How a Line Ministry Can Become a Learning Organization
Dear colleagues

Our aspiration in the last years has been to support individuals, teams and line ministries as institutions in learning and leading change, especially through structural reform planning, costing and budgeting. We want to inspire public officials to shape their institutional responses, contributing to making South East European (SEE) economies more successful and societies fairer.

For a decade, we have been working closely with line ministries in supporting capacity development of their officials through learning and knowledge sharing initiatives. We are convinced that the model of a learning organization is beneficial for line ministries in the Western Balkans and Turkey. It can significantly help them build formal and informal networks for collaboration across governments, especially through their involvement in the Economic Reform Programme (ERP) preparation process.

With this publication, we explain how the CEF’s methodology of becoming and being a learning organization has dramatically strengthened our own base. It has eventually led to organizational growth and an increase in the overall scope, quality and impact of our activities. We share recommendations on how to embark on a journey of becoming a learning organization and start practicing principles that foster learning and knowledge sharing culture.

We present the building blocks of a learning organization. We hope it will enable ERP coordinators and their teams, as well as other institutional leaders from line ministries, to “continually expand their capacity to create the results they truly desire, where new and expansive patterns of thinking are nurtured, where collective aspiration is set free, and where people are continually learning to see the whole together.”1 In turn, they will strengthen their intra- and inter-institutional coordination as well as leadership skills centered around the effort to bring new thinking to designing structural reforms that support green, smart and fair economic growth.

Working together, we are looking forward to supporting ERP team members who are closely involved in negotiating, planning and coordinating the ERP process. We aim to help them achieve their objectives by making the best use of knowledge management principles in their teams and institutions.

Your CEF team

Visual Summary by Mireille van Bremen, www.thevisualcatalyst.com

Supporting line ministries in becoming learning organizations

Learning organization is an institution where “people continually expand their capacity to create the results they truly desire, where new and expansive patterns of thinking are nurtured, where collective aspiration is set free, and where people are continually learning to see the whole together.”

Knowledge is the capacity (potential or actual) to take effective action in varied and uncertain situations.

Explicit knowledge is articulated, codified, stored and readily transmitted to others. It is more accurately and formally articulated, although removed from the original context of creation or use.

Tacit knowledge is (hard to express) knowledge that resides in people’s heads. It is subconsciously understood and applied, difficult to articulate, developed from direct experience and action, and usually shared through highly interactive conversation, storytelling and shared experience.

Experiential knowledge resides in people’s heads (including knowledge derived from experience) but can be converted into explicit knowledge through a process of documentation and capturing. It is a mix of explicit and tacit knowledge.

Knowledge hub is an institution that has developed capacity to capture, package and share broad or very sector-specific experience with external partners to accelerate reform processes.

Knowledge capturing is the process of converting tacit or experiential knowledge into an explicit representation, whether in a spoken or written, printed or online format. This can be done in focus groups, after-action reviews, storytelling, observation and listening, knowledge engineering (model creation), discussion groups, and so on.

Knowledge packaging includes filtering, editing, searching, curating and organizing pieces of knowledge. It usually involves a careful understanding of what has been already documented and representing it in a user-friendly format.

Knowledge sharing is a subset of knowledge management, encompassing the exchange of knowledge within and across organizations. Although it can be one-directional, knowledge sharing in most cases is a two-way or multilateral exchange in which people learn from each other. Knowledge sharing is more than mere communication.

Knowledge management is a systematic approach to help information and knowledge emerge and flow to the right people, at the right time, in the right context, in the right amount, and at the right cost, so that they can act more efficiently and effectively.

Becoming and being a learning organization is a mission. It is our mission to best serve our constituency, and it is becoming an important one for many public institutions that we serve, too, including line ministries in the Western Balkans and Turkey. We at the CEF have experienced it ourselves.

