



Better implementation of business regulations

**Report from a 2-day training programme for public officers
December 2007-April 2008**

**Report by Sri Lanka Institute for Development Administration
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1. Background

This report documents the experience gained from carrying out a 2-day training programme for public officers in the north-central and north-western Provinces of Sri Lanka during the latter part of 2007 and the first quarter of 2008. The training programme was conducted by Sri Lanka Institute of Development Administration (SLIDA) assigned by ILO Enter-Growth. Enter-Growth supports the implementation of the Government of Sri Lanka's strategy for poverty reduction and the generation of quality employment for women and men through an integrated micro and small enterprise (MSE) development programme that targets four Districts with a high incidence of poverty, Kurunegala, Polonnaruwa, Anuradhapura and Puttalam. SLIDA is one of the public training and research institutes in Sri Lanka with the mission to facilitate an efficient public service.

One of the aims of Enter-Growth is to improve the business environment of which regulations implemented by public sector is one part. Therefore, Enter-Growth and SLIDA conducted needs assessments of training and other needs for better implementation of business related regulations in the project Districts. The assessments showed that the relationship between the implementing authorities and the small enterprises as well as the technical skills of the implementing public officers were far from satisfactory. As a result, it was decided to conduct a 2-day training programme for public officers implementing business registration and licensing in Kurunegala, Puttalam, Polonnaruwa and Anuradhapura Districts. The training programme was supposed to be conducted in all the Divisions for all public officers concerned with business registration and licensing at the District, Divisional, Grama Niladhari and Pradeshiya Sabha levels.

The overall purpose of the 2-day training programme was to improve the business regulation services provided to small enterprises and to make the regulatory procedures and their implementation more efficient. The specific objectives were to:

- improve the public officers' customer orientation and understanding for MSEs.
- increase their technical skills.
- give better understanding of other authorities in the regulatory procedure and to establish relationships between different authorities in the implementation procedure.

This report is written by SLIDA with some editing by Enter-Growth. The analysis, conclusions, and other opinions expressed are SLIDA's and have not been subject to editing.

2. Methodology and practical approach

2.1 Content and training approach

The content and its objectives were designed based on the problems identified in the needs assessment.

Problems	Objective responding to the identified problem	Content designed to achieve the objective
The relationship between the implementing authorities and the small enterprises is characterised by mutual mistrust, suspicion and relatively low level of knowledge of each other.	To improve the public officers' customer orientation and understanding for MSEs.	<ul style="list-style-type: none"> ○ MSE awareness and national MSE policies. ○ Customer orientation, relationship between public officer and MSE. ○ Why business registration and licensing is important.*
The public officers do not possess enough skills to undertake their own responsibilities to full satisfaction.	To increase the technical skills of the public officers.	<ul style="list-style-type: none"> ○ Technical information about the regulatory procedures – introduction to a business registration and licensing manual.** ○ The big picture of the business registration and licensing procedures.
In addition, they do not have sufficient knowledge about the roles and functions of other officer agencies related to the regulations they implement.	To give a better understanding of other authorities in the regulatory procedure and to establish relationships between different authorities in the implementation procedure.	<ul style="list-style-type: none"> ○ The big picture of the business registration and licensing procedures. ○ Building relationships with other organisations.
The forms, procedures and fees are different at different authorities.	To increase the technical skills of the public officers	<ul style="list-style-type: none"> ○ The big picture of the business registration and licensing procedures ○ Technical information about the regulatory procedures – introduction to a business registration and licensing manual. ** ○ Introduction to a new business registration database.**

*For the training programme, Enter-Growth developed a leaflet, targeting unregistered enterprises and outlining the advantages of being legally established. The leaflet was presented during the training programme and then supposed to be disseminated to the target group by the officers.

**For the training programme, SLIDA had developed a business registration and licensing manual and a registration database.

The adopted training approach intended to be participatory and interactive with different methods including not only lecturing but practical sessions with exercises and group work, role play and video, discussions and sharing of relevant experiences, regulatory procedures using a manual for application, and demonstration of registration software.

