered are those of training the 10-20 FLL Coaches with a Peer Learning Institution. It is important to note that the mechanisms for delivering the training - the Peer Learning Institutions and curriculum - already exist. Hence the International Development Partner is not required to organize these steps, merely the funding.

Step 2: Roll-Out

Expectations

Evaluation, Expansion and Conclusion: Evaluate. If an International Development Partner chooses to finance the FLL measures, it can also include an evaluation of the impact they have.

Considerations & Resources

The same evaluator would ideally also provide recommendations of how the organization may move forward after the FLL activity has concluded.

Step 3: Anchor

Expectations

Structure: Act as a sounding board. International Development Partners can help Senior Management and staff in thinking through the changes needed in the organization in the long-term.

Considerations & Resources

Not applicable

RESOURCES

RESOURCES FOR SENIOR MANAGEMENT

Table 1: Stakeholders and interests.

Below is an indicative list of stakeholders who may be relevant for Senior Management to engage with, when considering whether to implement FLL.

Stakeholder	Objectives of the dialogue
Supervisory Board	Buy-in, agreement on spending, and acceptance to release staff for the needed time.
Middle managers	Buy-in, acceptance to release staff for the needed time, names of possible candidates for FLL Coaches.
Staff association	Buy-in, names of possible candidates for FLL Coaches.
Policy makers	Buy-in, possible external funding.
Peer Learning Institution (contact details p. 75)	Advice on applying FLL, possible timelines/planning for FLL implementation.
World Bank (contact details p. 75)	Advice on applying FLL, support in meetings with other stakeholders, possible external funding.
Other international development partners	Possible external funding, fit with other support being offered.

Table 2: Estimation of benefits.

Below is an illustrative list of the impacts and benefits realized in other organizations that have applied FLL, to give an idea of what could be valuable to a particular organization.

N°	Type of Impact	Examples of impact ²
1.	More citizen-centric behavior and attitudes	“There is a marked difference in the manner in way (FLL) trained engineers’ interacted with village communities in pilot habitations, and the way untrained engineers behaved in Control habitations. Not only were they more willing to behave as part of the community – without the normal officious approach of village-level government officials – but they also involved them in discussions on possible solutions to specific water supply problems.”
2.	More focus on the neediest	“After introducing FLL, “the percentage of schemes catering to populations below the poverty line increased to as high 65%.”
3.	Improved complaints redressal	“After participating in the FLL workshops, the contact information (including mobile phone numbers) of the regional managers and engineers is now prominently displayed in the local government offices for easy access. These measures have reduced the complaint redressal time significantly.”
4.	Increased inter-departmental co-operation	“Before FLL, working with people from other departments was very difficult because we were working in silos - now things have changed, and we work more as a team.”
5.	Improved team spirit and pride in the organization	“Before the training we were afraid to be identified with our organization. There was a fear we could be beaten up on the streets! But now we engage with the public, and they smile at us. We wear our T-Shirts with the corporate logo proudly.”
6.	Greater punctuality	“Many interviewees mentioned that prior to the workshops, most of the staff came late to work, but now they come to work early.”


² The quotes are taken from evaluations of projects conducted in Africa and Asia.

7.	More creativity in problem solving	A staff member “won a creativity award after she created a WhatsApp group and added all her customers on it. Now they can easily share information and remind each other on paying their bills.”
8.	Addressing pending problems	“There is a Technical Director who saw a leakage alongside the road to his home and reported it, but it was never fixed. After undergoing FLL, one day he stopped his car, rolled up his trousers and fixed the leakage on his own.”
9.	Greater staff integrity	“I used to be a thief, I pilfered from my organization quite a lot, like for example I used to make illegal water connections. (...) I used to take a lot of bribes but after the training I stopped.”
10.	Decrease in costs	“FLL areas in Tamil Nadu achieved an overall reduction of 40-50% in the investment costs of rural water supply systems. An average project in CM villages costs Rs.1,827 per household, while in regular schemes it averages Rs.4,580; Low-cost options: 50% of schemes shifted to rehabilitation such as pipeline extensions instead of more expensive fresh asset options; Savings: Savings of between 8% and 33% (across districts) were achieved over the regular budget. O & M expenditure reduced to Rs.18.6 per household.”

