

# NATIONAL TRAINING POLICY



Training Division  
Department of Personnel and Training  
Ministry of Personnel, Public Grievances and Pensions  
Government of India  
New Delhi  
1996

IMMEDIATE

No. 11014/17/93-Trg.

भारत सरकार  
GOVERNMENT OF INDIA  
कार्मिक, लोक शिकायत तथा पेंशन मंत्रालय  
MINISTRY OF PERSONNEL, PUBLIC GRIEVANCES AND PENSIONS  
कार्मिक और प्रशिक्षण विभाग  
DEPARTMENT OF PERSONNEL & TRAINING  
नई दिल्ली  
NEW DELHI

Training Division  
Block 11, 2nd Floor  
CGO Complex, Lodi Road,  
New Delhi-110003  
Dated: April 15, 1996

**OFFICE MEMORANDUM**

A conscious policy for the development of the human resources available to the Government has been sought to be evolved for meeting the challenges of development - social, economic and political. In this context, the Government constituted a Working Group to formulate a National Training Policy which, apart from identifying the objectives which training should meet, would help in balancing knowledge and skills with attitudinal changes wherever required.

2. The report of the Working Group on National Training Policy was processed in consultation with the various ministries/departments. After careful consideration of the Report the Government have now approved a comprehensive strategy for implementing the Training Policy. Detailed operational guidelines on various aspects of this strategy are given in the Annexure to this office memorandum.

3. These guidelines will supersede all the earlier guidelines on the subject with the exception of orders issued on 'Training Allowances'.

4. Based on the guidelines thus issued and taking into account its own specific requirements, each ministry/department may issue necessary orders for implementing the training policy, with respect to the employees falling within their jurisdiction.

(R. RAMANI)

Joint Secretary to the Govt. of India

All Central Ministries/Departments.

(i)

**NATIONAL TRAINING POLICY: OPERATIONAL GUIDELINES****PREAMBLE**

Governments have very significant role to play in the development process and promotion of appropriate conditions which would lend dynamism to the national effort. In a developing country like India both the Central Government and the State Governments would need to ensure that the administrative machinery is sensitive to the dynamics of development and responsive to the socio-economic aspirations of its citizens. A conscious policy for the development of human resource available to the Governments would require to be fostered for meeting the challenges of development - social, economic and political. Training is one of the effective and tested tools for performance enhancement, as well as upgradation of knowledge and skills of the personnel. Organisational motivation and morale, as reflected in the attitudes and administrative culture, are rendered relevant and sharply focussed through effective training programmes. Sensitivity to emerging political and social concerns, modernity in thinking and re-orientation of administrative systems would require specifically focussed training programmes to enable their diffusion throughout the administrative structure.

**TRAINING OBJECTIVES**

2. Training in Government shall strive to achieve the following objectives:

- (a) Keeping up-to-date and enhancing professional knowledge and skills needed for better performance of individuals and organisations;
- (b) Promoting better understanding of professional requirements as well as sensitisation to professional, socio-economic and political environment in which work is done; and
- (c) Bringing about right attitudinal orientation.

**TRAINING CONCERNS**

3. Social and political ambience is subject to constant change. The Government machinery would have to be continuously attuned to the changing needs. Training programmes for the Civil Services would, therefore, focus on:

- (a) **Responsiveness:**
  - ♦ to the challenging democratic needs and expectations of the citizens and organisational and technological developments.

**(b) Commitment:**

- ♦ to democratic values and concept of partnership and participative decision making.

**(c) Awareness:**

- ♦ of technological, economic and social developments

**(d) Infusion of scientific temper.****(e) Accountability:**

- ♦ to ensure high performance in every professional field and cost effective methods of delivery.

**TRAINING FOR ALL**

4.1 Training would be imparted to all rungs of the Civil Services starting from the lowest and cutting-edge to the highest in policy making.

4.2 For the purpose of appropriate training design, the Civil Services shall be divided into the following three levels:

- (a) The lowest level functionaries, that is operative at the cutting edge, who are mostly members of the Group 'D' services and the lower stages of Group 'C' services;
- (b) The supervisory levels and the middle management/administrative level; (they are mostly members of the Group 'B' services, but also shade off into higher stages of Group 'C' at one end and the lower stages of Group 'A' at the other); and
- (c) Group 'A' services and All India Services comprising the administration/management level.

4.3 Training programmes of functionaries at the cutting edge shall address themselves to functional skill and attitudinal orientation. For the middle level, training shall contribute to enhancement of professional knowledge, understanding and skill as also to widening professional outlook. For the higher Civil Services, besides offering stimuli for expansion of the mental horizon and attainment of professional excellence, training shall also endeavour to sharpen perception of inter-relatedness of issues. For the top levels of the higher Civil Services, training shall also be aimed at intellectually and professionally equipping the members for holding positions that involve policy analysis, strategic planning and policy formulation.

## FRAMEWORK FOR TRAINING

5.1 All categories of Civil Servants shall receive:

- (a) induction training at time of entry into service; and
- (b) in-service training at suitable intervals in their career.

5.2 Attendance in training programmes shall be prescribed as a mandatory exercise with possible linkages with career progression.

5.3 For organised higher Civil Services, career span-specific training programmes in each progressive decade of service shall be imparted to provide scope for competence building.

5.4 In order to improve the effectiveness of personnel at different levels and different sectors, area specific short-term skill upgradation/sensitisation programmes shall invariably be formulated by Ministries and Departments and specifically targetted to personnel holding specific jobs.

5.5 At the time of movement of personnel from Group 'D' to Group 'C', Group 'C' to Group 'B' and Group 'B' to Group 'A', officers shall receive training for specific orientation and competence building. For this purpose, a well-structured detailed programme and Action Plan shall be worked out by each Ministry/Department/Organisation.

5.6 Personnel recruited to isolated posts and specialists shall receive training to improve their capabilities of general management outside their chosen area of specialisation.

5.7 The in-service training programme for Group 'A' & 'B' expected at the time of movement to a higher Group may be provided in situ or through distance learning methods.

5.8 Training programmes will be specifically designed to meet the requirements of the target group by the organisation in consultation with the institutions/consultants/experts.

5.9 Every organisation shall conduct preparatory exercises like analysis of its goals and objectives, training needs analysis, job analysis, etc. with a view to determining whether the training intervention needs to be initiated, expedited by or succeeded by one or more non-training interventions. Such exercises will also enable development of appropriate criteria for measuring individual and organisational performance, an essential pre-condition for the launching of an effective training programme.

5.10 As possession of the right attitude plays a pivotal role in improving the performance levels of individuals, by contributing to formation of commitment in them, training

programmes aimed at creating self awareness as well as team building within the organisation shall be given utmost importance by every organisation.

## POLICY FORMULATION AND COORDINATION

6.1 A National Training Council, headed by the Minister-in-Charge of Personnel, shall be set up for advising the Government of India of matters related to training policy, training design and programmes as well as issues concerning their implementation.

6.2 The National Training Council shall be assisted by a High Powered Committee of Direction, headed by Secretary (Personnel) in the Government of India, and by a Finance and Personnel Training Committee which generally considers the broad aspects of the Training Policy. It shall also ensure that Training Plans are actually drawn up by Controlling Authorities, syllabi are prepared and proper planning of training activity takes place through preparation of Perspective Plans, Annual Plans and Triennial Reviews.

## NODAL AUTHORITY

7. All organisations will designate training managers at appropriate levels to plan and coordinate training programmes and monitor them. The Training Managers shall follow an integrated approach to training with a view to harmonising all personnel activities in the organisation.

## TRAINING INFRASTRUCTURE

8.1 All Controlling Authorities shall endeavour to develop suitable infrastructure for induction and in-service training at the cutting edge and middle levels. Use of distance learning methods and in situ training shall be encouraged. Increasing use shall be made of Non-Government Organisations of training of Civil Servants at lower levels.

8.2 Training institutions, experts and resource persons shall be increasingly formed and a network for flexibility in the use of human and material resources.

8.3 Training institutions under the Government shall be permitted to diversify their training-related activities to cater to the increasing requirements of organisations and functional groups in and outside the Government so as to enable them attain a large measure of self-reliance.

8.4 Utmost care shall be exercised in selecting trainers. Efforts shall be made for evolving systems for identifying trainer-potential.

8.5 Department of Personnel and Training shall set up a workable system for evaluation of training institutions, without impinging adversely upon their professional autonomy.

8.6 Periodic opportunities for development of knowledge and skills in relevant areas shall be provided to trainers through training programmes in institutions of excellence.

8.7 A Trainer Staffing Scheme shall be operationalised, whereby Department of Personnel & Training shall maintain panels of trainers and potential trainers identified on the basis of scientific system

8.8 The concept of "once a trainer always a trainer" shall be developed under which expertise developed as a trainer shall be used even after he returns to his line department, either within the organisation or by allowing him to go as resource person to outside institutions.

8.9 With a view to promote harmony between participants, training events and trainers, a system for concurrent monitoring shall be operationalised. Similarly, with a view to avoid mismatch between organisational objectives and training objectives, comprehensive evaluatory exercises shall be undertaken after a time lag.

#### **OVERSEAS TRAINING**

9.1 Overseas training shall be entirely need-based and shall predominately aim at drawing lessons from successful cross-country experiences. Only institutions which are reservoirs of knowledge and data-base on relevant experiences shall be used.

9.2 The practice of funding most of the overseas training programmes through multilateral aid schemes shall be continued. With a view to maximise gains from overseas training, adequate pre-training preparation and post-training follow-up shall be arranged.

#### **IN HOUSE EXPERTISE**

10.1 There will be a conscious attempt to draw on expertise and insight gained by Civil Servants in the course of their career. Involvement of Civil Servants in undertaking specific research and studies with a view to formulating new policy initiatives or evaluation of ongoing projects and programmes would be promoted and necessary facilities for study leave or sabbatical to enable Civil Servants to engage themselves in such tasks, identified and approved by competent authorities, would be provided.

10.2 Documentation of specific initiatives of Government and analysis of policies would be permitted by encouraging Civil Servants to take up such assignments at the specific instance of competent authorities.

#### **FUNDING**

11. With a view to provide assured funding for training, each Department shall set apart 1.5% of its salary budget which shall be used solely for the purpose of training and shall not be diverted for use elsewhere. This will be within the overall ceiling of the salary budget. Further, earmarking of funds to the extent of 1.5% of the salary budget may not lead to any increase in the salary budget of ministry/department.