2.2 Target group

As identified in the needs assessment, the target group consisted of public officers in the four Districts, involved in the implementation of business registration and business licensing. The group included the officers dealing directly with the people at the field level and other officers involved in implementation as well as supervisory and managerial levels. The following categories were invited:

- Grama Niladhari (village officers)
- Accountants/subject clerk DS Division (responsible for business registration)
- Licensing officer/Revenue Officer at Pradeshiya Sabha
- Public Health Inspector
- Medical Officer of Health
- Environmental officers (District/Provincial level)
- Forest Department (District level)

The Divisional Secretary was not part of the target group but was still a key person since the Divisional Secretariat hosted the training and therefore involved in the morning session and evaluation.

2.3 Programme organisation

Before the programme started, a pilot was conducted in a Mahawe Division in Kurunegala District, November 2007. This Division selected was “typical” for north-western and north-central Provinces:

- existence of micro and small enterprises of which the majority are informal
- high incidence of poverty
- semi-rural

SLIDA and Enter-Growth planned and conducted this pilot programme in close collaboration and the involved trainers and coordinators did a thorough and daily review of how the programme went in order to identify areas of improvements. The content was then revised for the real programme. In conjunction with the pilot, SLIDA’s IT team piloted the registration database (see chapter 6) in the same Division in order to receive feedback on the software and also how to install it in all Divisions. In addition, they received feedback from the participants during the session where the database was introduced.

The training programme was conducted in 70 Divisions and the sessions were divided into two days. The first day (Day 1) was conducted in each Division and targeted all officers. The second day (Day 2), elaborating more in detail on the technical aspects, was

conducted for 3-4 Divisions at the same time and targeted only the officers on District and Divisional level as well as Pradeshiya Sabhas (the Grama Niladharis, which constituted the largest group did not attend Day 2). The trainings were hosted by the Divisional Secretariat and the Divisional Secretary was the sender of the invitations. Due to the large number of trainings, SLIDA engaged local trainers from respective Districts to conduct the trainings together with SLIDA trainers. There were 20 local trainers and 5 SLIDA trainers, of which 7 were women (app. 30 percent).

The original plan was to carry out 2 simultaneous programmes per week in each District with 1 SLIDA trainer and 2 local trainers per programme, thus 8 programmes per week in both Provinces. However, this proved unrealistic due to public holidays and office hours of the officers. Consequently, the time line and work organisation was changed (refer to 3. Number of trainings and participants).

A 3-day trainer of training programme (TOT) was organised in Colombo to train all the trainers. This activity sought to give a complete orientation of the programme and also an opportunity to practise some sessions. Further, it was an opportunity for the trainers to get to know each other. SLIDA coordinated the TOT and performed most of the sessions whereas Enter-Growth mainly provided expertise on facilitation skills. The first two days were devoted to the training content and the third day for organisational matters and planning.

Enter-Growth assigned SLIDA to conduct this training programme but was actively involved, especially in the beginning, i.e. in design, pilot and TOT.

3. Number of trainings and participants

3.1 Number of trainings

As mentioned in chapter 2, the programme consisted of 2 days where Day 1 was planned to be conducted for all the targeted officers in all Divisional Secretariats and Day 2 in selected Divisions for some of the targeted officers. Initially therefore, 75 trainings were planned for Day 1 and 19 for Day 2. For different reasons, see below, only 70 of the Day 1 trainings were conducted. On the other hand, 3 more Day 2 trainings than planned were conducted.

Table 1. Day 1

District	Divisions	Day 1		Difference
		Target	Achievement	
Anuradhapura	23	23	21	-2
Polonnaruwa	7	7	7	0
Kurunegala	29	29	27	-2
Puttalam	16	16	15	-1
Total	75	75	70	-5

Table 2. Day 2

District	Divisions	Day 2		Difference
		Target	Achievement	
Anuradhapura	23	6	6	0
Polonnaruwa	7	2	2	0
Kurunegala	29	7	9	+2
Puttalam	16	4	5	+1
Total	75	19	22	+3

In Puttalam District, 15 out of 16 Day 1 trainings were held from December 2007 to February 2008. During the same period, 5 Day 2 trainings were held, though the original plan was only 4.

Table 3. Puttalam District

Divisions/Dates	December	January	February
Arachchikattuwa	3		
Chilaw	5		
Madampe	6,7		
Mahawewa	12		
Wennappuwa	13,14		
Nawagattegama	17		
Pallama	18		
Anamaduwa	19,20		
Naththandiya (Day 2 not held)		3	
Dankotuwa (Day 2 not held)		4	
Puttalam			18
Karuwalagaswewa			21,22
Mahakumbukkadawala			26
Kalpitiya			27
Mundel			28,29
Vanathavilluwa (Day 1 not held)			

In Kurunegala District, 27 out of 29 Day 1 trainings and 9 Day 2 trainings, 2 more than planned, were held. The pilot training is not included in this table.