RESOURCES FOR THE FLL COORDINATOR

Table 3: Identify suitable candidates for FLL Coaches.

The FLL Coordinator can use this list to identify the candidates for FLL Coaches and assess whether they meet the needed criteria established.



N°	Candidate name	Dept	Reputation	Passion	Continuity of Service	Language/Communication	Availability
1.	Example	o	+	-	+	-	-
2.							
3.							
4.							
5.							
6.							
7.							
8.							
9.							
10.							
11.							
12.							

Explanation of the criteria used for selection of FLL Coaches:

Individual Criteria

Reputation	Is the candidate well-respected within the organization, and seen as a role model for their commitment and professional excellence?
Passion	Is this candidate keen to see the organization develop, and committed to serving the citizens?
Continuity of service	Is this candidate likely to remain with the organization for the next 3-5 years?
Language/ Communication	Can this person speak the main language to be used in the training and are they able to communicate well with their peers?
Availability	Is this candidate able to go on a 10-day training away from home? Are they able to devote up to 90 days on FLL in the first year?

Group Criteria

Organizational Diversity	Is the team drawn from all relevant functions/parts of the organization/hierarchical levels?
Gender	Is the gender balance good? Ideally the group should reflect the gender balance of the whole organization.
Inclusiveness	Is there a good balance of ethnicities? Ideally the group should reflect the balance of any ethnic diversity present in the whole organization.
Age/ Tenure	Is there a good balance of younger/older staff members? At least half of the group should be in their first 15 years of career, as they will anchor FLL in the organization for years to come. Staff with longer tenure can provide historical context to the discussions and aspirations.

Table 4: Estimate of implementation costs.

When preparing an overall budget, the FLL Coordinator can estimate likely out-of-pocket expenses using this table.

	Cost item	Estimated cost, US\$
1.	Cost of FLL Coaches Training, including curriculum co-development	50,000 -70,000
2.	Travel of selected group for FLL Coaches Training at the Peer Learning Institution	Make your own estimate based on air travel and accommodation cost.
3.	Interpretation/translation services for the FLL Coaches training**	Make your own estimate, assuming 2 translators per day for 8 days.
4.	Organization of FLL workshops locally**	Make your own estimate for a 5-day residential stay off-site for all staff.
5.	Other incidentals	

* Only if needed, and then only applicable for the training of FLL Coaches.

** If your organization owns a suitable off-site facility for residential retreats, this cost can be reduced to much lower than in a hotel. It is important, however, that the training facility is residential and off-site.

Table 5: Checklist for preparing the FLL workshops.

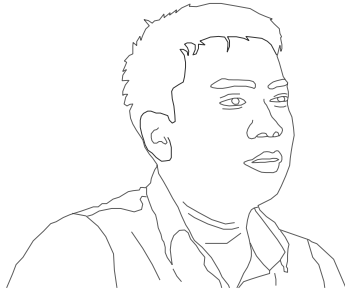
When preparing the workshops, the following activities are required, and important considerations for each are presented below:

Activity	Considerations	Completed?
Divide staff into groups of 25 and work out how many workshops are required to train everybody.	Each workshop should take a cross-section of staff from the organization (or the units participating in a phased approach). Ideally, they should mix staff from different functions, hierarchical levels, and locations.	
Identify a suitable off-site location to run the workshops.	An off-site location is needed where four-day residential workshops can be held for groups of 25 people. As every member of staff needs to go through such a workshop, depending on the organization's size, this may mean booking one location for a couple of months. Also consider transport at the start/end of the workshop to/from the location.	
Schedule workshops for each group of 25.	Scheduling needs to be coordinated with the FLL Coaches who are going to facilitate these workshops. For the first two workshops, FLL experts from the Peer Learning Institution may also join to provide support.	