**REPORT OF THE WORKING GROUP  
ON  
NATIONAL TRAINING POLICY**

## REPORT OF THE WORKING GROUP ON NATIONAL TRAINING POLICY

The Working Group was set-up in terms of O.M. of Department of Personnel and Training dated 22nd July, 1993, with a view to identify training objectives so as to balance knowledge and skills with required attitudinal changes. The group consisted of following:-

- |    |  |                         |
|----|--|-------------------------|
| 1. | Shri A.V. Ganesan  | <i>Chairman</i>         |
| 2. | Shri B. Narasimhan<br><i>E.O. &amp; Addl. Secretary</i><br>Deptt. of Personnel & Training                      | <i>Member</i>           |
| 3. | Dr. Francis Menezes<br><i>Director</i><br>T.M.T.C., Pune   | <i>Member</i>           |
| 4. | Dr. Abad Ahmad<br><i>Executive Director</i><br>MDI, Gurgaon  | <i>Member</i>           |
| 5. | Shri A.R. Bandhopadhyay  | <i>Member</i>           |
| 6. | Dr. N. Sivert<br><i>Director</i><br>LEPWA, Mysore  | <i>Member</i>           |
| 7. | Shri F. Mathai<br><i>Chairman</i><br>Indian Credit Bank, Bangalore<br>(Formerly Director-General, ATIL Mysore) | <i>Member</i>           |
| 8. | Smt. Kamla Choudhary   | <i>Member</i>           |
| 9. | Shri R. Raman<br><i>Joint Secretary (Training)</i><br>Deptt. of Personnel & Training                           | <i>Member-Secretary</i> |

The Working Group held 5 meetings. The Working Group also had interaction with representatives of the State Governments and various Central Ministries, with a view to elicit information on the current status on training arrangements, as also opinions of these organisations on their perception of a National Training Policy.

The Report of the Working Group has since been finalised and is placed below. The Working Group has also prepared a Draft Resolution on the National Training Policy which is presented as Volume II of this document. (Not included as part of the Report)

I would like to extend my heart felt thanks to the Members of the Working Group for their most valuable contribution to the deliberations of the Group through a large number of constructive and practical suggestions. Thanks are also due to the Indian Institute of Public Administration, New Delhi and Haryana Institute of Public Administration, Gurgaon/Government of Haryana for their support in organising the workshops with the Central Ministries/State Governments. The support extended by Lal Bahadur Shastri National Academy of Administration, Mussoorie by way of preparing a general paper on the training issues and environment as also in the matter of providing logistical assistance in preparation of the Report are also gratefully acknowledged.

(A.V. GANESAN)

*Chairman*

Working Group on Formation of  
National Training Policy

NEW DELHI, 26TH MAY, 1994

## CONTENTS

	PAGE
Introduction	1
Executive Summary	5
Chapter 1: Training: A Part of Personnel Management System	15
Chapter 2: Objectives of Training for the Civil Services	18
Chapter 3: Training Strategy	21
Chapter 4: Role of Training in Attitudinal Transformation	36
Chapter 5: Trainers	38
Chapter 6: Training for the Higher Civil Services	41
Chapter 7: Institutional Arrangements for Training	46
Chapter 8: Training in the States	55
Chapter 9: Funding	57
Chapter 10: Some Other Issues	59
Annexure-A	61
Terms and Conditions for Members of the Working Group	63
Annexure-B	64
Annexure-C	74
Annexure-D	82

## INTRODUCTION

### Historical Perspective

1. The civil service system in the country has gone through long evolution since its inception. Since Independence it has become far larger, more complex and versatile as a natural consequence of the assumption by the State of the pivotal responsibility for around so and economic modernisation of the country. From its largely regulatory orientation before Independence, the civil service has become, over the decades of planned economic development, a complex system embodying capabilities and skills needed for development oriented tasks and responsibilities, in addition to the regulatory functions it has traditionally performed.

2. The rapidly changing professional environment for the civil services all over the world reflecting rapid changes in the social, economic, technological and other aspects of life, perceptibly and imperceptibly conditioned the civil service system in our country too. Still however, there has been a commonly shared perception in the government and the citizenry that somehow there still exists a lag between the expectations of the society and orientation of the civil service system.

3. This concern has led the Government of India and some State Governments, to take from time to time, several exercises for going into the causes of this lag and to find remedial measures for removing it. The most notable and comprehensive of these initiatives was the work of the Administrative Reforms Commission in the late sixties and the early seventies. The Commission went into all broad aspects of moulding the administration, and therefore the civil services, to the requirements of their responsibilities. Its recommendations on the subject of training the civil services specifically, were accepted by the Government and implemented substantially.

4. It is not so much the gap between these recommendations and their implementation that called for a fresh initiative for studying the training situation for the civil services, as the fact that the post-implementation environment, characterised by rapid changes in the society, called for another fresh look at the whole issue. This led to several other exercises being initiated by the Government of India, notable among them being the Economic Administration Reforms Commission (EARC) of the early eighties. The training objectives of the civil services, articulated from this exercise, as well as several other comprehensive exercises, led to the designing and implementation of a fresh package

training programmes with their focus on the responsiveness of the administration to the hopes and aspirations of the people.

5. However, the steps taken since the mid-1980s have predominantly covered the All India Services and several Group 'A' Central Services, but not so much the other Group 'A' Services, much less, other levels of the civil service system.

6. Apart from these practical, operational steps, much work has been done since the days of the A.R.C., to articulate a National Training Policy covering the training requirements of the whole gamut of public administration and public management. However, this has not led to the articulation of a clear and compact policy-package at one place; still it is undisputable that underlying the training efforts of Government, the design of training programmes and their contents, there is perceivable the outlines of an emerging Training Policy.

7. Apart from being a very important component of Human Resource Development, training is widely perceived as perhaps the most cost effective method of improving the effectiveness of the personnel in any organisation. Training has now acquired an added relevance for building up the necessary leadership and confidence among the Civil Servants to measure up to the expectations of the public in the context of rapid technological changes, as also the economic and political transformation taking place in the country. Government of India therefore now considers it desirable to have a document containing a formal declaration of its commitment to training and spelling out, in broad terms, the objectives, strategy, content and modalities to be followed in the field of training. Setting up of the Working Group on Formulation of National Training Policy is consequence of this concern.

#### **Terms of Reference of the Working Group**

8. The Department of Personnel and Training office memorandum, dated the 22nd July, 1993 (Annexure A) spells out the broad terms of reference for the Working Group. In the main, they seek identification of the training objectives with a view to balancing knowledge and skill with required attitudinal changes, particularly in the context of the economic liberalisation now under way. Enhancing administrative capabilities through training as a tool is also to be aimed at. The working Group has been charged with the responsibility of preparing a document on National Training Policy embodying these objectives.

9. As for the coverage of personnel, the memorandum refers to 'employees' of Government. The Group has gone into the question of coverage. In the first place, a distinction has been made between the Civil Services on the one hand and the Public

Services on the other. The latter includes Government employees, employees of the local-self government system, Public Sector Undertakings and other quasi-governmental organisations. Employees directly working under the Government, in our case both the central Government and the State Government, have been chosen as the subject matter of our study. They can be designated as the Civil Services. It may, however, be noted that a large proportion of Government employees, those whose emoluments are paid from the State Exchequer, are teachers. The report does not cover them.

10. The desirability, and for that matter even feasibility, of our preparing a common Training Policy for the entire gamut of the Civil Services has been considered. The group feels that if the policy guidelines are to apply more or less equally to all levels and functional segments of the Civil Services, they must be so general as to have little operational value. On the other hand, if each level or functional segment of the system is left free to devise training policies entirely in the light of its own perception, it will promote some kind of a free-for-all situation. The strategy that this report outlines provides for a common thread of training objectives that binds together all organisations, services and functional groups of the governmental system. Yet they are left free to develop, according to their judgment, professional skills and competencies relevant to their respective functional area.

11. Some doubts have been expressed about the appropriateness of terming the outcome of our study as the National Training Policy. It is felt by some members that since the proposed training is not meant for the entire population but only for the Civil Services, such a nomenclature may be misleading. Perhaps all doubts on this score can be set at rest if the outcome of our report is entitled National Training Policy for the Civil Services.

#### **Methodology of the Report**

12. The Working Group had a total of five sessions. On the basis of the deliberations of the first two sessions, a provisional set of issues was prepared for further study. A set of questionnaire was prepared by the Training Division of the Department of Personnel & Training embodying these issues and seeking to elicit information on the current status of training arrangements in the different Ministries, Departments and other organisations of the Government of India as well as the State Governments (Annexures 'B' & 'C'). The opinions of these organisations were also sought for on questions like the desirability of a National Training Policy, the institutional arrangements for conducting training in the light of the policy and so on.

13. This was followed by consultation with various Ministries, Departments and organisations of the Government of India on the current status of training in various organisations and on the context of the National Training Policy.

14. This was followed by a two-day workshop of the heads of the Training Institutions of the State Governments (mostly Administrative Training Institutions). This was arranged at Gurgaon under the joint auspices of the Government of Haryana and the Department of Personnel and Training, Government of India. An exercise similar to the one made in the earlier workshop was conducted. The main issues suggested for being pursued by the working Group were listed by three groups of participants. They formulated three sets of issues relating to training policy, provision of infrastructure, the role of coordination and several other related issues. These were remitted to the Working Group for its consideration.

15. There was a second round of consultations with the Ministries and Departments of the Government of India, at the IIPA, New Delhi, on February 3 and 4, 1994 which led to a set of recommendations for the consideration of the Working Group.

16. All this work was assisted by a general paper on the training issues and environment prepared by the Lal Bahadur Shastri National Academy of Administration, Mussoorie.

17. The group has benefited a great deal from the earlier exercises made on the subject by various expert groups of the Government of India and international organisations. The group has drawn substantially upon the current literature on the subject of training to enlarge, clarify and refine its ideas on the subject.

## **EXECUTIVE SUMMARY NATIONAL TRAINING POLICY**

### **I. Introduction**

1. Training is very important component of Human Resource Development. It is, perhaps, the most cost effective method of improving competencies amongst the manpower of any organisation. Training has now acquired an added relevance for building up the necessary leadership and confidence amongst the civil service to measure upto expectation of the citizens from it in the context of the rapid technological changes as well as the economic, political and social transformation taking place in the country.

### **II. Need for National Training Policy**

2. Although the Government of India and the State Governments have had broad parameters within which training function has been discharged over the years, the Government of India considers it desirable to have a document containing a formal declaration of its commitment to training and spelling out, in broad terms, the objectives, strategy, content and modalities to be followed in the field of training.

### **III. Training: A Part of Personnel Management**

3. Training is only one of the major elements of Personnel Management System aimed at raising the productivity within an organisation. The basic objective of obtaining best performance from the Civil Service demands an integrated scientific approach to such diverse personnel management aspects as recruitment, induction training, in-service training, placement, career progression, a well-thought out scheme of rewards and penalties and last but not the least administrative reforms. For overcoming problems of performance, interventions in one or more segments of personnel management may be called for. A problem which demands simplification of rules or involves lack of motivation cannot possibly be solved by training interventions alone. Training, therefore, needs to be viewed in proper perspective vis-a-vis the other elements of the personnel management system and not as a panacea for achieving organisational excellence.