Through the years we have changed ourselves and our environment, and have become a leader in applying people-centered learning approaches. Our own organizational culture, leadership style, operations and communications have helped us gain knowledge and skills on how to become and function as a learning organization. Through this living experience of becoming a learning organization, we have learned to support also other institutions in becoming learning organizations.

Our aspiration is that all ministers, state secretaries, secretaries-general, human resource (HR) departments, communications departments, ERP teams, and other leaders from line ministries take the step forward and bring their institutions further in becoming learning organizations. Their mandates are complex, intertwining and multifaceted. In such a setting, they need to be the leaders of change who operate flexibly and find new ways to function and engage with the civil, academic and business sectors. Here, knowledge of organizational learning and knowledge management can help them gain capabilities to cope with the daily challenges.

In the next few pages, we will explore what it takes for a line ministry to become and be a learning organization. We will use the CEF’s methodology of six building blocks: (1) governance and culture; (2) funds for learning and knowledge-sharing; (3) partnerships; (4) knowledge capturing, packaging and sharing; (5) communication about learning; and (6) monitoring and evaluation. After sharing our experiences, we invite the reader to think and reflect on their own practices through several guiding questions. We conclude with how to embark on a journey to become a learning organization.
BECOMING A LEARNING ORGANIZATION

GOVERNANCE AND CULTURE

Becoming a learning organization cannot happen without a supportive culture and a proper knowledge management governance model. Knowledge always begins and ends with people, while technology and processes serve as enablers. Culture is the values, beliefs, norms and assumptions shared among members of the same group, team, unit and/or organization. If the values of knowledge sharing and continuous learning are not shared among all employees, it will be difficult for an institution to transform into a learning organization.

To overcome knowledge sharing challenges, we suggest for organizations to grow a knowledge sharing culture by:

• Developing a clear knowledge sharing and learning vision through a compelling purpose statement that everyone can understand and relate to, and that aligns with the institution’s strategy. It should support individual development (skills and competencies) and innovation, and improve the quality of decision making at all levels.

• Encouraging leaders to walk the talk. To gain credibility among employees, leaders must be engaged and lead by example. They need to regularly show that they learn and share knowledge, and also support the need for everyone else to learn and share knowledge. They should establish supporting policies and allocate adequate resources for knowledge sharing and learning activities. In addition, they should regularly acknowledge and recognize knowledge sharing behavior.

• Recognizing and rewarding good practice. A lot of knowledge sharing and learning initiatives would easily meet their objectives if employees saw “what’s in it for them”. Most employees expect to be recognized (and some potentially rewarded) for their knowledge sharing behavior and actions. Many non-financial mechanisms can be used to provide such recognition, like recognizing the best knowledge sharer of the month or using any other form of gamified mechanisms that can help people feel recognized by their peers.

• Making it engaging. Knowledge sharing and learning activities can be perceived as fun and meaningfully time-consuming tasks. Gamifying processes (collecting points, badges, achieving recognition levels) is a good way to encourage employees to compete against each other or to achieve higher goals. You can also simply make your events playful and engaging, so that your employees feel energized and unleash their creativity. Designing work environments (physical and/or online) that support knowledge exchange and learning opportunities also leads to fostering collaboration, knowledge flows and innovation.

• Communicating, communicating, communicating. Communication is key to help employees adopt the above practices. Through open communication, they can build a safe space to trust one another and grow as individuals, teams and institutions.

Such culture transformation must happen at all levels (individual, teams, and institutional). And it needs to be reinforced by a governance model that provides structure and supports the knowledge sharing and learning strategy.

HOW DO WE DO IT AT THE CEF?

Being a learning organization means synergy among the CEF governance bodies and staff members. Our governance, organizational structure and work distribution are determined by our vision, mission and values. We are developing a culture based on principles, conducive to sharing ideas, experiences and lessons learned. This involves new attitudes and behaviors: promotion of a coaching and mentoring culture, open-minded questioning, thoughtful listening, consideration of multiple options, and acceptance of opposing points of view.