The Review Workshops will be run along similar lines, with the very same groups of 25 staff being sent away for a 1-day event, 3-4 months after their FLL Spark Workshop.

RESOURCES FOR FLL COACHES

A first-person account of an FLL Coach training



“The training required our team to travel to Chennai, India. Despite being abroad, when we met our hosts, we realized that they spoke the same language as us – and I do not mean English. Rather they too had been in the front line of service and struggled to make citizens more sparing in their use of water and had fought the constraints of limited budgets and bureaucratic inertia. This made it easy for us to exchange with them as we could relate with the stories they told.

On the first day, we were taken to see how FLL works at a local utility. We talked with staff there about how the organization functioned. Despite obvious constraints they had clear plans of action, set by themselves, and staff were motivated. More striking was the way they interacted with the citizens they served - even involving villagers in the plans for network expansion.

Having seen what FLL could do, we were keen to understand what it was about. Over the next few days, our training went through many of the workshop steps that we later helped our own staff undergo once we got back home. I will not enter all the details here, but of great importance was ‘Muttram’, a Southern Indian concept for a courtyard or shared space where everybody is equal. In this space – which became the training room, and by extension all subsequent interactions between our group – all rank and differences were eliminated, and that despite the range of backgrounds, ages, and hierarchical ranks present. This freed us to talk honestly about what we hold dear, about the problems we can see around us, and the opportunities to deal with them.

As the days moved on, the fact that we spent every waking hour together meant our group came together as a group of close friends. We exchanged tales of our families, of our past, and of our hopes for the

future. We realized that we all suffered by being torn between playing the honest and up-right person at home and feeling less than satisfied with what was happening at work. We also understood that we shared the same passion for helping our hometown develop into a thriving place, where everybody has access to water and sanitation, thanks to our collective efforts!

Once we had seen how the typical staff workshop functioned, the training gave us a chance to reflect on how to adapt these methods, questions, and games to our context. For instance, where we come from, the word ‘Muttram’ does not exist, but we have a similar concept called ‘Boma’, which is a traditional name meaning a place which provides an equal space for people in the community to give their views. Hence, we decided to use Boma as the term for the creation of the safe space and introduced some traditions we associate with Boma as part of the workshops we planned to give back home.

In the last days of the training our discussions turned to our organization back home. Some of us were keen to run FLL workshops for our colleagues, realizing that many of them would, like us, appreciate the chance to talk frankly about the frustrations of daily work, and then to find solutions as well. Others had clear ideas of activities they could undertake to solve some simple problems. For example: one younger colleague decided his initiative should be to establish a control mechanism for customer files and to modernize and reorganize the customer records office. He envisaged – and later established - a system of checks and controls by which each customer file was stamped, sequenced, and organized; a logbook was created to document which staff took out which file, and to record their signatures; and a database to document electronic copies of customer files.

Together we came up with a plan of how we were going to energize our organization with workshops and initiatives and pledged to support each other in our efforts. It was all so much, that I almost failed to use the last evening to shop for presents for the family!”

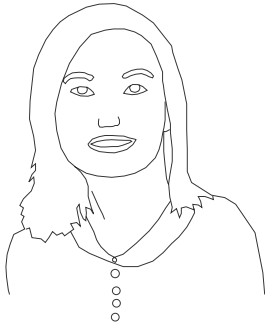
Table 6. A typical training program for FLL Coaches.

This program is only indicative but gives an outline of the steps involved.