### **IV. Why Training**

4.1. In achievement of its overall goal of performance improvement, training must contribute to the enhancement of professional knowledge, understanding, and skills both at individual and collective levels. It should also equip constituents of an organisation

for appropriate response to emerging challenges. The emphasis of training should be on 'doing' rather than 'knowing' only. Training must also achieve a synthesis between improvement of the individual's competencies and promotion of organisational objectives. Training should, in addition help build up high standards of integrity, character and probity in professional life.

4.2. Training should satisfactorily address itself to the following concerns:

**(a) Responsiveness**

- ♦ to the challenging democratic needs and expectations of the citizens and organisational and technological developments.

**(b) Commitment**

- ♦ to democratic values and concept of partnership and participative decision making.

**(c) Awareness**

- ♦ of technological, economic and social developments.

**(d) Infusion of scientific temper.**

**(e) Accountability**

- ♦ to ensure high performance in every profession field and cost effective methods of delivery.

**V. STRATEGY FOR TRAINING**

**Two Pronged Strategy**

5.1. Since the Civil Service System has been formed for the achievement of constitutionally defined goals of the State, training designs should address themselves to the training objectives and concerns for all strata of Civil Service in operational terms. Function-specific action oriented elements, to be built into a composite framework of training design, should complement these common objectives.

**Three Tier Training Approach**

5.2. Training has to be organised for the entire range of Civil Service system, covering all levels from the lowest to the highest. Special attention needs to be paid to the Civil Servants at the **cutting edge**, who interface with the public at large and whose performance to a large extent, determines the perception of the common man about the Government functioning.

For the purpose of appropriate training design, the civil services may be divided into the following three levels:

1. The lowest level functionaries, that is operatives at the cutting edge, who are mostly members of the Group 'D' services and the lower stages for Group 'C' services.
2. The supervisory levels and the middle management/administrative level: (they are mostly members of the Group 'B' services, but also shade off into higher stages of Group 'C' at the one and the lower stages of Group 'A' at the other).
3. Group 'A' services and All India Services comprising the top administration/management level.

5.3. These different levels may also include, for the purpose of training, the equivalent levels of the State Governments. Training programmes for the functionaries at the cutting edge level should put equal emphasis on functional skill and attitudinal orientation. For the middle level, training should contribute to enhancement of professional knowledge, understanding and skill, and at the same time promote widened professional outlook so as to prepare it for future tasks and responsibilities. For the third level, besides offering stimuli for expansion of the mental horizon and attainment of professional excellence, training should also sharpen perceptions in relation to multi-dimensional linkages in policy formulation, development of capabilities in a changing socio-political and technological context, dynamism and innovation tempered with pragmatism.

5.4. The top-most layer of level three, constituted by officers of the levels of Joint Secretary to Secretary to the Government and the corresponding levels in the State Governments, should be intellectually and professionally equipped for holding positions that involve policy analysis, preparation of materials required for high policy making and alternative policy choices, strategic planning and a capacity to perceive and provide for the future trend of issues and events.

5.5. For all levels training should aim at continuous attitudinal reorientation in changing organisational ambience so as to help the civil servants appreciate the imperatives of a democratic society, namely respect and concern for the citizen's rights and recognition of community as the focal point of all public effort.

**Significance of Pre-Training Tasks**

5.6. A Training Program must be preceded by certain preparatory exercises. Identification of organisational Training Needs through in-house exercises but often involving outside training experts, is necessary. A TNA should be supplemented by job analysis for individual

functionaries, studying also linkages with lower, corresponding and superior levels. Areas requiring interventions other than training need to be dealt with as such.

### **Design of Training Programmes**

5.7. Having identified training as the right intervention the Training Programmes should be designed enlisting active participation of the organisation, the training institution, Consultants, experts and, if possible, the participants themselves. The training programme should not be too heavy. It should be stimulating enough but must leave time and opportunity for reflection.

5.8. Organisations and training institutions should try to ensure maximum effectiveness of training programmes by use of methods, techniques, and technologies of which there is a wide and expanding range available. There should be greater dependence on action-based training methods, that is to say, on-the-job training, particularly for the comparatively low-skill, low- knowledge-level functions; training in the field; action-research and so on. Where such direct action-orientation for training is not feasible, work-environment-simulating training methods like role-playing, games, and in-basket exercises may be used. Various audio-visual aids especially for distance learning, should be extensively used with a view to reaching a larger clientele that cannot immediately be reached by more direct training methods. The class-room method and other methods involving person-to- person interaction on various for a will, however, continue to occupy a leading position in the scheme of training, particularly for the higher levels of the civil service, whose training will aim at, among other elements, conceptualisation, intellectual pursuits with an academic orientation blended with practical concerns. Case and Incident studies are especially apt for a variety of training events and these should be properly designed and used for appropriate training events.

5.9. The selected government-run and autonomous training Institutions should be oriented to the training programmes for the civil services. Programme design must bear the stamp of being custom- made to achieve specific objectives of the organisation and the individuals or groups, as the case may be. The choice of method by training institutions should be dictated by characteristics of the trainee groups and their needs and not the internal priorities of the training institutions.

5.10. Training Institutions and experts should form workable networks, which will ensure maximisation in the use of the human and material resources. Faculty exchange, visits and other forms of interaction between training institutions in the country and abroad will ensure continuous renewal of expertise and professionalism for training institutions and training

experts. Strengthening of infrastructure, enlargement of faculty and diversification of training equipments, also will be promoted by networking.

### **Monitoring and Evaluation of Training**

5.11. To prevent training events from going off track, and to obviate lack of empathy between participants and training events and trainers, concurrent monitoring of training events and programmes should be made meticulously. Similarly to preclude any likely mismatch between organisational objectives and training objectives, comprehensive evaluatory exercises would have to be undertaken after a time lag, that is after the organisation has had an opportunity of putting to use the enhanced-skill and knowledge of trained personnel. Evaluation should be comprehensive and cover the whole range of related issues starting with pre-training steps, with a view to bringing about improvement in organisational and individual performance.

### **Periodicity of Training**

5.12. Although a standard prescription is neither feasible nor desirable, the periodicity of training will be determined by the occurrence of changing in Job-competencies, apart from the wherewithal including financial constraints and infrastructural capacity, for the organised higher civil services, career span- specific comprehensive training programmes in each progressive decade of their service may be necessary. In addition, periodic short duration programmes for sensitisation in specific areas at intervals of 2 to 5 years would be desirable. For others, training must be arranged at the time major responsibility changes take place, usually at the time of inter-group promotions, and within group 'C' also at the time of promotion to supervisory levels.

5.13. For all categories of Civil Servants, there must be an induction training, its duration being determined keeping in view the gap between required job-competencies and the actual competence of the new recruits.

5.14. The in-service training must follow a well formulated scheme rather than an ad-hoc effort in response to situations.

## **VI. Attitudinal Transformation**

6.1. Enhancement of knowledge leads to building up of confidence in individuals. Likewise, enhancement of skills contributes to improvement in competence of individuals. It is, however, the inculcation of the right attitudes which imbues the individual with a sense of commitment. Attitude plays a very crucial role in determining the actual performance levels.

Thus, despite availability of the best of knowledge and skills, the ability for delivery of the desired services may still be found wanting in individuals if they are not imbued with the appropriate attitudinal disposition.

6.2. Attitudes manifest themselves in the shape of behaviour of individuals. Formation of attitudes is a function of the environment and experiences of individuals. However, training-involving exercises aimed at self-awareness, exposure to new concepts, successful and clear delineation of recipient perceptions will make dents in attitudinal barriers. By way of direct training intervention, preparation and use of appropriate case studies highlighting role of attitude in the success & failure of civil servants and a judicious use of tools of organisational behaviour, are recommended.

### **VII. Trainers**

7.1. Trainers can rightly be considered the heart and soul of training function. Being a trainer demands certain special qualities. Because of the direct impact that a trainer makes on his trainees, he must be a person who is seen as successful in his line department and is imbued with a proper value system. In short, he should be fit for being looked upon as a role model by his trainees.

7.2. It is considered possible to devise reasonably reliable and scientifically developed psychological tests to select potential trainers, having the desired qualities including the right value system. This exercise should be taken in hand.

7.3. The benefits of investment in the development of a civil servant as Trainer will be greater if the expertise of such person is still available even after he leaves the training institution and goes back to his line department. This can be done by using him as a resource person in a network of training Institutions. He may be detailed to look after the training of civil servants at the field level. Thus, "Trainer" may be used as a generic term. The concept of "once a trainer always a trainer" is likely to give an additional sense of importance to the person concerned.

7.4. Standards for trainers, both in quantitative and qualitative terms and an effective monitoring and evaluation system must be evolved and be made operational.

### **Trainer Development**

7.5. There must be a scheme for providing opportunities for upgradation of knowledge and skills in the Trainers. Attending training programmes in institutions of excellence for knowledge upgradation in relevant areas and attending specially designed Direct trainers

Skills Programmes and Design of Training Programmes are suggested. There is also an expressed need for developing training modules in the area of Management of Training.

### **Incentives**

7.6. Incentives, both in monetary & other terms need be considered to attract successful line managers with trainer potential to faculty positions in training institutions. Factors leading to reluctance in accepting such assignments, such as loss of job-satisfaction and sense of importance that usually accompanies line postings, and the loss of perks associated with most field jobs, must be duly acknowledged. Incentives like a graded training allowance whose quantum increases with each year successfully spent in the training institution, a preferential housing scheme, and assured admission for children in schools are a few illustrative possibilities.

7.7. The remuneration payable to visiting resource persons would have to be appropriately, determined to ensure the involvement of capable people, since this would provide importance and reasonable compensation for the effort put in by the resource person.

### **Trainer Staffing Scheme**

7.8. It may be desirable and useful if DOP&T could maintain a panel of trainers & potential trainers selected on the basis of scientific psychological testing so that placement of empanelled personnel against training slots is brought about in a systematic manner.

### **VIII. Institutional Arrangements**

8.1. There is need to set up and develop suitable infrastructure for induction and in-service training of Civil Service at the cutting-edge and middle levels. The discipline of effective distance learning must receive special attention for, use of this method alone will enable our Training Institutions to communicate effectively with the large numbers amongst the target groups. In-situ training must also find lion's share while attending to this most important category of manpower in the Civil Service. Increased involvement of Non-Government Organisations for training at the cutting-edge of the Government is also recommended as desirable, feasible and cost effective. For the training of higher civil service, increasing use must also be made, of the excellent network of Training Institutes outside the government. Of course, there must be a continuing dynamic interaction of these institutions with various organs of the government so as to ensure the relevance of programmes offered by the former.

8.2. The Department of Personnel and Training must also set up a workable system for evaluation of training institutions, without adversely impinging upon their professional autonomy.

#### **Overseas Training**

8.3. Overseas training must be entirely need based, and should predominantly aim at drawing lessons from successful cross-country experiences. The institutions must be carefully selected. Only institutions which are reservoirs of knowledge and data-base on relevant experiences need be used.