We also promote a flexible, agile work environment. We adjust our office spaces and online collaboration tools to stimulate focus, inspire collaboration, and reflect our evolving organizational culture. The CEF learning space positively impacts the learning outcomes of the participants. That is why we continuously invest in equipping our classrooms with modern devices, and our online learning campus is adaptable to the needs of learners and knowledge sharing modalities.

HERE ARE SOME EXAMPLES:

• Leadership fosters learning and knowledge sharing on all occasions.

• CEF operations reflect the learning and knowledge sharing activities too. We design most of our processes organically and collaboratively to keep a balance between structured solutions and space for creative thinking that all team members are comfortable with.

• We consider CEF members as knowledge providers for the rest of the team. We support learning as it happens, through active involvement in co-solving problems, peer conversations, reflecting on what worked well and what did not, self-study, mentoring, and use of collaboration platforms (e.g. quarterly project meetings, internal knowledge sharing sessions, review meetings).

• Even our strategy development has been a collaborative effort - we recognize the importance of linking learning with our vision, mission, values and behavior. We build feedback loops and continuously revise the set objectives.

• Every year, we survey how we see our work environment and jointly review the results and identify opportunities for improvements. Every team member is encouraged to participate in specific change initiatives and propose new ones to improve the way we work towards achieving our strategy.

WHAT CAN YOU DO?

Think about the questions below:

• Do we have a vision of ourselves as a knowledge sharing and learning organization?

• How can our leaders and managers foster knowledge sharing behaviors?

• What are we doing to move away from the perception that “knowledge is power” to “knowledge sharing is power”?

• Is knowledge sharing and collaborative behavior recognized (and rewarded) and institutionalized?

• Are roles and responsibilities for knowledge sharing and learning clearly defined?

• Are we offering engaging knowledge sharing and learning activities?

• How do we systematically communicate through various channels the importance of knowledge sharing and learning?
Well-planned resources for learning are an inseparable part of organizational learning. Financing is needed to properly support and sustain a knowledge and learning strategy. It also echoes the supporting engagement of institutional leaders toward becoming a learning organization.

Expect the largest budget cost (and efforts) to be allocated to people (~70%) followed by processes (~20%) and technology (~10%). Initial funding usually comes from the institution’s central budget, which allows more focused coordination of spending across departments. As they become more and more engaged, they may request an additional dedicated budget for their department. Budgets can also come from a mix of supporting departments like HR and IT.

Funding is often internal but could also be external like public-private partnerships, donor funds, or developing new business models to provide knowledge (solutions) as a service.

The financial investment in organizational learning does not need to be high, as many of the learning opportunities can be obtained free of charge. However, it is important to plan learning and knowledge sharing investments based on each employee’s needs. A learning organization is characterized by its resilience in times of crisis, and this is the payoff of years of investment in knowledge sharing.

**HOW DO WE DO IT AT THE CEF?**

- We regularly allocate an indicative annual budget for learning, used in line with the learning plans for each employee, as well as for other activities that we implement as a learning and knowledge sharing organization (see Block 1).
- Some of the knowledge sharing sessions with external guests also need a budget and therefore we establish an annual plan for these sessions. For internal knowledge sharing sessions, the CEF staff also invests time and resources that we keep track of.
- CEF members are invited to contribute to the CEF learning and knowledge sharing program (financially and free of charge).
- We have learned that with a small but well-planned budget and a lot of creativity and team work, the office space can be transformed and serve as a resource of creativity and team collaboration.

**WHAT CAN YOU DO?**

- Do we have an adequate and sustainable budget to support knowledge sharing and learning activities?
- Does our budget take into consideration the 70% (people), 20% (process) and 10% (technology) resources/efforts needed?
- Have we considered external funding alternatives to support our knowledge sharing and learning activities?
- How much time do we allocate to learning and knowledge sharing in our jobs?
We nurture mutually beneficial partnerships with institutions similar to us, academic partners and international organizations, with whom we exchange practices, and design and deliver joint activities.