Day	Focus	
1	Arrival	
	Invocation	Field/Exposure Visit
2	Invocation	Interactive Session
	Experimentation	Workshop and Framing Process Lab for FLL
3	Exploring values	Workshop Sharing the Challenges
4	Contextualization	Introspection and Conceptualization
5	Invocation	Field/Exposure Visit
	Experimentation	Workshop
6	Configuration	Workshop
7	Configuration	Individual Introspection on “Draft Curriculum Development”
8	Curriculum	Curriculum Development and Testing
		Reflection on curriculum, Review/Revision of Curriculum
9	Configuration	Finalization of Process and Curriculum
		De-Bugging/Removing Bottlenecks
10	Networking	Self-Commitments
11	Departure	

RESOURCES FOR STAFF

Experience of an FLL workshop



“There were 25 of us in the workshop: a few I knew, a couple I recognized, and many who were new to me, despite my years of service, as they were based in other branch offices, or in headquarters. I was also surprised to realize that a senior manager was part of the group.

One of the things we did was to change names! The facilitators – a couple of colleagues who had been trained for this role – told us that this was about creating a safe space. And it worked very well,

as we had to talk to each other using nicknames and without reference to real names or using honorific terms. This was hard at first. I made the mistake saying ‘Mr.’ when I spoke to the senior manager, and the facilitator punished me for that. This said the group suffered more than I did, as my punishment was to sing to them - not a pleasant thing to hear at the best of times! In any case the name changes proved a great social leveler, and whereas in the first round, the more senior figures tended to dominate, as time progressed, everybody found a voice.

We then wrestled together with some questions that the facilitators posed, such as what we think motivates people in our organization. That led to heartfelt discussions about the need to do more in life than spend time waiting for the clock to tell you it is time to go home. Also, we role-played what others – such as our poorest fellow citizens – would want of us and our work. It was simple really: they want good quality water and sanitation. We could all agree to that – whether we came from finance or engineering, whether a meter maid or manager.

Our discussions became very intense – both in small group and then back in plenary – when we were told how much money the organization received every year, and the results of spending that money.

We could all see examples of wasteful spending around us, as the organizational culture is one of ‘build, neglect and rebuild’ rather than ‘repair and care’. We then reflected on what we could do to help to change that, and quite a few, simple things emerged as possible.

By the evening of day three, we knew a lot about each other’s professional and personal lives and our group had bonded. We decided to give our group a name: Varun. In subsequent communications, we always use this name, as it reminds us of the time away and the safe space we created. Indeed, we also set up a Whatsapp group, and I agreed to work in tandem with another engineer who wanted to try a new way of involving customers in solving his repair problems.

On the last day each of us decided what we would self-commit to do when leaving the workshop: these commitments varied with some being about life at home (‘I’), some being in the organization (‘we’) and some in the community (‘us’). Even if some commitments seemed banal, like the promise ‘to treat my spouse better’ or ‘to turn up to work on time’ at the end of the day, all pledges had a common basis in the values we agreed on. And it was that change of attitude that I noticed most when I went back to the office. Moreover, some self-commitments involved changing how we worked. In my case, I decided to provide some citizens in the villages I cover, with the knowledge and equipment to conduct basic maintenance on their own.

Four months later, our group met again in a review workshop, and I was proud to announce that my first trials were a success. In one case a group of villagers had repaired a water tank that I had given up on!

My only regret is that we did not do the workshop seven years ago, when I first took up my post.”

Table 7. A typical FLL Workshop program.

This program is only indicative but gives an outline of the steps involved.

Day		Focus
1	Morning	Arrival, objectives
	Afternoon	Enhancing team spirit, exploring values and motivations
2	Morning	Creating safe space, reflection on shortcomings and failures
	Afternoon	Continued – focusing on ambitions and best way to improve
3	Morning	Exploring and determining additional factors for improvement, high team spirit, motivation
	Afternoon	Establishment of colleague and support networks
4	Morning	Writing up and communication of self-commitments
	Afternoon	Celebration of self-commitments
	Evening	Departure

A DETAILED OVERVIEW OF ALL STEPS COVERING ALL STAFF AND STAKEHOLDERS

Step 1: Explore and Commit

In this step Senior Management explores the idea of applying FLL with key stakeholders, then commits the organization to applying it, effectively promising to create the space for values and leadership at every level of the organization and decides on the modalities of how to apply it.