8.4. The existing practice of funding most of the overseas training programmes through multilateral/bilateral aid schemes should continue. Such training programmes must be preceded by in-depth briefing of participants on the expectations of the organisation. The participants must also take with them data and literature related to specified problem areas in the Indian context. On completion of training programme, there must be a comprehensive evaluation session, including a debriefing seminar, which must be accorded the highest priority, the top level administration being present. All trainees returning from long term courses must be used in Training Institutions-at least a few of them through formal placement as faculty members-to ensure the multiplier effect.

#### **Coordination in Training**

8.5. There must be an institutionalised arrangement within each organisation for overseeing the training function as an integral part of the Personnel Management System. The concept of a 'Training Manager', whose job will be to ensure an integrated approach to Training, has been suggested. The training Manager will be actively involved in the series of activities culminating in organisation of training programmes, such as analysis of training requirements, the design of the training programme, the selection of appropriate training institutions and evaluation of training. Most significantly, he will advise the top management about the kind of interventions, both training and non-training, required for overcoming specific problems of performance. The Training Manager will act as an interface between the Department/State and Training Institutions on one hand and between Department/State and DOP&T on the other.

#### **National Training Council**

8.6. There shall be a National Training Council headed by the Minister-in-charge of Personnel, Public Grievances & Pensions in the Government of India and consisting of the

representatives of the State Government, administrative heads of major Ministries and other major functional organisations of the Government of India, major training institutions in and outside the Government, as well as reputed training consultants and experts. The Council will be responsible for advising the Government of India on matters related to training policy, training design, and programmes as well as issues concerning their implementation. It will prepare and up-date, from time to time, guidelines for organisations of Government and training institutions, for operationalising the National Training Policy. The Council shall be assisted by a high powered **Coordination Committee of Directions** headed by Secretary (Personnel). The Committee will generally oversee operationalisation of the Training Policy. It will ensure that training plans are actually drawn up by cadre controlling authorities, syllabi are prepared, and proper planning of training activity takes place through preparation of Perspective Plans, Annual Action Plans and Triennial Reviews.

8.7. The elements contained in this training policy resolution are expected to provide guidance for the training dispensations of the State Governments as well. It is expected that every State Government also will formulate a training policy along similar lines, and provide for training infrastructure for civil servants under the employ of the State Government.

#### **Role of Department of Personnel and Training**

8.8. There should be an apex organisation for coordinating the various activities involved in giving concrete shape to the training policy prescriptions and preparation of training programmes oriented to achieving the goals and objectives of the State. The Department of Personnel and Training of the Government of India, which in the present scheme of things, is the apex agency for preparing training policy and coordinating implementation of Government's Training Programmes and other related responsibilities, including those for maintaining liaison with the State Governments, Training Institutions, experts, as well as academic institutions involved in training, should continue to be the **apex agency** in the new dispensation for training. It will coordinate training related work of the Central Government with similar work of the State Governments. It will take initiative in networking training institutions and resources, develop a strong data base covering the entire spectrum of training activities and institutions, and act as a clearing house of training related information and data. It should coordinate the work of developing training performance criteria for various organisations and fields of specialisation in which Government is concerned. It will also examine the Practicability of acting as a centre for certification of training standards, relating to the work of governmental organisation. DOP&T will also service the Trainer Staffing Scheme.

### IX. Funding

9.1. Training is a vital instrument for human resource development. It is central to any scheme of action aimed to effective realisation of the goals and objectives of the State. Government is, therefore, committed to allocating money and training related resources to maximum feasible extent. Each department of Government and other major organisations like the attached office, as well as other organisation funded by the public exchequer, should set apart a suitable minimum percentage of its budgetary provision for training purposes, which may be determined by Department of Personnel and Training after a careful analysis of factors such as recommended periodicity of training, actual costs that have to be incurred for training of each category, the numbers involved and last but not the least, the existing funding levels so as to ensure realism in the targets. Pending such an exercise, the group recommends adoption of 5% of salary budget as the norm during the interim period. There will be a specific earmarking of this amount which should not be diverted to other purposes.

9.2. Training institutions should develop and implement high quality training programmes and diversify their training-related activities to cater to the increasing requirements of organisations and functional groups in and outside the government. This will enable them to tap resources available with the private sector business and industrial enterprises and thereby attain a larger measure of self-reliance.

### X. Human Resource Development

10. Members of the Civil Service must be encouraged to take initiatives for their self-development. They should be encouraged to undertake activities like research and consultancy, if necessary, by availing study leave. With a view to instill greater practical bias and realism in the content of Training Programmes, the special expertise acquired over a period of time by certain members of the Civil Service must be put to use by involving them in the training programmes. A system should be developed whereby special expertise developed by Civil Servants in the course of certain assignments is properly documented soon after the end of their tenure on such posts, if necessary by posting them as Officers on Special Duty on extended tenure of upto 6 months with office facilities, on a selective basis.

## TRAINING : A PART OF PERSONNEL MANAGEMENT SYSTEM

1.1. Training is a segment of Personnel Management system that strives to contribute to the overall goal of performance improvement. Training is organically linked to the other components of Personnel Management System, and can play a most significant role in optimisation of the performance of constituents of an organisation.

1.2. Performance is a derivative of knowledge and skills of the constituents, their motivation and morale as reflected through their attitudinal disposition and the way the environment under which they work impacts on them and their areas of work. Whereas increase in knowledge arguably imparts confidence, the skills contribute to enhancement of competency of individuals. Attitude primarily leads to commitment to job, resulting in enhanced client/customer satisfaction. As already stated environment plays a very important role in performance improvement. Absence of an appropriate environment can often act as a drag and the overall performance of the individual can consequently suffer in spite of knowledge and skills both being available.

1.3. With a view to enhance the performance parameters both at individual and organisational levels, it is imperative that appropriate attention is focused on all components of Personnel Management, starting with recruitment, placement, promotion, deputation outside the parent organisation, the system of performance evaluation, reward, penalty and administrative reforms. The Group therefore, feels that different facets of Personnel Management should be suitably addressed in order to devise an integrated and purposeful Personnel Management System of which training will be a crucial segment.

1.4. In most real life situations the change factors necessary for performance enhancement will be a mixed basket of issues that are amenable to training intervention and those requiring other than training intervention, including change of laws, rules, procedures, techniques and technology etc. Very often the process of organisational change or improvement has to begin with these latter factors, before training intervention can be expected to be meaningful. For example, if the procedure for issue of a licence is complex, multi-stage, time consuming, and is riddled with ambiguities, then training of officials on how to issue license quickly can have no impact and may even become counter productive. The obvious starting point will be a simplification of procedure which may be accompanied by training on quicker issue of

licence. Thus a **rational sequencing of events**, training oriented and others, is the essence of any serious exercise aimed at improving organisational performance. Needless to say, some events must precede, some may accompany and many others may have to follow the training event.

1.5. A Personnel Management System must strive for a dynamic approach to management strategy for effective delivery system. It must also equip the civil service to understand, appreciate and manage its own change. Training can play a pivotal role in realisation of this objective. Training can become a crucial means of making the Government instrument effective.

1.6. What is therefore, required is a coordinated approach to training, inter-weaving the training function with other components of Personnel Management System. Having so decided at a conceptual level operational mechanism need to be put in place. Nodal agencies need to be established to take care of these requirements, taking a holistic view in the matter. The group feels the need for a functionary within each organisation, who may be designated as a Training Manager, whose job it will be to oversee and coordinate an integrated approach in the matter. More detailed discussion on this has been included in the chapter on "Institutional Arrangements for Training".

1.7. There is a paramount need to establish training as a demonstrably necessary, useful and result oriented intervention. Having done this, training must also be prescribed as a mandatory exercise with linkages with Personnel Management System in general and career progression in particular.

#### **Relevance of Placement in Training**

1.8. It has been suggested that the fact that one may be doing a different kind of job every few years of one's career, may render implausible any long term strategy for training the Civil Services. There is only a limited truth in this assertion. The Governmental System is really constituted by function-specific, organisational structures, let us say sub-systems, in which a sub-system is self-contained to a large degree, and enjoys considerable functional autonomy within certain defined limits. Most of the employees spend their entire career within this sub-system. For example, the income tax or the customs or excise duty administering sub-system of the government has all the basic characteristics of a functionally specialised entity which can draw up a comprehensive training strategy reflecting both the imperatives of a common strategy to be prescribed for the whole Civil Service System and those posited by the organisational specificities of the sub-system concerned. Of course, there are also some work-unit-based variations within the same organisation or sub-system.

The most common variation is between the line and the staff. In any case, training is meant to promote flexibility, and not rigid pigeonholing within the organisation. Unless a job is heavily technical in nature, a fair deal of movement of personnel within the organization takes place from one work unit to another; and this fact does not necessarily detract from the quality of specialisation of the personnel concerned.

1.9. The group is conscious of the fact that formulation of an integrated Personnel Management policy is not an easy task, particularly in the current environment. The federal character of the polity imposes its own imperatives upon an administrative system in which a two-way traffic of personnel between the Central Government and the State Governments takes place. The career expectations of an individual are not always congruent to the organisation's expectations, goals and objectives. The dictates of the organisational goals in charting a career progression path for the individual may be in conflict with the individual's expectations.

## OBJECTIVES OF TRAINING FOR THE CIVIL SERVICES

2.1. Training is a systematic process of developing professional knowledge, understanding and skill, both of individuals and groups that serve the organization, in our case, the governmental system. It also prepares them to anticipate, by the application of objective, scientific methods of analysis, the future trends likely to arise in the organisation and the professional fields concerned and enables them to make appropriate response to challenges that may be posed by these trends. The focus of training is thus on action, of "doing" specified things, rather than merely acquiring knowledge about them.

2.2. Training should also stimulate and motivate trainees to widen their mental horizon, promote innovativeness, develop a scientific temper imbued with professional ethics which, for public servants, must include a respect and concern for the citizen and the client whose interest has been entrusted to him.

2.3. Training cannot have as its aim only the improvement of the individual and the group; it must blend this aim with the larger aim of promoting organizational objectives. The organization, which is the subject of the study, being the governmental system of the country (i.e. all the tiers of the polity), the organizational goals are incomparably larger, more complex and diverse in nature than those of any other organization.

2.4. For operational purposes, however, organising training for such a vast governmental system as ours may turn out to be less formidable a task than the above statement may indicate. Since the governmental system consists of building blocks, more or less functionally largely, it is largely feasible to translate the large body of its complex and diverse goals into more or less discrete, performance-objectives achievable by each building block, that is department or other organization, or work unit of the Government.

### Training Objectives

2.5. The Group has examined a number of expert formulations or the answer to the question, - what should training objectives be. Besides, in its interaction with officials of the Union and the State Governments as well as experts of training institutions, it has come across

a number of suggestions on the subject. The following elements of suggested formulation:-

- (a) Keeping up-to-date and enhancing professional knowledge needed for better performance.
- (b) Promoting better understanding of professional responsibilities, sensitization to professional, socio-economic and political work is done.
- (c) Up-dating and enhancing professional skill for improving individuals and organisations.
- (d) Bringing about right attitudinal orientation.