Table 4. Kurunegala District

Divisions/Dates	December	January	February	March
Abanpola (Day 2 not held)	11			
Mallawapitiya	17			
Maspotha	18			
Kurunegala	19,20			

Bingiriya		7		
Paduwasnuwara (E)		8		
Paduwasnuwara (W)		10,11		
Alawwa		14		
Polgahawela		16		
Narammala		17,18		
Pannala		21		
Udubaddawa		23		
Kuliyapitiya W		24,25		
Giribawa			5	
Ehatuwewa			6	
Galgamuwa			7,8	
Rasnayakapura			12	
Kotavehera			13	
Nikawaratiya			14,15	
Weerabugedara				25
Bamunakotuwa				26
Kuliyapitiya E				27,28
Rideegama				25
Mawathagama				26
Ibbagamuwa				27,28
Ganewatta				25
Wariyapola				26
Polpithigama (Day 1 not held)				
Kobeigane (Day 1 not held)				

In Polonnaruwa District, the 7 planned Day 1 trainings and 2 Day 2 trainings were held. However, 3 Divisions did not attend the Day 2 (see below for explanation).

Table 5. Trainings in Polonnaruwa District

Divisions/Dates	January	February
Medirigiriya	9	
Hingurakgoda	10,11	
Welikanda		6
Dimbulagala		7,8
Elahara (Day 2 not held)	28	
Lankapura (Day 2 not held)	29	
Thamankaduwa (Day 2 not held)	31	

In Anuradhapura District, 21 out of 23 planned Day 1 trainings and the 6 Day 2 trainings were held.

Table 6. Trainings in Anuradhapura District

Divisions/Dates	December	February	March	April
Kahatagasdigiliya	17			
Rambewa	18			
Mihintale	19,20			
Nuwaragampalatha C		6		
Mahawilachchiya		5		
Nuwaragampalatha (E)		7,8		
Galenbidunawewa		26		
Ipalogama		26		
Palugaswewa		27		
Palagala		27		
Thirappane		28		
Kakirawa		28,29		
Galnewa			11	
Rajanganaya			12	
Thabuttegama			13,14	
Nochchiyagama			11	
Nachchaduwa			12	
Thalawa			13,14	
Horowpathana			25	
Kabithigollewa			26	
Medawachchiya			27,28	
Welioya (not held)				
Padawiya (not held)				

There were different reasons for the cancelled trainings. In respect of Padawiya and Welioya in Anuradhapura, it was due to security reasons since they are located near the conflict areas. Vanathavilluwa in Puttalam and Kobeigane and Polpithigama in Kurunegala were cancelled due to coordination and logistical problems. In Kobeigane, another programme coincided with the training since the officers decided to attend the pirth ceremony the night before and could therefore not make it. In the case of Polpithigama and Vanathavilluwa the dates were confirmed but poor follow-up by SLIDA resulted in that the District Secretariats had failed to make the necessary arrangements. Day 2 for 3 of the Divisions in Polonnaruwa, was cancelled due to a more delicate situation. The Grama Niladharis did not approve of the role play performed in Day 1, where a Grama Niladhari is one of the characters, and therefore left the room. After discussions, SLIDA, Enter-Growth and the Divisional Secretary decided not to conduct Day 2 for the time being. To make up for these cancellations, SLIDA suggested that the local trainers would perform without the SLIDA trainers and to conduct two

more trainings and invite the officers in the cancelled Divisions. However, these trainings never took place.

3.2 Participation

A total of 2,939 officers participated in Day 1 (including the pilot) and 441 also participated in Day 2. The largest group consisted of Grama Niladharis with 2,498 attending Day 1. The other 441 officers, attending both Day 1 and 2, were attached to the Divisional Secretariat, health authorities and Pradeshiya Sabhas.