What	Who	Details
1. Exploration: Exploration of the implications of FLL		
Consider FLL together with key stakeholders	Senior Management and their immediate circles of trust, plus FLL Coordinator interacting with key stakeholders including e.g., policy makers, regulators, international development partners, and staff associations	The consideration phase typically involves multiple conversations. It is important to consider who in the leadership group needs to be “brought on board” and where outside stakeholders can help.
2. Commitment: Commitment to apply FLL		
Decide to use FLL approach.	Senior Management	The commitment should be firm, have a beginning and an end, and involve a commitment to evaluating the results.
3. Modalities: Decision on modalities		
Find the right FLL Coordinator	Senior Management	Choosing the right Coordinator will be critical. Also see if a logistics support team can be organized to help the Coordinator.
Scope which parts of the organization implement FLL first	Senior Management	The Coordinator scopes out details for deploying an FLL program in the organization (e.g., which units, locations, timing, phasing, cost).
Ensure that staff know what is planned	Senior Management, prepared by the FLL Coordinator	A communication to staff of what is planned.

Step 2: Roll-Out

During Roll-Out Step, a team of FLL Coaches is chosen and trained to manage and facilitate the process. Then FLL Workshops are prepared and delivered to all staff. As the workshops progress, there is a rapid expansion in the number of peer-to-peer networks in the organization and a boom in the number of staff starting self-driven initiatives to solve problems. Finally, when it seems that the organization (or the part of it involved in a phased approach) has “tipped” into a new culture, the process is evaluated, and lessons learned gathered. If there are other parts of the organization still to apply FLL (in a phased approach), it is expanded to them. When all parts of the organization have tipped to the new culture, the step is concluded, and the results celebrated.

What	Who	Details
1. Coaches: Choice and training of FLL Coaches		
Select 10-20 FLL Coaches	FLL Coordinator (in consultation with Senior Management)	In selecting the FLL Coaches, note what qualities are sought after (see p. 52) and the potential time commitment of the Coaches (up to 3 months in the first year).
Train FLL Coaches	Peer Learning Institution (contracted), FLL Coaches, FLL Coordinator	During the training, the FLL Coaches will already begin designing the workshops to be offered to staff upon their return.
Co-design Curriculum	FLL Coaches & FLL Coordinator	This is part of the training (above).
2. Workshops: Preparation and conduct of workshops		
Plan logistics of FLL Workshop	FLL Coordinator perhaps supported by a logistics team	Note the requirements of the workshop preparations (p. 56).
Run FLL Workshops	FLL Coaches, participating Staff	4-days at a time. See typical agenda (p. 61)
Run Review Workshops	FLL Coaches, participating Staff	1-day at a time. The same groups of staff attend and review their achievements since the (previous) FLL Workshop

What	Who	Details
3. Networks and Initiatives: Spread of Peer-to-Peer networks and initiatives		
Develop and work on Change Initiatives.	Participating Staff, FLL Coaches available to support	Many commitments to Change Initiatives will take place during an FLL Spark Workshop. During the subsequent weeks and months, the emergence of peer-to-peer networks will create additional Change Initiatives.
Encourage peer-to-peer networks.	FLL Coaches and Staff, especially Early Adopters	Each group of workshop participants is encouraged to remain in contact. As participants are from all over the organization this helps break silos. Also, FLL Coordinators proactively connect likely Early Adapters with each other to develop nested groups of change agents.
Set the right tone in communication.	Senior Management and FLL Coordinator	Show that the Senior Management takes the FLL process seriously, e.g., by joining the concluding sections of the FLL Workshops.
4. Evaluation, Expansion and Conclusion		
Evaluate progress, identify learnings, and adjust as necessary	FLL Coordinator, FLL Coaches, Early-Adopter Staff	FLL Coaches stay in touch with “their” participants, through the peer-to-peer networks and directly. They reach out to former workshop participants, get updates on change initiatives and pass on learnings and insights to the FLL Coordinator, creating the opportunity for organization-wide celebration and broader roll-out. Remaining within the FLL spirit, Early Adopters are involved in the process of assessing progress and identifying learning.