2.6. The Group proposes to treat these training objectives at the following related, levels:

1. Improving the Civil Service system as in instrument of the State's goals (as enshrined in the Constitution) as well as policies of the government). In other words, of professional excellence by the Civil Services for the State and
2. Adapting this professionalism to the requirements of the State embodied in the laws, policies and programmes of government.

2.7. In other words, at the first level the emphasis is on professional performance skills for achieving a specific set of objectives, laws, policies and programmes of government. The importance of these objectives are being projected by the Government for the better administration.

### Concerns of Training Programmes

2.8. Influenced by these changes in policy, training programmes should be substantially conditioned by the following concerns :-

#### (a) Responsiveness

- to the challenging democratic needs and expectations of the people and organisational and technological developments.

**(b) Commitment**

- ♦ to democratic values and concept of partnership and participative decision making.

**(c) Awareness**

- ♦ of technological, economic and social developments.

**(d) Infusion of scientific temper****(e) Accountability**

- ♦ to ensure high performance in every professional field and cost effective methods of delivery.

2.9. These concerns are by no means exhaustively listed but can at best be considered illustrative in nature. What can be said more authoritatively is that not all of them will be relevant to every task, nor is there a standard formula for mixing different concerns in designing a training programme. Different levels of the civil services and different functional categories within the same level will need varying mixtures of the basic element of the training objectives, and the embodiment in the programme of various concerns cited above.

**TRAINING STRATEGY****Section-I****Public Services or the Civil Services**

3.1. Before going to the formulation of a coherent training strategy, a few preliminary points may be sorted out. Should the Group's recommendation cover the entire range of Public Services in the country or only the category called the Civil Services? In the current literature on the subject, the former usually denotes government employees, quasi-government employees as well as employees of local bodies. The latter term usually denotes the entire group personnel under the employ of the Governmental System only, namely the Central Government and the State Government (including Union Territory administration). The consensus of the Group is that while many of its recommendations are likely to have relevance to the entire gamut of the Public Services in the country, the group should focus on the Civil Services only.

3.2. Both the terms of reference and the trend of opinion of the members of the Group, for that matter, of most other experts and officials consulted by it, overwhelmingly suggest coverage of the entire range of Civil Services. It has also clearly emerged that special attention needs to be paid to the Civil Servants at the cutting edge, who interface with the public at large and whose performance to a large extent determines the perception of the common man about the government functioning. Admittedly it is a very large and difficult task. Any attempt at Civil Services in general runs the risk of rendering the exercise devoid of operationally meaningful recommendations. At the same time, not to attempt at defining some common ground, shareable by all levels and sections of the Civil Services, may amount to leaving the training field open, 'free for all' as it were, in which each organization or each section of the Civil Services goes its own way, leading to nowhere, each creating its own piece which does not form part of any coherent whole.

**A Two-Pronged Training Strategy**

3.3. The range of responsibilities carried and roles played by the Governmental System in this country is enormous, highly complex and diverse. The federal character of the polity adds a very important dimension to this complexity and diversity. Since, however, this

intricate machinery of Government is geared to attaining some well-set national goals, it is unavoidable to design a strategy of training for weaving a common thread that runs through the diversities of different levels of Government, organizations, groups and individuals. The Group, therefore, recommends a two-pronged training strategy which provides, first for a set of broad guidelines, commonly applicable to the entire gamut of Government organizations and personnel. Secondly, in so far as there are very important organization-specific and section-specific issues to be treated under training programmes, these will have to be treated in organization-specific and section-specific training arrangements.

#### **Rotation as a Factor**

3.4. We have already discussed the relevance of placement in training. The system of rotation is held by many to be a hurdle in the way of specialisation. The rotation that causes movement from one functional area to another is really confined to a very small group of the higher Civil Services personnel, notably members of the All India Services (mostly the IAS), and a very small number from different uni-functional and technical services. They do not add up even to one percentage point of the total number of Civil Servants in the country. This small number constitutes the top managerial stratum. Their case stands on a somewhat different footing and will be taken up in a separate chapter of this report. The main point to note here is that the limited practice of rotation in the Civil Services does not place any serious obstacle to the pursuit of a training strategy that must give a great deal of emphasis on functional specialisation, among other requirements.

## **Section-II**

### **Designing A Coherent Training Strategy**

3.5. A coherent Training Strategy has to take within its sweep a whole range of issues that arise before the actual launching of a training programme, those covered by the training programme and those that go much beyond the programme implementation stage.

#### **Three-fold Categories of the Civil Service Personnel**

3.6. Having resolved on universal coverage of the Civil Services under training, the Group would like to make the following three fold categorisation of the personnel concerned :-

- (a) All operatives who work on the ground level, have to directly interact with the common man, for rendering a variety of services and performing regulatory

functions. They belong mostly to Group 'D' and partly to Group 'C' services and are known as the 'cutting-edge' of the administration.

- (b) The supervisory level-and middle executive level. They are a whole range of technical as well as non-technical-, uni- functional personnel, who belong to the Group 'B' services and shade off into the higher stages of Group 'C' at one end and the lower stages of Group 'A' at the other.
- (c) To executive-cum-management level. This is constituted mostly by the Group 'A' services comprising a whole range of non-technical, uni-functional services, scientific and technical services and the All India Services.

3.7. For training purposes, a further sub-division of the last mentioned level is desirable. The top-most layers of these services constitute the potential reservoir of the top management. They ought to be trained, among other subjects, in policy analysis, policy formulation, strategic planning, evaluation etc. Their training needs would be discussed in a separate chapter.

#### **Training for Organisational Objectives**

3.8. Before we address ourselves to the 'nut-and-bolt' issues of a training strategy, an obvious point may be stressed, that training is meant for the achievement of certain objectives of the organization through the agency of its personnel. Within the imperatives of the foregoing considerations the suggested schematic pattern of the training strategy may be put down as follows.

#### **Pre-Training Tasks**

3.9. The first step is a comprehensive analysis of the government's goals and objectives. These should be concretised into the objectives of a work-organization. For each such organization (or sub-system as termed earlier) an in-depth exercise ought to be made of the jobs that exist for achieving the organisational objectives and the tasks that each job entails. This exercise should inevitably focus on the organisational structure, its personnel,-technical, managerial and all others,-and assess if the structure and personnel are functionally in harmony with the organisational objectives, or if there is a mismatch. Similarly to be studied are the processes the organization employs in its work, -technological, technical, legal, administrative/managerial and so on.

#### **Identification of Organisational Training Needs**

3.10. The above exercise can be initiated only by the organization itself; for, as the saying goes, it is only the wearer who knows where the shoe pinches. But since the exercise has

got to be oriented towards the formulation of training objectives, that is, to issues, and problems that lend themselves to being treated by the training-intervention, it may often be advisable to involve some training experts in the exercise. It must be comprehensive enough to cover all relevant technological, technical, managerial and other aspects of the organization's working, so that it yields a complete picture of the strong points, that are harmonious with the objectives of the organization and the weak ones that need to be addressed by training or otherwise. From this exercise will emerge the specific problems that need to be treated by training intervention and non-training factors.

#### **Job Analysis**

3.11. A proper analysis of the jobs of individual functionaries (or groups of them when the work is essentially group-oriented) is the key to the identification of their training needs. This should be much more than a routine exercise. Every job has to be sliced into its specific task components that the job holder is expected to perform. The linkages with the lower, corresponding and superior levels, the actual processes to be followed, the time taken for each process and the sequence to be followed, the ratio of uncertainty owing to factors beyond the organisation's control and such like other facts have got to be mapped out. Tedious, meticulous and time-consuming though the exercise is likely to be, it must nevertheless be an essential precondition for launching a meaningful training programme. Hasty work to get on with the job of training, to fulfill some target set for the organization, which is the bane of so many well-intentioned but ill-prepared for training exercises, will be infructuous. It will only repeat the past and create frustration. The Group, therefore, recommends a planned, step-by-step move towards the launching of a training programmes.

#### **Rational Sequencing of Events**

3.12. We have stated earlier that before attempting the training intervention to achieve a specified performance enhancement goal, it is necessary to effect a rational sequencing of event with a view to determine whether the training intervention needs to be preceded, accompanied by or succeeded by one or more non-training intervention.

#### **Performance Measure**

3.13. Such an exercise will also enable development of appropriate criteria for measuring individual and organisational performance, an essential prerequisite for the launching of an effective training programme. For the overwhelming mass of Civil Servants at the lower

levels, performance measures are quite easy and, performance is to a large extent quantifiable.

### **Section-III**

#### **Types of Training Programmes**

3.14. Training Programmes should be organised at the time of induction into each employment. The content of induction training will be determined by the gap between expected job-competencies and actual competence level of the concerned Civil Servants. Similarly there must be arranged in-service training at suitable intervals in the career of each Civil Servant.

3.15. Since the whole structure of the Civil Services has to be covered under the training umbrella a multi layer effort is desirable. It is also necessary to organise competence based training programmes, aimed at attainment of specified competence level amongst the participants.

3.16. Training programmes may be broadly categorised into four classes :

1. Those addressed to identified special requirements of individuals;
2. Programmes aimed at sensitisation of participants to pre-identified concepts and areas; and
3. Advanced programmes geared to meet the requirements of enhanced skills/knowledge necessitated by significant changes in technology, policies etc., with a view to ensure optimum performance of sectoral programmes.

In so far as the technical personnel including those from non-organised services are concerned some management inputs at periodic intervals will also be necessary.

#### **Periodicity**

3.17. No standard prescription is practicable for the periodicity of in-service training for all the levels, and their constituent functional sections. It will be determined in the light of factors like funds, availability of training expertise and infrastructure and the frequency at which the relevant techniques, technology, laws, procedures, work environment go through substantial change. Special training programmes at the time of major responsibility changes—promotion from Group 'D' to Group 'C', promotion to supervisory levels; promotion from Group 'C' to Group 'B'; and promotion from Group 'B' to Group 'A'—could be considered. In addition, when very major changes take place in the structure

and processes of an organisation, such changes should be accompanied by a comprehensive training programme.

3.18. We take note of the fact that for the IAS and certain other functional categories of the higher Civil Services, two-yearly or other short interval training plans geared towards periodic sensitisation in specific areas exist. It is desirable to keep provision of training for these categories more or less at this interval. For, they must first be exposed to the stimuli of the fast changing professional and external environment. It is only then that these can percolate through all the echelons of the Civil Service System. Insofar as the higher Civil Services are concerned, the sensitisation programmes referred to above must be reinforced by more comprehensive training inputs at appropriate stages in the career.