Table 7. Participants divided by Day 1 and Day 2

District	Number of Participants	
	Day 1	Day 2
Anuradhapura	782	138
Polonnaruwa	245	27
Kurunegala	1378	212
Puttalam	534	64
Total	2939	441

Table 8. Participants per Division in Anuradhapura by Day 1 and Day 2

Divisions	Number of Participants	
	Day 1	Day 2
Kahatagasdigiliya	39	
Rambewa	26	
Mihintale	27	14
Nuwaragampalatha C	44	
Mahawilachchiya	21	
Nuwaragampalatha (E)	33	19
Galenbidunawewa	40	
Ipalogama	31	
Palugaswewa	32	
Palagala	43	
Thirappane	43	
Kakirawa	49	27
Galnewa	17	
Rajanganaya	21	
Thabuttegama	42	30
Nochchiyagama	43	
Nachchaduwa	29	
Thalawa	40	26
Horowpathana	55	
Kabithigollewa	55	
Medawachchiya	52	22
Total	782	138

Table 9. Participants per Division in Polonnaruwa by Day 1 and Day 2

Divisions	Number of Participants	
	Day 1	Day 2
Medirigiriya	38	
Hingurakgoda	37	13
Welikanda	28	
Dimbulagala	38	14
Elahara	36	
Lankapura	19	
Thamankaduwa	49	
Total	245	27

Table 10. Participants per Division in Kurunegala by Day 1 and Day 2

Divisions	Number of Participants	
	Day 1	Day 2
Abanpola	25	
Mahawe	55	
Mallawapitiya	35	
Maspotha	35	
Kurunegala	68	30
Bingiriya	38	
Paduwasnuwara (E)	29	
Paduwasnuwara (W)	61	21
Alawwa	50	
Polgahawela	75	
Narammala	48	25
Pannala	62	
Udubaddawa	46	
Kuliyapitiya (W)	39	25
Giribawa	47	
Ehatuwewa	36	
Galgamuwa	48	17
Rasnayakapura	30	
Kotavehera	35	
Nikawaratiya	41	18
Weerabagedara	40	
Bamunakotuwa	50	
Kuliyapitiya (E)	63	25
Rideegama	81	
Mawathagama	62	

Ibbagamuwa	79	25
Ganewatta	50	
Wariyapola	50	26
Total	1378	212

Table 11. Participants per Division in Puttalam by Day 1 and Day 2

Divisions	Number of Participants	
	Day 1	Day 2
Arachchikattuwa	24	
Chilaw	51	
Madampe	49	22
Mahawewa	33	
Wennappuwa	45	10
Nawagattegama	16	
Pallama	24	
Anamaduwa	14	7
Naththandiya	51	
Dankotuwa	60	
Puttalam	30	
Karuwalagaswewa	38	12
Mahakumbukkadawala	24	
Kalpitiya	50	
Mundel	25	13
Total	534	64

4. Evaluation by the participants

At the end of each day, the participants filled out an evaluation (see copies in annex). They were asked to indicate their responses in the following areas.

- A. Knowledge of the subjects and skills gained
- B. Relevance and usefulness of training content
- C. The effectiveness of training methods
- D. Other comments and suggestions

Generally, the participants evaluated the programme positively. There were only a few disagreements. Due to the small variations in these evaluations, the grades “fully agree”, “agree”, “partly agree” were added up and averaged. This gives a very positive picture but one should keep in mind that “partly agree” includes people who also to some extent disagreed.

Table 12. Evaluation summary of Day 1

	% General Agreement (Partly Agree/Agree/Fully Agree)			
	Anuradhapura	Polonnaruwa	Kurunegala	Puttalam
Gained knowledge of subjects, and skills	78	87	87	92.5
Can now perform better	91.5	90	94	97
Training content useful and relevant	90	92	93	80
Training methods effective	91	93	92	91

Table 13. Evaluation summary of Day 2

Comments	% General Agreement (Partly Agree/Agree/Fully Agree)			
	Anuradhapura	Polonnaruwa	Kurunegala	Puttalam
Gained knowledge of subjects, and skills	78	91.5	91.5	98
Can now perform better	99	97.5	97.5	96
Training content useful and relevant	100	93.5	87.5	88.5
Training methods effective	83	99.5	92	92.5

Some of the major points from the comments and suggestions box are summarised as follows:

- They were satisfied with the training and should be repeated periodically. They learned the value of building officer/customer relationships.
- There must be more inclusiveness in the selection of participants. Many felt that all relevant parties were not included.
- There must be better co-ordination of the regulatory services at Divisional level.
- There must be services and awareness created among entrepreneurs at village level.
- They need more training in computer based activities connected with their services.

5. What was achieved and not achieved

As mentioned in the introduction, this report is written by SLIDA and consequently this chapter on what was achieved and not achieved reflects SLIDA's opinions and analysis.