What	Who	Details
Consider expanding FLL to other units/locations	Senior Management, FLL Coordinator	Use the evaluation results to decide on the next phase of the roll-out (in a phased approach)
Prepare for Anchor Step	Senior Management, FLL Coordinator	The FLL Coordinator gets Senior Management to pay attention to progress made through specific change initiatives
Celebrate progress and announce Anchor Step, and hence conclusion of the process.	The entire organization. Senior Management. All FLL protagonists.	The celebration of the improvements made should also reflect on commitments made by individual Early Adopters, reflecting on personal values that drove the improvements. It is important for the FLL process to be “formally concluded” – ideally combined with the release of a new mission/vision statement or with an opportunity for staff across the whole organization to celebrate and commit to public service (e.g., through a community outreach celebration)

Step 3: Anchor

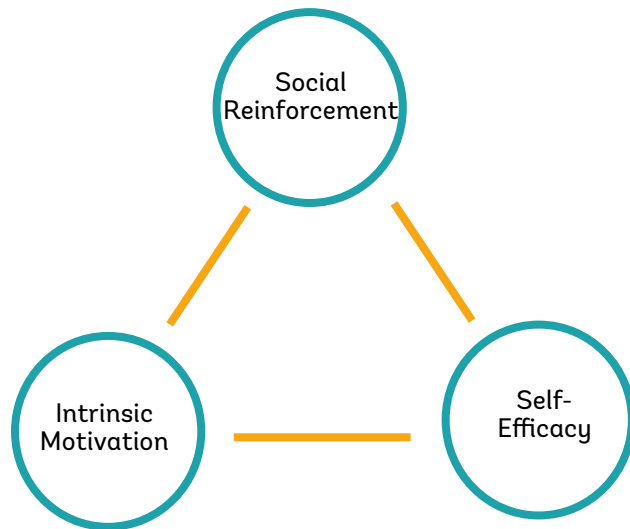
Anchoring happens after the FLL process has been concluded. Its purpose is to sustain and nurture the outcomes. Anchoring may require ongoing communications efforts, as well as related changes in policy, strategy, and work processes which reflect and incentivize the way of behaving. Moreover, there will be new expectations for performance – focused on citizens and their needs – that should be focused on. Anchoring is about “walking the talk” and, occasionally, may involve organizing an “FLL booster” in the shape of a new round of workshops.

What	Who	Details
1. Structure: Structural improvements in the organization		
A club of Field Level Leaders	FLL Coaches/Staff	FLL Coaches together with other pro-active staff may create a club of field level leaders, with themselves at its core, to keep the flame of change alive. Their activism will likely remove the need for a formal FLL coordinator.
Improvements to support a “culture of service.”	Senior Management, Field Level Leaders (Staff)	Senior Management can anchor the commitment to public service and performance, by identifying strategically and symbolically relevant changes, that signal an intention to keep FLL running long-term. E.g., by: <ul style="list-style-type: none"> · Adapting the organization’s vision. · Establishing regular prize ceremonies to recognize leadership in the ranks. · Giving a more solid footing to feedback coming from below. · Restructuring the organization to take account of any new working patterns.

Anchor a new organizational narrative.	Field Level Leaders (Staff)	Some of the field level leaders can record the story of what happened in the change process as well as individual successes within that process. This is important as it gives the organization a new narrative.
2. KPIs: Revision of Key Performance Indicators		
Assess and communicate about performance on an ongoing basis – in terms of KPIs that reflect values, culture, community, and leadership.	Senior Management	Ongoing attention to performance deserves careful framing. It must focus on the dimensions that have been core to the FLL process itself.
3. Booster: Decision on an FLL booster		
Review the need for further workshops	Senior Management, Field Level Leaders (Staff)	Senior management can annually review whether a sort of “FLL Booster” should be administered, by sending staff on an additional round of workshops, to let the process of FLL take even deeper roots.