3.19. For the organised higher Civil Services, where the career advancement chart of most of these constituents follows a more or less standard path, such refresher training could be prescribed as a service-span specific exercise. By way of illustration, those with service of less than 10 years may need additional inputs for upgrading knowledge and skills relevant to their functional areas. Those in the senior bracket of service upto 20 years may need exposure to key management concepts in the context of government functioning. Members with longer service spans need to be provided opportunities for analysis of Government policy with particular emphasis on understanding the process of policy formulation, accompanied by a study of related social, economic and political implications. The Cadre Controlling Authorities should consider prescribing a direct linkage between such training and promotion.

3.20. Likewise, it is difficult to write down a standard prescription for duration of a training programme. It will vary depending upon the nature of training needs and, of course, the organisation's pervasive concern for resource. Some broad observations are however considered desirable. For the higher Civil Services, the existing scheme of induction training including practical training, if any, ranging from 18 months to 24 months is considered adequate. As regards the in-service training, the duration of sensitisation programmes could be ideally about one week. The Group takes note of the fact that refresher courses for officers belonging to IAS run over a period of 3 weeks. Such a duration is considered just appropriate for refresher courses for other Cadres as well. The advanced programmes will have to run over a much longer period, usually ranging between 3 months to one year. It is also pertinent to observe that training is behavioural characteristics and attitudinal issues needs to be reasonably long, for these tend to respond to 'slow-treatment'.

## Section-IV

### Designing a Training Programme-Prescription of Training Methods

3.21. In Section-II, we have outlined some of the pre-training steps required for launching a proper training programme. Obviously, there are many other organization-specific, situation-specific and even individual-specific issues that must also be attended. Once these pre-training issues have been taken care of, the ground has been prepared for moving on to the next step, namely, the designing of a training programme. Unlike the previous exercise in which the main role is to be played by the organization for which training programme is being designed, the actual designing of programme is largely the work of experts i.e. training institutions, training consultants, and functional experts. Once the 'trainable' issues have been sorted out from other issues, it will often be seen that not all 'trainable' issues need to be treated by formal training programmes, to be conducted by specialised training institutions. The range of choice available is considerable and is conditioned by several factors, -available resources, time and so on.

#### Several Training Settings

3.22. The training institution and the organization concerned can, by mutual consultation, work out a list of training events to take place in a variety of training settings. Some of the events can be organized within the organization itself, largely by its own staff, with the assistance of training experts. In certain situations, a core group of people, selected from various functional levels of the organization, can be trained together to catalyse the process of training within the organization. The selection of candidates for training should keep in view the fact that individuals of different levels often constitute a whole integrated instrument for performing a task. It is advisable to train them together. For certain kinds of training, individual learning can be encouraged with the assistance and advice of experts.

#### Match between Training Objectives and Training Methods

3.23. By and large the nature of each training event dictates the specific method of training to be adopted ; but this is by no means rigid and invariable. There is much room for improvisation and adjustment.

#### Balance Organisation's and Individual's Expectations

3.24. The objectives of the work organization, say a department of government and its field formations (performing a certain type of work like collection of direct taxes), may not fully answer to the expectations of individual functionaries whose motivation for training may be

somewhat different from the organisation's. While balancing the expectations of the organisation and the individuals the organisation's needs must ordinarily over-ride the expectations of the individual.

3.25. Following from the above is the idea of involving, as far as possible, participants in designing the training programme.

3.26. It is not the purpose of this report to suggest details of training design. For one thing, there are expert training institutions, individual consultants and so on, who are better placed to design a programme tailored to the needs of a specific clientele. For another, and this follows from the first, each programme while animated by the broad principles applicable to all organisations of the government across the board, must carry the stamp of having been designed to suit the specific requirements of the organization and the clientele. The Group would only like to suggest a few important relevant points.

#### **Training Event in Step with the Learning Process**

3.27. Training events must be harnessed to the learning process. All too often training programmes offer a rich collection of events, arranged haphazardly, with the result that individual events fail to produce the desired learning effect upon the trainee; why, it often produces a certain disorientation in his mind.

3.28. In preparing the syllabus this issue of harmony between the learning process and the training event must be kept in mind. The introduction of the complexity of a theme, and for that matter, the entire programme, should be synchronized with the learner's rising receptivity to it, hopefully promoted by the previous training events in the programme.

#### **Balanced Content**

3.29. A programme should not be too heavy so as to leave no time for the trainee to absorb the inputs. It will create in his mind a feeling of being swamped by it. At the same time, it should not be so light as to stray him to distraction, thereby serving to convey the impression that the training programme is a mere ritual and need not be wasted too much time and thought on. In other words, the programme should be stimulating enough, but must leave time and opportunity for reflection.

#### **List of Methods**

3.30. A few observations about the methodology of the training programme. The idea is not to offer an exhaustive list of methods and techniques applicable to training. Training institutions and experts will undoubtedly draw specific items from the armoury in response

to the need of the design. It is just to give an idea to the makers of training policy of the available range of choice that the following observations are being made :-

3.31. As stated earlier, there must be a match between a training event and the method applied to implement it. Of course, in doing this there is much room for permutation and combination of techniques available, improvisation and experimentation. The choice of methods and techniques will also be conditioned by the outcome that any event seeks to produce. For example, if the desired outcome is conceptualisation, the ideal methods to apply would be those that have a certain academic orientation; if the outcome is sharpening of skill, there should be room for 'doing a thing' and understanding the processes of doing it.

#### **On-The-Job Training**

3.32. This is specially useful when training programmes aims at improving the skill of the performer. It is more relevant to the so-called cutting edge level functionaries whose jobs do not usually involve very complex skills and techniques. They are large in number and perform more or less routine tasks. The inability of the government periodically to train them in-service, has been largely due to their enormous size and the very large variety of tasks they perform. Yet their training is unavoidable and, on reflection, may turn out to be much less difficult and unattainable than is usually thought to be. If a handful of functionaries is chosen from each working unit for being given special training for a short period of time and then they are put back into their work unit to train their fellow workers, it will not place too heavy a burden upon the resources of the organisation, financial, material and human. It avoids the problems attendant to transfer from the job to the training forum and from there back to the job. It will allow the normal work of the work unit to go on uninterrupted. Unfortunately little such effort has been made in most government organisations which don't have technology orientation. Yet such training programmes for, say, the land revenue administration, the VLWs, the police and so on, can make tremendously beneficial impact upon the efficiency of the governmental system in the States.

3.33. On-the-Job training should be tried extensively in the short run, though it has certain limitations that can be overcome only by supplemental, formal training to be conducted by specialised training institutions. It may not answer the needs for attitudinal training, an issue that will be taken up in a separate chapter of this report.

#### **Training in the Field**

3.34. Training in the field has much in common with training on-the-job; but there is a vital difference. It takes the trainee away from his own jobs, to a field in which a certain job,

mostly similar in nature, is done. Since this abstracts the trainee from his own job environment conditioned by elements that may not have relevance to the training objectives but are distracting for him, it has the advantage of offering a-job-like environment in which systematic training can be imparted to the trainee. The trainee experiences all the essential elements of his job situation, and can relate practice with theory.

#### **Action Research**

3.35. It has much in common with training-in-field-action. Action research is really research based, intended to bring in the result of research to improving action. Participation in action is accompanied and followed by intense analysis, meticulous supervision, evaluation of feed-back and so on. Many innovative devices can be used to convert routine experiences into learning opportunities and create new, better, ways of performing tasks. Its great merit is that the practitioners themselves are intimately involved in the research on the problems concerned and can contribute to their solution more directly than outsiders, who are involved in the research on similar problems, but not in actual implementation.

#### **Methods of Simulation**

3.36. The above mentioned training methods involve participants in actual work in one form or the other. It may not be feasible always to organise training programmes with participation in action as its core element. These point to simulatory methods of training. Some of them are :-

- (a) Role playing-It helps participants to experience what something sounds or feels like. This is particularly appropriate for behavioural issues, allows the participant to perceive the view- points of the person at the receiving end as well as the one at the giving end.
- (b) In-basket exercise-It recreates a work-organisation-like environment and places participants in a variety of roles which they have to play or encounter in real life.
- (c) Games-This too is essentially role play. The players briefly experience and practice different ways of dealing with a situation and their consequences.

3.37. The advantage of simulation is that they provide controlled experience of certain selected, highlighted, elements of a complex situation, not all of whose dimensions need be taken into account for training purposes.

3.38. There could be many variations on this general method. The essential point in all is that they allow heightened perception of selected issues, in controlled situations in which the extraneous factors (extraneous in terms of training need), inseparably mixed up in the

real life situation, do not impinge upon the training situation. These are especially useful for behavioural training, -imparting skills for interpersonal relationship, social contact and so on.

#### **Case Studies and Incident Studies**

3.39. These are based on real life situations; only that a slice of the real life is taken as a sample for training purposes. The trainee experiences the situation as though he has been involved in it. Preparation of case and incident studies needs a create deal of expertise; the data used must be brief, precise and pointed to training purposes. This is an exciting area for research by training institutions and experts.

#### **Class-Room Methods**

3.40. Certain methods and techniques are particularly suitable for enhancement of knowledge and conceptualisation; the traditional of them is the class room method. Its main shortcoming is that it presumes the trainer and the trainees to be on the same wave length. It tends to ignore the fact that participants follow their own pace in learning, have different backgrounds and, therefore, different degrees of receptivity to the same material being dispensed through the class-room method. Yet in many situations this time-tested method helps best in explaining complex concepts and ideas and can be a valuable incentive to individual learning.

#### **Individual Learning**

3.41. Its greatest advantage is that it permits each participant to determine his own pace of learning. Even the trainer can regulate his pace to participant's individual requirements. Where a training group consists of heterogeneous elements in terms of their specialisation, background etc., individual training has much to commend itself as an effective method for promoting conceptualisation, understanding, and in certain situations even skill.

#### **Seminars, Syndicates and Workshops**

3.42. They promote cross-fertilization of ideas among participants who come from different professional backgrounds, but have some common, underlying perception and interest to bind them together. They help clarify many hazy ideas, perceive the multidimensional nature of issues and promote a spirit of tolerance for other people's ideas and view-points. They are an excellent method for promoting general understanding of broad issues, but may not be very suitable for improving functional skills.

### Distance Learning Method

3.43. It has immense potentialities. The range of technology available for it is ever-widening. It requires very little centralised infrastructure, can reach an immensely larger clientele than possibly any other method can do. Most important of all, it allows the participant to remain on job and learn at his own pace. It however, lacks the personal, human touch which is so badly needed in many training events, particularly those related to behavioural issues.

3.44. The above listing is by no means exhaustive, nor is it that each method lends itself to application for only a specific performance objective.

3.45. Most training institutions have bias for some training methods and techniques. This is conditioned by their life-history as well as their currently available infrastructure and expertise. There is a tendency on the part of many training institutions to tailor training designs to suit their available expertise and infrastructure. This is a grave error, for it amounts to the tail wagging the dog, rather than other way around. For this state of affairs it is not the training institution only which is to blame; very often the government organisation too. Reasons like physical proximity of the training institution to the organisation, and more importantly, the prestige attached to the name of an institution, or its location in a comfortable, attractive place, tend to influence choice of institution. This must be avoided.