We are strongly connected with our constituency institutions. We are an important learning and knowledge sharing partner for ministries of finance, line ministries, tax administrations, central banks, and others.

We see partners rather than project beneficiaries, and we organize honest and open discussions on their weaknesses, distinguishing between lack of skills and lack of coordination, while acknowledging also their strengths. We learn immensely from these conversations. They help us gain knowledge of the topics, learning formats and projects needed.

We strive further to facilitate the establishment of various communities of practice and networks, like CEF Coordinators, ERP Coordinators, an online community of finance and line ministries finance officials, and so on.

We actively include our partners in knowledge capturing and feature their stories as Voices of Partners on the CEF website.
There is a lot of knowledge that resides in each institution. It needs to be captured (documented), appropriately packaged (in a learning event, knowledge product, or similar), and shared internally or externally. Identifying tacit knowledge and turning it into explicit knowledge is an important step for every team and institution. We look into whether an institution understands the knowledge it has and the knowledge it needs.

Based on the World Bank OKS approach, we need to first identify what knowledge is critical to our current and future activities. Are we searching for more efficient funding of health services, a system of monitoring the pension system effectiveness, or do we need knowledge of procurement systems in transport infrastructure development? Knowledge solutions that offer support in these questions can be considered critical and could be used as a starting point of our knowledge capturing journey. Teams could try to identify and map such type of knowledge and who owns it, so that it can be captured during the next step.

When it comes to knowledge capturing, various approaches can be used: interviews of experts (written and/or video), focus groups, after-action reviews, storytelling, observation and listening, knowledge engineering (model creation), and discussion groups. We recommend that knowledge capturing sessions are facilitated.

Once captured, the knowledge will benefit from being validated before being disseminated. Different approaches can be used for validation: validation committee, external expert review, self-review, peer review, crowd-sourced review, and so on.

Once the knowledge content has been validated, it is important to format it so that it can be easily understood and retrieved. For example, various templates exist for lessons learned that can be used to structure experience sharing in sections, like: What was the context and challenges associated with this knowledge? What solutions and actions were undertaken? What were the results? What lessons can be learned? This may also include recommendations for applying the knowledge in practice.

Once the critical knowledge has been captured, validated and formatted, it needs to be disseminated. Many channels suit for that: learning initiatives (workshops, conferences, online courses, webinars, blended learning events), knowledge repositories (case studies, value creation stories, books, brochures), communities of practice, knowledge sharing sessions, and others. Using multiple of them can help increase the chance that the knowledge will reach more people.

Knowledge needs to flow to fully deliver its value. Using multiple of them can help increase the chance that the knowledge will reach more people. For example, every year, an automatic e-mail could be sent to the knowledge owners/creators, asking them to review the previously captured knowledge and validate its accuracy and up-to-dateness.

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Finally, the acquired knowledge will have to be applied in daily work and also maintained over time to make sure it remains relevant and up-to-date. For example, every year, an automatic e-mail could be sent to the knowledge owners/creators, asking them to review the previously captured knowledge and validate its accuracy and up-to-dateness.

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Facilitating organizational learning and knowledge sharing starts by identifying “what’s in it for me” for each employee, team and institution. It creates a safe space for the flow of information and knowledge exchange. Communication about learning looks into how an institution communicates internally and externally.

Branding and communication are very important for a successful organizational transformation to knowledge sharing and learning culture. Regular messaging and communication campaigns should be conducted to raise awareness of the need for knowledge sharing and learning. Communication campaigns help reinforce the desired behaviors and increase engagement. Every meaningful achievement, success story and achieved milestone needs to be celebrated and recognized. It is also useful to organize regular events around knowledge exchange and learning activities, knowledge fairs, knowledge markets, and so on.