The overall purpose of the 2-day training programme was to improve the business regulation services provided to small enterprises and to make the regulatory procedures and their implementation more efficient. The specific objectives were to:

1. improve the public officers' customer orientation and understanding for MSEs.
2. increase their technical skills.
3. give better understanding of other authorities in the regulatory procedure and to establish relationships between different authorities in the implementation procedure.

One indication that the objectives were achieved is the evaluation result of the participants. Below is a more elaborate analysis of how the objectives were achieved.

5.1 Improved customer orientation and understanding for MSEs

The training on customer orientation was very practical and gave examples of how to act in a customer oriented manner and why this is important.

The main achievement in this respect is the recognition of the importance of customer orientation. Prior to the training, the participants took for granted that the way they dealt with their customers (MSEs) was "normal". For example, the Grama Niladharis presented themselves as part of the village community since they live there and people have access to them "any time". However, during the programme they realised that this is a very important area requiring their attention. This session included a role play. An encouraging sign of increased understanding for the concept and how in practice to be customer oriented was the participants' own creation of role plays depicting scenes of weak customer orientation as well as good customer orientation. A majority described the session on customer orientation as the most interesting one.

In addition, the business registration and licensing manual, including customer orientation guidelines at each stage of the process, was distributed to all participants. The general reaction to this manual was positive.

Regarding an increased understanding for MSEs, the training programme highlighted both the constraints and problems that MSEs are facing and their important contribution to the local economy. The high incidence of informality was elaborated on and the trainers presented information from previous research on why MSEs are not registered, why they would consider registering and how the public officers could make MSEs register. For this purpose, a leaflet targeting non-registered enterprises and outlining the advantages of being legally established as well as how to go about it, was produced for

the training programme, by Enter-Growth. The leaflet was presented during the training so that the public officers could disseminate this to MSEs.

5.2 Increased technical skills

Technical skills in this respect include the regulation and its implementation process as well as the legal bases underpinning these. The programme achieved the objective of increasing the required technical skills by addressing this need in an organised manner.

The assessments previous to the training programme, highlighted the fact that public officers do not always have an overview of the complete process, including all the different steps necessary for the enterprise to take. To address this, SLIDA produced a new manual for business registration and licensing as well as a process chart, which was used in the programme. The manual included all the steps of the process and also how to deal with the enterprise in a customer oriented manner in each of these steps. The manual and chart were used in both Day 1 and 2 as tools to increase the technical skills and they were also distributed to all the participants. If used, these tools can increase the technical skills of the public officers and make the implementation more uniform and customer oriented.

In Day 2, the technical part was dealt with in more detail than Day 1 and a thorough exercise on the complete procedure of the business registration and licensing was conducted. This gave a better overview of the process and all the authorities that are actually involved in the process. SLIDA had also developed a business registration database to be used by all the business registration and licensing officers, which was demonstrated Day 2. However, as elaborated on in chapter 6, the database was not installed in the Divisions as planned.

5.3 Understanding of other authorities and establish relationships between the authorities involved

Through the process chart of business registration and licensing as well as the detailed group exercises Day 2, the participants became more aware of the role of other authorities in the process. Before they had thought of their own task as an isolated procedure as opposed to being part of a process. The session on the big picture increased their understanding for the total process in order to serve the people better.

Through discussion of experiences the participants realised that there was space for relationship building and working together. According to the participants, one major challenge to – and an opportunity for – relationship building is the creation of more institutions, a result of macro level decisions over which they have no control. This results in overlaps and unclear roles and responsibilities. However, during the discussions, the participants realised the importance of working together, and that centralised power and authority are the least important factors in making it happen.

The training programme itself was viewed as an opportunity for officers from various authorities to share experience and knowledge and building relationships. The majority of the participants belonged to the Central Government and a smaller group to the

Provincial Government and Pradeshiya Sabhas. At the training programme, they had a chance to clarify and explain matters for each other and clear things out.

Another important achievement was the acceptance by the Pradeshiya Sabhas of the invitation from the Divisional Secretaries to this training programme. Many of the participants brought up the fact that the relationship between the Pradeshiya Sabhas and the Divisional Secretariats should be improved. Some Revenue Officers sought assistance of Grama Niladharis in the process of business licensing, and pointed out that there was provision for payment of financial incentive for the service performed.