3.46. No training design is a finished blue-print; it is only an indicative map. It requires periodic modification and refinement in the light of experience gained.

### Preparation of Training Modules

3.47. A selection of events of a training programme can be formed into blocks or modules in which a few, usually two or three, interrelated subjects are treated so that they constitute a more or less self-contained package allowing the participants to concentrate on them within a given time-frame. The modules can be so prepared that they provide inputs to the participants in a predetermined order of complexity, thoroughness, and interrelatedness. They allow the participants smooth transition from one module, after its inputs have sunk in, in its understanding process, to the next module. This is a potentially rich area for research in the preparation of curriculum. The ideas and skills needed for performing closely interrelated tasks need to be arranged together so that the inputs of one module can be a self-contained package fulfilling a certain aspect of the training objectives.

### Section-V

#### Post-Training Steps Needed to be Taken

3.48. Pre-training exercises, the training process and steps to be taken after the training, all form part of a continuum. Each is indispensable in the scheme of things and must follow a well-ordered sequences. In this the organization, which has sent out its personnel to be trained, has a very important role to play. It must do its home work before sending people for training and select suitable persons for training. It will not do merely to send some people to complete the quota that may have been given to it by a central training authority, whatever its name may be. In the scheme of things suggested in this report, a training programme is to be custom-designed and, therefore, the organization's identification of training needs must have gone into the designing of the programme. Once the trainees come back after training, the organization must strive to put them in appropriate slots. Not everything that the trainee has imbibed may be immediately applicable to the organisation's work system. But if the trainee comes back and finds that there is no scope what-so-ever for him to apply, or even experiment with, has new ideas, skills and so forth, the resultant frustration and cynicism will not only disable him, but also others in the organization.

3.49. There may be some problem in placing in appropriate slots newly-trained officials at the higher level of the Civil Services, an issue we will discuss at some length in the chapter on the higher Civil Services. But the Group does not see any insurmountable difficulty in the way of putting newly trained functionaries to appropriate slots within an uni-functional organisation which has sent its trainees to a custom-designed training programme. The organization having been involved right from the beginning of the exercise should feel obliged for some in-house action indicated by training.

3.50. In this task the training institution and the consultancy agency, if any, also have a role to play. While designing a training programme; they may advise the organisation on the broad lines of action it could initiate so as to use its newly trained manpower. This will also have the effect of injecting a measure of realism into the organization's and the trainees' expectations from the programme.

3.51. As a matter of fact, under an ideal scheme of things the organization should keep in touch with the trainee during the training programme. Similarly the training institution should also keep in touch with the trainees and the organization after the trainees are put to appropriate slots of the organizations, when they go back to work.

3.52. Post-programme counselling by the training institution, conduct of refresher courses, maintaining of contacts through publication of newsletters or periodicals in which the ex-trainees take part, are some of the ways of ensuring contact between the organization, the ex-trainees and the training institution.

## Section VI

### Concurrent-Monitoring and Evaluation

3.53. A training programme must have built-in procedure for concurrent monitoring of the trainees' progress towards specified training objectives. This will have the familiar benefit of giving opportunities for mid-course correction before a programme or any event of it goes off-the track. Concurrent monitoring accepts as fixed the training objectives of particular events and programme. Their success or failure is to be measured in terms of these objectives.

3.54. Conceptually, evaluation should come after the completion of the programme, and preferably after a time-lag within which the effect of the programme upon the performance of the trainee and the organisation can be observed. An evaluatory exercise has to go far beyond the immediate training objectives. It should judge the effectiveness of a programmes in achieving the objectives of the organization and in improving the performance of its personnel. There is a logical connection between concurrent monitoring and post-programme evaluation. One cannot obviate the other.

3.55. A few ideas about organising evaluatory studies may be put down below. A comprehensive exercise in evaluation must involve all the parties concerned in the training and some others too. The organization, the recipients of training, the training institution, the funding agency (in this case the government or an international agency) has each its own angle of vision for judging the effectiveness of a training programme. However, the judgment of each by itself is likely to be partially valid. A partial corrective may be given by the induction of academic researchers.

3.56. The formal, routine evaluatory exercise done by many training institutions at the end of a programme are usually superficial, mechanical and contain very little insight. An exercise in evaluation must take the training programme as a whole, the climate of training, the methodology adopted, the effectiveness or otherwise of the programme, the suitability and responsiveness of the participants, the impact of training upon the participant as an individual, upon his work in the organization, and upon the organization as a whole. Has the programme contributed significantly to the realization of the organisational objectives? This is

a valid point to be investigated. In such an exercise the organization's active cooperation is indispensable. After all, the effectiveness of a programme on the ground can be judged only if the knowledge, skill, expertise imparted to the trainees are allowed to be applied or experimented with in the organization. Cost-effectiveness must invariably be a point of inquiry.

3.57. Evaluation of the effectiveness of training upon the participant is primarily the responsibility of the organization, but the assistance of the training institution or outside experts may be required.

3.58. The organization must also review its training objectives in the light of experiences gained from the earlier programmes. It may discover that its training objectives have been inadequately formulated or that they are either-too large, imprecise and impracticable of realisation through training, or that they do not focus on the vital tasks needed for the realisation of the organisation's objectives.

3.59. A frequent exchange between the organization, its trained personnel and the training institution concerned may lead to regular and periodic, formal and informal, evaluation followed by marginal adjustments. This will help keep training objectives aligned with changing needs.

The difficulties of a cost-benefit analysis are more deep-rooted than apparent on the surface.

3.60. For realising the legitimate expectations from a programme, a series of organisational changes,- managerial, procedural etc. - may be required. These may cost money. But then such uncertainties are innate in any such exercise. In practical life, perfect decisions are rarely possible, one has to go by approximation, and forming an approximate judgment is the primary responsibility of the policy maker and resource provider. Evaluation of the long-term effects of training in a changing situation calls for building up capabilities for strategic planning on the part of the policy maker, - to which we shall revert in the chapter on the higher Civil Services.

## ROLE OF TRAINING IN ATTITUDINAL TRANSFORMATION

4.1. Requirements related to the role of training in Attitudinal Transformation should normally have formed part of the 'Training Strategy'. However, the group considers that tackling the attitudinal factors is an area which has not received due attention in the past and deserves to be looked at in a more comprehensive and purposeful manner.

4.2. The performance of Civil Servants, particularly those at the cutting edge is consistently perceived as sub-optimal by the common man, usually because of lack in terms of the appropriate attitudes. Responsiveness to the needs and sensitivities of the people and ensuring client satisfaction pre-supposes positive attitudinal disposition in the Civil Servant. Development of right attitudes in the Civil Service therefore, acquires a sense of importance and urgency.

4.3. We have stated earlier that enhancement of knowledge leads to building up of confidence in individuals. Likewise, enhancement of skills contributes to improvement in competence in them. Attitude can be said to contribute to formation of commitment in the individual. Attitude, plays perhaps even a more pivotal role in improving the actual performance levels of individuals. Thus in spite of availability of the best of knowledge and skills, the ability for delivery of desired services may still be found wanting in individuals if they are not imbued with the appropriate attitudinal disposition. Possession of the right attitude, combined with the appropriate knowledge and skills leads to enhanced customer satisfaction.

4.4. Although attitude plays an extremely important role in contributing to the performance level of individuals, it is something which is not visible. What is seen is the behaviour, as conditioned by the attitude. What is also accepted is that the behaviour is conditioned in a large measure by the environment in which the individuals work. Absence of the right environment leads to behavioural aberrations.

4.5. While it may be possible to condition a person's behaviour (at least temporarily) by non-training interventions like, say, better discipline and control, it is obvious that molding one's attitude is the best way to ensure that behavioural patterns are not upset too much by changes in the working environment. Attitude is also arguably the most difficult of the attributes to inculcate. The group has been constantly faced with the question whether attitudes can be influenced by interventions including the training intervention. The group

has come to the conclusion that the war on the attitudinal front is, after all not a lost cause and it is possible to make an impact in the matter of molding attitudes through practically feasible interventions.

### Tackling the Problem

4.6. The group feels that conducting of self-awareness programmes can be an effective starting point in this direction. The group also feels that exposure to new concepts, resulting in the general broadening of the mental horizon can also contribute to development of right attitudes. Both these intervention can be attempted through training. The group also considers that attitudes are to a great measure determined by how an individual is treated by others in the organisation. Thus strategies aimed at effective team building within organisations can make a positive contribution towards attitudinal improvement.

4.7. We would however, like to sound a note of caution. The interventions suggested, or any other intervention for that matter, need to be administered in a very careful manner, for this is an area where inappropriate applications of an intervention may lead to negative impact on individuals.

4.8. Whereas the organisational culture in which an individual functions determines in some measure his own attitude, the ambience away from the work place (at home) as also the kind of exposure provided during the training programme have a role to play. Since it is the normal tendency of human beings to have their role model and emulate them, it is necessary that appropriate role models are made available, at least at the work place and the place of training.

### Role of Training

4.9. It is imperative to have the right persons as trainers in institutional setting as also the work set situation. There is a need to ensure this at least during the first few years of the service of a civil servant as most of the attitudinal traits take shape during that period. It may also be useful if the training institution could diligently prepare case studies highlighting the impact of attitudes of Civil Servant on the success or failure of Government Programmes. A judicious use of the tools of organisational behaviour may also be helpful.

CHAPTER 5  
**TRAINERS**

5.1. Trainers are arguably the heart and soul of training function. Not everybody is a potential trainer. At present, trainers are picked more by accident than by choice. This trend needs not only to be arrested but reversed also. It is extremely important that a trainer acts as a role model for the trainees. As such he should not only be a person seen as successful in his line department but must also be a person imbued with a proper value system.

5.2. It is therefore, important to have the right persons selected as trainers because very substantial investment would have to be made in them for modeling them as effective trainers. Psychological tests are widely used in the selection process for a variety of functional fields. The defence services in India use them extensively for their recruitment and placement. It is considered within the realms of possibility to devise scientifically designed tests to measure the trainer potential in an individual. Such test may also permit some indexing of the value system of the individual. Such a system needs to be developed, tested, stabilised and put to exhaustive use for developing a cadre of trainers in every organisation.

5.3. An oft-cited weakness of the existing system is that having developed considerable expertise in the matter of imparting training, the trainer gets lost to the system once he completes his tenure in a training institution and goes to the line department. The return of a trainer to the field after a reasonable tenure in the training institution is inescapable so as to ensure that the person does not lose touch with the ground realities, thereby affecting the quality of training. However, it needs to be ensured that the expertise acquired by a person while working as a faculty in a training institution is not wasted even after his return to the parent department.