COMMUNICATION ABOUT LEARNING

Over the years, we have been making every effort to continuously find optimal ways for curating and communicating the information that is “right on time” and “tailor-made” for our own internal use and external audiences. We have been adding our voice on why particular content matters, and we have been sparking ideas and giving space for further engagement that may lead to the development of better practices for the future. These efforts go beyond simply gathering information and presenting it in reports or sharing links to interesting resources and data. Our communication activities have been tailored around having our target audiences recognize the answer to the question “what’s in it for me” (WIIFM).

We have been raising our visibility as a learning organization, illustrating the immediate impact and long-term results of our work as well as showcasing the region’s successes through different channels and tools: social media accounts, website, publications, CEF Learning Blog, and other communication channels. We have developed the skills to tell stories about learning and changes in the region that lead to structural reforms. As such, communication has become an embedded element of learning and knowledge sharing for us.

HERE ARE SOME EXAMPLES:

- We have internal systems for communication on various platforms (Microsoft Teams, intranet, etc.) where we share the agendas of designed events, learning opportunities outside the CEF, important news or findings from our learning events, or simply readings that can be beneficial for our work.
- We have been diversifying our communication channels where we promote learning and knowledge sharing. Some examples are social networks to connect (with) people (Facebook and LinkedIn), micro-blogging tools (Twitter, Exposure), YouTube for videos, and Instagram for photos.
- Our newsletters are not only a promotion of our activities but they also contain resources on the learning process.
- We have developed our skills to tell stories about learning and changes in the region that lead to reforms. We have been leveraging both social and digital media to tell these stories and integrate them into our future learning initiatives. The CEF Digital Stories are a successful example of that.

HOW DO WE DO IT AT THE CEF?

Think about the questions below:

- Do we have a clear communication plan, with a clear message that addresses “what’s in it for me” and what behaviors are expected (for all audiences and stakeholders)?
- Do we use different communication channels (formal and informal, digital and traditional, internal and external)?
- Do we use storytelling techniques, so that everyone can easily imagine how they could apply similar approaches in their context?
- Do we organize regular fun and engaging knowledge sharing and learning events?
- Do we regularly report on the progress and success of our learning organization journey?
- Do we publicly recognize and reward employees who have made some impactful contributions?
- Do we promote the use of tools and technologies that support collaboration and knowledge flows?
- Are we being creative and do we use humor in our communication campaigns?

WHAT CAN YOU DO?
Understanding the causal chain that links investment in knowledge sharing to new ideas and institutional growth is complex. It requires investing in understanding and management. Yet, the typical challenge with learning and knowledge sharing is that it is not easily quantifiable. It does not typically happen linearly but rather reflects connected cycles.

Monitoring and evaluation are always important to see if and how progress in the capacity development of an institution is achieved. Alignment with the institutional strategy and other important documents can show if individuals, teams and institutions have managed to avoid knowledge risks that relate to human, technological and operational categories. This opens another cycle of knowledge creation.

As we well know, “What can be measured is not always important! What is important cannot always be measured!” Consequently, we need to be very careful of what we measure, how we do it, for what purpose and which audience. First, it is important to differentiate between output and outcome metrics. All metrics are important and should be defined in a top-down manner. We need to define the outcome that we expect to achieve, the processes that lead to this outcome, and the knowledge sharing and learning practices/tools/activities that lead and support these processes. Metrics need to be defined, measured and analyzed at every level.

The two models that can be used for monitoring and evaluation are the APQC’s Knowledge Management (KM) Measurement Implementation model\(^\text{15}\) and the Value Creations Stories framework\(^\text{16}\).