A BRIEF NOTE ON THE THEORETICAL FOUNDATIONS OF FLL

Interventions aimed at reforming public sector productivity have long relied on “carrots & sticks,” external rewards or sanctions that aim to reshape individuals’ behaviors. Although it may seem intuitive that such approaches would work, there is mounting scholarly consensus that such schemes do not work as well as hoped, and sometimes even negatively affect performance (Gneezy & Rustichini, 2000; Prasad et al., 2018; Weibel et al., 2009). These traditional approaches carry considerable ongoing administrative costs, but often fail to produce desired reforms because they reduce other forms of motivation, implementation depends on sometimes-unreliable monitors, and extrinsic incentives encourage people to try to “game the system” to obtain rewards or avoid sanctions without making real changes.



Conversely, the successful behavioral changes brought about by the FLL program are validated by decades of interdisciplinary research. There are three theoretical frameworks that support the effectiveness of the FLL approach. The foundation is at the individual level, enhancing self-efficacy and intrinsic motivation. Then the process of change is consolidated and sustained with social group-level reinforcement.

Self-efficacy theory (Bandura, 1986) builds on ideas about the “internal locus of control” (Rotter, 1966), both of which are well-established theories in

psychology that have been widely applied to organizational and work settings. Taken together, these ideas capture whether people believe that the most important factors determining their success are within themselves and in their control. People with strong self-efficacy therefore believe that their

actions matter, and that what they choose to do (or not do) has an important effect on the world around them. This is a foundational step in the FLL process, because on the first day of the workshop the FLL Coaches exercise the participants' frustrations with the many structural obstacles they face, and then they consistently refocus the participants' attention on what is within their personal control to achieve. As one FLL Coach explains, "Lot of constraints are there, we agree. What is the small step you will take up and within what time frame will you take it up..."

FLL also draws on trends in management research that highlight the importance of a values-driven company culture (Frankl, 1985; Lencioni, 2002; Witter, 2019). The FLL program draws on a powerful wellspring of motivation to encourage participants to actually act on their self-efficacy: intrinsic motivation grounded in personal values. Intrinsic motivation occurs when individuals find the work itself valuable and derive positive feelings from performing the work well. Extrinsic rewards, such as pay-for-performance incentives, require consistent external reinforcement or the motivation withers. Conversely, intrinsic motivation is self-sustaining as performing the work becomes its own reward. In FLL the meaningfulness of work is grounded in individuals' own personal values, including how motivating people find it to be truly of service to others in their community (Houston, 2000; Perry, 1996). Unlike the problems with carrot & stick incentives, by recentering the driver of work performance in personal values, individuals have no interest in gaming the system and are their own internal monitors. For example, after explaining most workers have parents or grandparents who are rural farmers, one FLL participant explained "My value-add is to give water to the farmers who are needy and as an individual to give water to the thirsty people." The FLL Coaches then connect those individual values to the organizational values: "These values are complementary, they only need alignment. We need to help individuals consider that the organization is having the same vision and values. From the individual's values we find a way to consider the organization's values."

Intrinsic motivation is further enhanced by creating awareness of prevailing "cognitive dissonance," an uncomfortable feeling people experience when they realize that their actions go against their values

(Festinger, 1962). Decades of research has substantiated that people who experience cognitive dissonance are highly motivated to change to resolve that tension. In FLL this occurs when participants self-assess the gap between the work-self they admire and aspired to when they started, and their actual work-self now. This includes considering specific actions that they may have taken that are not in line with their own cherished values or that may harm others in their community. Such reflection on how their actions affect other people enhances generosity, effort, and persistence over challenges (Grant et al., 2007; Jenni & Loewenstein, 1997; Lee & Feeley, 2016). This creates fertile ground for change. As one FLL Coach explained, “dissatisfaction is a beautiful energy, it’s a driving force.”