The interest in building relationships among authorities was also manifested in the various suggestions made – committee system, information sharing, village level secretariats, social get-togethers, and field days with relevant officers at the village level, bringing back village community leaders to work together with the Government officers.

According to the participants, the conditions in the areas remote from the town centres, facilitate relationship building due to limited facilities. In such areas, particularly in the “affected areas” (conflict areas), the different institutions seem to be better integrated.

6. Business registration and licensing database

6.1 Present status of the software

One of the important issues brought up in the assessment was the presence of different versions of the same form as well as procedures and fees for the same regulation and also, the absence of forms for applicants. Therefore, the stakeholders suggested introducing a common electronic format for business registration and licensing. This would also improve the filing system since manual filing is costly in terms of time. In accordance with this, SLIDA suggested developing a common database for the Divisional Secretariats and the Pradeshiya Sabhas. This database would enable an electronic entry of each application and would include all the necessary forms and information about the procedure. Also, the database would produce the approval/certificates and have a report function. When infrastructure allowed, sometime in the future, the system could be amalgamated by way of electronic linkages. During the development phase, the following activities were undertaken to design and develop a database that would be installed in individual offices at the local level.

Divisional Secretariat level:

- Designed and tested a database for business registration and generation of certificates
- Designed common electronic forms for the database
- Conducted training on maintaining the database in the pilot Divisions
- Demonstrated the database at the 2-day training programme
- Developed a user manual that was distributed at the training programme

Pradeshiya Sabha level:

- Designed and tested a database to record existing enterprise details and generation of letters
- Designed common electronic forms to collect information on enterprises
- Designed common electronic letter on obtaining the annual license
- Conducted training on maintaining the database in the pilot Divisions
- Demonstrated the database at the 2-day training programme
- Developed a user manual that was distributed at the training programme

6.2 Response during the training programme

At the training programme, the first version of the database was demonstrated on the wide screen and discussed with the participants for feedback. The user manuals were distributed. The database was of particular importance to the subject clerks at the Divisional Secretariats and the Pradeshiya Sabhas. It was therefore announced that SLIDA intends to give such practical training to the relevant officers.

The response from the participants was encouraging, which showed the importance for this database. An interesting response was the expressed desire from Grama Niladharis to have computers in their offices. At least to some extent this may be a result of the awareness of more computerised procedures in the future. Some suggested introduction of easy-payment-schemes for them to purchase computers!

During the programme, the database was pilot tested in 2 Divisional Secretariats and 2 Pradeshiya Sabhas – one in the NWP and one in the NCP.

6.3 Follow-up activities

The two main follow-up activities are a) hands-on training to the officers directly involved in business registration and licensing, and b) installation in their offices.

Hands-on training: SLIDA has already agreed to provide this training. One solution would be to explore the possibility of using the District facilities available instead of doing the training at SLIDA in Colombo. SLIDA management responded positively to this suggestion and the Provincial authorities would be contacted and necessary steps would be taken.

Installation: SLIDA is confident that once the officers are trained, they will be able to install and maintain the system. For problems, SLIDA would open a line to ensure help available. A CD will be provided to each institution.

Timing and participants: The participants expressed hope that they would get the system and the relevant training early. They suggested that at least one more officer from both Divisional Secretariat and Pradeshiya Sabha are trained.

The timing and facilities would have to be organised in consultation with the authorities. SLIDA hopes to conduct the training in June 2007. Assuming the availability of a facility

at a District capital with 20 computers, and deployment of 3 participants per computer, it would be possible to train 120 personnel within a day – 60 in the morning and 60 in the afternoon. The morning session would be open for those in the adjoining District in the Province. The afternoon session will be for those within the District. SLIDA would provide a trainer. The local trainers would be invited to the training as observers.

7. Lessons learnt, limitations and what changed during the course

In general, the training programme may be described as a practical training for grass-root officers. The training was designed according to an identified need and focused on a specific group of officers on local level.

The training manual and fixed training structure gave an advantage over management and administration as well as assuring uniformity of the programme. There was no “freedom” in the sense that the individual trainers could not change the content or how to deliver it. The absence of freedom served as an effective management tool of controlling possible variations that may occur at the hands of the individual trainer. At the same time, the training manual gave some flexibility to the trainers to adapt to the participants response and interest. Thus, despite the fixed structure, there was freedom within the programme for the trainers to move between the topics.