Here are some examples:

- We develop project-related results frameworks, specific objectives for each activity, and performance standards.
- We collect learners’ feedback on the usefulness and impact of our learning events to ensure that our learning initiatives reflect the learning needs of the countries we work with.
- We carry out post-event evaluation surveys at the end of each learning initiative, using an anonymous questionnaire. This helps us revise and improve our future learning initiatives on a particular topic and better meet participants’ needs.
- We try to ensure the comparability of the survey instruments that we use across time to allow comparative analysis to the largest degree possible.
- The story told by quantitative indicators might not always be complete; therefore, we use the value creation stories framework.
- We have set up a database that supports tracking of learning by different learning opportunities, categories and staff members. The database also allows analysis of past learning events.
- We pay particular attention to building feedback loops from the post-event surveys and experts’ report back to the program. These inputs become part of our learning.
- We have regular conversations between team members and their leaders on the lessons learned, opportunities for further growth, as well as the resources and partnerships needed.
- We organize internal thinking sessions for improved understanding of our organizational objectives and reflect on them in light of our own experience and changes in the external environment. This organizational results framework is part of our regular functioning.
Where to start

In the previous chapters, we have described six building blocks that constitute a practical methodology of how an institution can systematically manage knowledge and become a learning organization. These chapters also offer insight into what line ministries, especially institutional leaders and ERP teams, can do to assess their readiness for taking the next steps. Specific details will vary greatly from institution to institution. Therefore, we are convinced that following the proposed methodology will help line ministries design their own processes and move towards where they want to be.

Institutional leaders have a strong role in this process. They can put the topic high on their agendas and acknowledge the importance of learning and knowledge sharing for the success of the entire line ministry. This investment will directly affect the capacity of line ministries to deliver on their mandates and meaningfully increase the performance of all individuals and teams.

We are looking forward to support line ministries across the region to set up systems and processes that are supportive of effective learning and knowledge management.

Welcome to embark on a journey to become a learning organization!

To promote institutional knowledge management, line ministries can engage with us through:

1. Bilateral consultation meetings with institutional leaders on what it takes for an institution to become a learning organization.
2. Study visits that envisage focusing on how to create an environment that supports learning and knowledge sharing (e.g. learning and knowledge sharing strategy, process and platforms for internal and external knowledge sharing, physical environment).
3. On-the-job training about knowledge management and learning organizations with possibilities of job shadowing, coaching and mentoring.
4. Engaging regional line ministry experts in the development, design and delivery of learning and knowledge sharing activities.
5. Ready-made webinars and workshops, which also include training of trainers for a group of interested experts who will explore learning methodologies and tools and knowledge management topics.

References

2. Ibid.
5. CEF Learning Blog. Available at: https://www.cef-see.org/blog/about.
8. The CEF is a member of the learn4dev network that gathers institutions active in international development cooperation with an interest to develop their own capacity to deliver results.
11. CEF Learning Blog. Available at: https://www.cef-see.org/blog.
12. Voices from the Region. Available at: https://www.cef-see.org/voices-from-the-region.
13. Voices of Partners. Available at: https://www.cef-see.org/voices-of-partners.
14. CEF Learning blog. Available at: https://www.cef-see.org/blog.
CEF at a glance

OUR VISION
As leaders in learning, our vision is to inspire public officials, both individuals and teams, to shape institutional governance that drives successful economies and fair societies.

OUR MISSION
We support capacity development of public officials and their institutions in South East Europe through learning and knowledge sharing.

OUR VALUES
- **TRUST**: We trust ourselves and each other in our goal to deliver high-quality programs, support regional cooperation, and work effectively with our partners.
- **TEAM SPIRIT**: We respect, accept and support each other in combining our diverse roles and capacities.
- **FOCUS ON RESULTS**: We set clear and measurable goals with specific action plans and efficient use of resources, while also considering staff interests and capabilities.
- **ACCOUNTABILITY**: By aligning our personal integrity with clear organizational expectations, we take responsibility for what we do, how we do it and how this affects the world around us.
- **OPPORTUNITY TO GROW**: We are committed to support an environment where we grow as individuals and team(s).

We are developing **COACHING AND MENTORING CULTURE** by seeing the value and taking responsibility for developing ourselves and supporting capacity development of others.