The combination of self-efficacy and intrinsic motivation is an enormously powerful motivational force to enhance individual productivity. Decades of research in laboratories, field studies, and field experiments routinely find that self efficacy and intrinsic motivation enhance effort on work tasks, hours worked, job satisfaction, organizational commitment, employee retention, selecting more challenging job tasks, and job performance (Judge & Bono, 2001; Ng et al., 2006). Field studies typically find that objectively measured job performance is approximately 40% higher when intrinsic motivation and self-efficacy are high. Critically, intrinsically driven improvements to job performance come without the negative side-effects of traditional carrot & stick approaches. It is now well-established in research that external incentives are limited because even if they manage to increase the specific behaviors that were incentivized, employees typically reduce effort on other behaviors—including behaviors that may be mission critical but difficult to monitor and measure (Frey & Oberholzer-Gee, 1997). Conversely, self-efficacy and intrinsic motivation not only enhance worker effort on existing tasks, they also encourage greater innovation, problem-solving, and the selection of more challenging new job tasks (Hsiao et al., 2016; Judge & Bono, 2001). This effect has been observed in the many individual initiatives undertaken by FLL participants after training, which include hundreds of small efforts to improve service delivery and reduce obstacles.

These powerful individual-level behavior changes are consolidated and reinforced through the social

group. The social group context of FLL helps convert the first-mover individuals into a bigger movement by encouraging others to join. This leads to a renaissance in organizational culture and creates a sense of distributed leadership and peer monitoring. Across a wide array of social situations—riots, strikes, migration, or wearing facemasks—scholars consistently find that a person’s inclination to join is affected by their perception of how many others are already participating, especially people like them and people they respect (Granovetter, 1978; Macy, 1990, 1991). FLL shifts perceptions. Public sector workers often perceive that the modal worker is disinterested or even corrupt, but do not perceive a silent majority of workers who want to work well and in the public interest. FLL makes that silent majority visible and creates networks among these like-minded actors who want to work in the public interest. Behavioral economics experiments around the world on “conditional cooperation” regularly find that if people can be assured that others around them are willing to cooperate in the collective interest, a majority of people are willing to make personal sacrifices that benefit the larger good (Gächter, 2006; Gächter & Thöni, 2005). Moreover, social accountability in goal setting dramatically enhances the probability of effort and goal success. For example, at the end of the FLL Spark workshop, FLL participants set goals publicly, providing social accountability for their intrinsically motivated self-efficacy goals. Ninety days later they return for the FLL Review workshop to report to the group on their efforts. An FLL Coach explains, “The follow up workshop is celebration of success as well as failures. They declare in front of all the 25 participants from my individual capacity these are the things that I will try out.”

Scholars who study the most effective public sector organizations in low-income countries have long observed that these organizations all possess a distinctive organizational culture in which individuals strongly identify with the organization’s goals and are oriented to achievement (Grindle, 1997; McDonnell, 2020; Tendler, 1997). FLL offers a method for cultivating such performance-oriented organizational cultures. FLL combines self-efficacy and intrinsic motivation to enhance employee effort and creativity, as individuals come to believe that their individual actions can have a real impact on work outcomes that they find personally meaningful. Those individual efforts are sustained by the social reinforcement that others within their organization share their values, will support them, and will hold

them accountable. This process accomplishes many of the stages associated with successful change in management research, such as the celebrated ADKAR model of change: “Awareness of the need to change, desire to participate and support the change, knowledge on how to change, ability to implement desired skills & behaviors, reinforcement to sustain change” (Hiatt, 2006). However, the process is more powerful and more sustainable because it originates within the authentic and deeply held personal values and unleashes the collaborative innovation and problem-solving of a wide range of rank-and-file employees.

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