The evaluation sheet also made the feedback from participants easy to compare and to evaluate the training package as a whole. This allows for structured improvement of the programme.

The training emphasised the importance of paying attention to implementation of regulations. Most programmes would have defined the people, in this case, the micro and small enterprises as the problem. This programme instead envisaged that improving the regulatory environment would have a significant bearing on private enterprise development. To incorporate the many small enterprises who operate outside the formal system would alone be a significant contribution.

The decision to conduct the training in the Divisions proved to be positive. The place was familiar and accessible for the participants. The programme was so organised that the Divisional Secretary was involved in the opening session and in the concluding session, and in between as time permitted. Generally, the Divisional Secretary would invite the trainers to share the lunch break. There were many occasion where the Divisional Secretary would volunteer to assist in the programme in various ways. In general, the Divisional Secretaries were enthusiastic supporters of the programme.

The programme also cemented an already good relationship between SLIDA and the Divisional Secretariats and it brought SLIDA closer to the village level. It also improved the relationship between the Divisional Secretariats and the Pradeshiya Sabhas. The presence of SLIDA was definitely important.

The training was also a boost for the target group, especially Grama Niladharis who were given the opportunity to contribute. They commented that they have never been given this type of training opportunity and therefore felt more important than before.

The first few trainings began on a Monday. It turned out to be the field office day of the Grama Niladharis. Therefore, not wanting to inconvenience the villagers, the subsequent programmes excluded Mondays. The normal office day of the Divisional Secretariat is Wednesday. The authorities allowed for the programme to be conducted on Wednesdays, and SLIDA agreed to make way for the Divisional Secretary to address them should there be a need.

Finally, a lesson learnt from this exercise is that practical interventions yield quick results and are more productive than elaborating long-term plans and theoretical approaches at policy and senior administrative levels in order to deliver government services to the people who are in most need of them. This project opens a way for SLIDA to play a more productive and practical role to improve the capacity and service of the administration at the Divisional and local levels so that they can better help micro and small enterprises to increase income and quality output.

8. Recommended next steps

Further expansion of the training concepts and approaches could lead to the development of a practical and immediately needed policy implementation support at the grass-root level.

SLIDA may work with other authorities to conduct the present programme elsewhere in the country. SLIDA could assume a coordinating role and perhaps TOT programmes similar to the one conducted. It would also be convenient for SLIDA to conduct it at its own premises now that there are several SLIDA officers who took part in the programme.

Priority should be to give the relevant participants hands-on training on the database developed. This should be done at the District level. Support from the Provincial training authorities may be sought. The database may be connected with the Provincial capital electronically.

Further, interest shown by the participants, particularly the younger ones in getting involved in self learning, particularly in the field of e-governance, must be underscored. The inevitable need for computer applications in modernising government service delivery needs to be backed up by a more formal approach. SLIDA can play a crucial role in supporting Provincial and Divisional and Local Governments in this strive.

To incorporate the informal sector with the formal sector as well as building better relationships and networking between the authorities are complex areas. Research may be conducted both as a way of monitoring the impact of the intervention as well as documenting the initiatives.

The comprehensive certificate course being developed with technical assistance from ILO, offers opportunities for engaging public officers at various levels to contribute to a sustainable pro-poor enterprise development approach.

Annexes

Evaluation sheet
Terms of Reference

**Participatory Training for Improving Capacity to Deliver Business
Regulatory Services for Pro-Poor Development**

Evaluation sheet Day 1

1= I absolutely do not agree, 2 = I do not agree, 3 = I partly agree, 4 = I do agree, 5 = I absolutely agree, 0 = I have no opinion

No	Question	1	2	3	4	5	0
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Knowledge on the subjects

1	These concepts and subjects were something completely new for me						
2	The training has increased my technical skills on business regulations and licensing						
3	What I have learnt from the training will help me to better perform my responsibilities regarding business regulations and licensing						

Training contents

4	The training gave me a clear idea about the MSEs and their situation						
5	The training gave me a clear idea about customer orientation and how to improve relationships with the MSEs						
6	The training gave me a clear idea of why business registration and licensing is important						
7	After the training I am able to use the business registration leaflet						
8	The training gave me a clear idea about building relationships between different authorities						

Training methods

9	The organisation of the training was very good						
10	The trainer used different methods to communicate the contents						
11	I was able to bring in my own ideas and comments						
12	The group exercises and role plays helped me to get a better understanding of the contents						

No	Question	1	2	3	4	5	0
13	The Powerpoints were easy to understand and well structured						

14	Handouts and other materials were sufficient							
15	Altogether, I found the training easy to follow and interesting							
16	The trainers have satisfactory training skills							
17	The trainers have satisfactory subject knowledge							

Some comments, suggestions about the training contents, methods, organisation, the trainer – or anything else:



Terms of Reference
Better implementation of business regulations
2-day training programme for public officials

1. Background

Enter-Growth supports the implementation of the Government of Sri Lanka's strategy for poverty reduction and the generation of quality employment for women and men through an integrated micro and small enterprise development programme that targets four Districts with a high incidence of poverty, Kurunegala, Polonnaruwa, Anuradhapura and Puttalam. One of the aims of the programme is to improve the business environment.

One part of the business environment is the regulations implemented by public sector. In order to make regulatory procedures more efficient and to improve the services provided to small enterprises, local stakeholders agreed to collect information regarding regulations affecting enterprises. For this reason, Enter-Growth together with SLIDA and Kurunegala District conducted a pilot needs assessment in Kurunegala District of training and other needs for better implementation of business related regulations. The assessment will be followed up by validation workshops in Polonnaruwa, Anuradhapura and Puttalam Districts. The next step is to carry out a training programme for the public officials in all the four Districts.

2. Overall objective and purpose

The overall purpose is to improve the business regulation services provided to small enterprises and to make the regulatory procedures and their implementation more efficient.

3. Specific tasks

The specific task is to conduct training for public officials implementing business registration and licensing. The assignment will be carried out in close collaboration and consultation with Enter-Growth.

From the needs assessment, SLIDA has identified two main problems for the public officials implementing business related regulations:

- The public officials do not possess enough skills to undertake their own responsibilities to full satisfaction. In addition, they do not have sufficient

- knowledge about the roles and functions of other official agencies related to the regulations they implement.
- The forms, procedures and fees are different at different authorities.

Therefore, one of SLIDA's recommendations is a two-day on-site training with the objective to make the implementation of business registration and business licensing more efficient. The training should be designed so that it will:

- Increase the technical skills of the public officials. The training should give the officials a clear and consistent understanding of the regulatory procedures as well as why business registration and licensing are important. It should also cover the importance of data and record keeping.
- Improve the customer orientation and especially the appreciation and understanding for MSEs. In order to do so, the training must include sessions that increase the awareness of MSEs and improve the communication skills.
- Give the officials better understanding of the other authorities in the regulatory procedure. The training should describe the big picture regarding the regulation and its procedure so that the officials can refer to other authorities.
- Establish relationships between different authorities being part of the implementation procedure for a certain regulation. The training must encourage networking and coordination between institutions and the training event itself will be a place where public officials from different authorities will meet.

The training must be carried out in an interactive and participatory manner with a combination of lectures and practical sessions. The training should also allow for experience sharing and give best practice examples. Prior to the training, information about the regulatory procedure will be collected to create uniform manuals/maps/practical instructions, which will be used in the training programme (not part of this terms of reference).

The target group for the training is public officials in the four Districts, involved in the implementation of business registration and business licensing:

- Grama Niladhari
- Accountants/subject clerk DS division (responsible for business registration)
- Licensing officer at Pradeshiya Sabha
- PHI
- MOH
- Environmental officers (District/Provincial level)
- Forest Department (District level)

The training should also involve the Divisional Secretaries even though they might not take part directly in the training programme.

SLIDA will be responsible for designing and managing the training for all the Divisions in the four Districts (app. 75 Divisions). A pilot training will be conducted in Kurunegala, which will allow for changes and improvements before carried out in the other three Districts. The identifying and inviting of the participants will be done in close cooperation with the District Secretaries and Chief Secretaries. Since the training programme

involves a large number of participants, SLIDA needs to train people in the District prior to the training who will function as resource people.

4. Deliverables

SLIDA will provide Enter-Growth with the following:

1. A proposal (prior to the assignment) with a detailed action plan, method and budget.
2. Detailed design of the two-day training programme for public officials responsible for business registration and licensing, both pilot training programme design and revised design.
3. Report from the training programmes, including how it went and recommendations for improvements.
4. A final training programme design including course material, manuals, etc.

5. Time frame

(Tentative)

12-13 November Pilot training

19-21 November ToT

3 December Training programme starts

30 February Report