5.4. A person, once identified a trainer should therefore be used as a trainer even while he is posted in the field. This can be done in several ways. He can be used as resource person by a network of training institutions dealing with the areas of his expertise. He may be detailed to oversee the design and implementation of induction and even in-service training of employees at the field level. He can even be used as a Training Manager (discussed in greater detail in chapter on 'Institutional Arrangements for Training'). A system of assigning a group of probationers to such trainers may be considered, their responsibility to the group being such that even in the case of transfer of a trainer from one assignment to another at the field level, the group of probationers may also shift to his new place of posting with him.

Thus 'Trainer' may be used as a generic term. The concept of 'once a trainer always a trainer' is likely to give an additional sense of importance to the person concerned.

5.5. In the present day scenario, a trainer is by and large left to himself to plan and organise the training programme under his charge. Like any other field of human activity, it is necessary to evolve suitable standards for performance of trainers. The standards may cover both the quantitative and qualitative aspects of the training programmes actually conducted by the trainers while working as faculty members in institutional setting. In addition, the standards may also be set in respect of activities of trainers related to research and publication as well as consultancies. Needless to say no standard can ever be attained or ensured unless there is an effective monitoring and evaluation system. Such a system needs to be set up in each training institution, enlisting active participation of the training institution, the user department/organisation and subject experts/consultants.

#### **Trainer Development**

5.6. The trainer having been selected after a scientific testing of his trainer potential including appropriate value system, it could be presumed that no significant inputs are necessary for attitudinal improvements. It is however, necessary that suitable mechanisms are evolved by which a trainer is enabled to keep abreast of various changes in the field of his specialisation. Thus inputs geared to update the knowledge and skills of suitable frequency may be necessary. In so far as the requirements for updating the knowledge are concerned, it may be desirable to depute trainers at suitable intervals to centres of excellence in areas of their concern. As regards the development of skills, the group takes note of the fact that the Department of Personnel and Training of the Government of India has already developed training packages dealing with Direct Trainers Skills and Design of training skills. The group would also recommend additional inputs to be arranged for development of training modules for inculcating skills in other areas such as management of training.

#### **Incentives**

5.7. The job of the trainer needs to be given additional respectability as also increased importance. The reluctance of most of the successful field managers to work as Trainer is all too well known. It is indeed unreasonable to expect a successful field manager to opt for an assignment as a trainer in a formal faculty post in institutional setting, leaving behind the job satisfaction, a sense of importance and last but not the least the perks associated with most of the fields jobs. It is therefore, necessary that a suitable scheme of incentives, both monetary and otherwise may be put in place for those prepared to work as faculty members

in the training institution. A graded training allowance, whereby the quantum of training allowance increases with each successful year in the trainers role in a training institution, a preferential house allotment scheme and assured admission for children in schools could be cited as a few of the possible incentives. There may also be a scheme whereby preference is given to trainers for long term training courses outside the country to enhance the knowledge of their subject. With the inherent multiplier effect, this would make overseas training more cost-effective. As regards use of resource persons in training institution, the group takes note of the widely held perception that the remuneration permitted under the Government guidelines to such visiting resource person is grossly inadequate. There is a need for suitable enhancement in the quantum of such remuneration both with a view to impart additional respectability to the assignment of the resource person as also to attempt a compensation for the effort that has to be put in by the resource person for undertaking the assignment as a guest faculty.

#### **Trainers Staffing Scheme**

5.8. As in many other fields, it is desirable to have a panel of trainers prepared to take care of the requirements of various training institutions. The Training Division of Department of Personnel and Training could play the coordinating role in this area, whereby a list of trainers of proven merit, as also potential trainers selected on the basis of scientifically administered psychological tests, could be maintained, and placement of empanelled personnel against Trainer's slots effected in a systematic manner.

## **TRAINING FOR THE HIGHER CIVIL SERVICES**

### **General Approach**

6.1. In the foregoing chapters a general strategy for training the Civil Services across the levels has been outlined. While this will largely hold good for the higher Civil Services as well, certain specific characteristics of the latter require a separate treatment of training issues relevant to them. In certain important respects, their orientation is qualitatively different from that of the other levels of the Civil Services in the country.

6.2. For the purpose of discussing training arrangements for members of the higher Civil Services, it seems logical to divide them into two sub-levels. If we take the group 'A' and 'B' services as constituting the body of people who belong to the higher Civil Services, a rough and ready functional division will place an overwhelming majority of them, may be, around 80%, to the level of executives and junior managers/administrators. Most of them work within the limits of functional area or organisation, virtually for their entire career. They make important though imperceptible in the short-run, contributions to sectoral policy formulation by creative interpretation of extant policy, laws, rules etc. In the course of their executive action and quasi-judicial decisions. The administrative/management functions they perform are largely organisation-specific and rooted in specific organisational culture. Amongst the rest, officials of unifunctional organisations both at Centre and State levels perform administrative/managerial functions in their respective organisations. Their management experience is founded upon thorough familiarity with the organisational culture and so on.

6.3. A small number in the higher Civil Services, may be no more than 1-2%, may be covered under the Central Staffing Scheme or otherwise, outside their parent organisations in which they have to play a larger management role, rising above the cultural and functional orientation of their parent organisation.

6.4. The three All India Services, particularly - the IAS, stand on a somewhat different footing. Groomed to perform general administrative/management functions from quite early in their career, members of the IAS acquire **general management/administrative capabilities and skills**. But these are not usually founded upon any subject-specific

expertise. Consequently, their training needs are somewhat different from those of the other categories mentioned above.

6.5. A thorough Training Needs Analysis (TNA) should be the starting point for devising training programmes for the higher Civil Services like all other levels. From what has been stated earlier, it is clear that the training orientation for each of the functional categories mentioned above will have to vary within certain limits. The fact that scientific and technical experts manning the top positions of various technical and scientific organisations are also increasingly moving towards the senior management positions, calls for a somewhat different focus on their training programme.

6.6. The Group has had the benefit of the report of the UNDP - Government of India-sponsored TNA, conducted in 1992-93 for the higher Civil Services in India. Limited to only a certain number of uni-functional services, besides the All India Services, and also partially based upon a small sample of officials, the report offer Valuable insights into the training needs of the higher Civil Services. A structured Management Excellence Inventory (MEI) in the shape of a set of questionnaire elicited information/opinion from the samples in regard to their training needs. Going by the numerical strength of response of the sample population, with regard to each item, 16 items belonging to two categories, namely management functions and effectiveness characteristics, have been suggested in the report for being the focus of training programmes. These relate to issues of leadership, coordination communication, inter-personal sensitivity, action orientation, strategic view forming, environmental awareness, adaptive skills, flexibility and so on. These findings broadly accord with the suggestions made by members of the Group and officials and experts of the Central Government, the State Governments and the training institutions with whom the Group has had the benefit of interacting.

6.7. It is not the purpose of this report to suggest a list of functions and characteristics to be covered under training programmes for any level of Civil Servants. But those mentioned above have been listed to indicate broadly the direction of orientation that training for the higher Civil Services ought to aim at. It is, however, relevant to stress here that the highest level of the Civil Service system, consisting of persons drawn from different uni-functional, scientific, technical organisations/services in addition to the All India Services, for performing senior management or administrative tasks need training to develop professional skill or general management ability across the departmental or organisational boundaries, without being constrained by the imperatives of a particular speciality.

6.8. We have so far treated the question of training for the higher Civil Services as a single, undifferentiated stratum. The idea is to create by training a large enough pool from which to draw personnel for the topmost management stratum in Government. If a cut-off point has to be suggested for a preparatory stratum, it can possibly be placed at the level of the Director to the Government of India. Personnel of this level must be exposed to environment and experience, through training and otherwise, appropriate for their taking up higher and qualitatively different responsibilities at the level of Joint Secretary and upwards.

6.9. It is in this group that long term investments need to be made. It is from amongst members of this group that a body of top level Civil Servants with a clear vision of the future of the country has to be carved out. Development of such a **think-tank** constitutes a vital element in the process of nation building. Special training inputs- both in-country and overseas are necessary for this group.

6.10. The top-most management stratum, constituted by the Joint Secretary to the Secretary levels, ought to be given intensive training in policy analysis, policy development, forming of strategic views and options, perspective planning etc. There should be more inputs of technical knowledge for managers drawn from non-technical streams, and inputs of management skill for those drawn from technical streams.

6.11. The training of IAS officers has been discussed elsewhere in this Chapter in some detail. Amongst the rest, the training of officers belonging to unfunctional services needs to address itself to imperatives of the specialised functioning, striving to expose the officers to new concepts, trends and practices outside their organisation in the related areas. There is also a need for enhancement of ability to perceive and respond to the emerging needs likely to develop in the professional field in the future. For those at the top levels, inputs on policy making, policy analysis, strategic planning and interrelations between the immediate professional environment and the national/global change in social, economic, political and technological spheres will also be necessary.

6.12. Training requirements of officers forming part of the Central Staffing Scheme are unique. Subject-specific training in areas related to their sphere of working will be necessary for members of this group drawn from different services.

6.13. The kind of task that the senior management performs, often involves a heterogeneous group of participants. They must be imbued with a scientific temper, which promotes ability to analyze facts and data, perceive the causal relationship between data and the conclusions being arrived at. The ability to appreciate and handle

technical details of alternative policy/management options, familiarity with the information technology, a smattering of the numeral sciences and so on should find place in their training design.

6.14. In the training scenario envisaged for the higher Civil Services, the specialised and subject-specific training will be coordinated by the departments concerned. Training with general management inputs, involving participants drawn from across departmental/organisational boundaries will be organised by Department of Personnel and Training. The group takes note of the fact that Department of Personnel and Training have schemes under operation to this effect. There also exists a scheme whereby officers joining the Central Ministries/Departments at Under Secretary level are given a general induction training. A scheme for sensitisation of officers joining in the Central Staffing Scheme at Joint Secretary level has also recently been put in place. The group recommends that these activities should be continued and further refined so as to make them entirely need specific.

#### **Training for I.A.S. Officers**

6.15. The officers belonging to the Indian Administrative Service occupy a unique position in the Civil Services. They have to discharge varied function at different stages of their career. We have already stated that it is not the purpose of this report to go into the micro-level coverage under training programmes for any level of Civil Servants. The group takes note of that fact that the training of officers belonging to Indian Administrative Service has engaged the attention of the Government of several occasion in the past. In the recent past, there have been two high level committees set-up by the Government to go into the structure and content of the training programme for IAS Officers. Broadly speaking, the existing scheme of training envisages a mandatory training exposure to each officers belonging to the service once in a block of two years. The training is usually in the shape of one week programmes attended by a mix of officers from various States/Central Government Departments, placed at different levels. This ensures a horizontal mix of participants drawn from different administrative environments prevailing in different States, as also a vertical integration of participants working at various seniority levels. Each training programme is usually focused to debate on one of the predetermined list of specialisations. Apart from the one week programmes which contribute to exchange of experience as also sensitisation of participants in specified areas, the training scheme also envisages Three Weeks refresher courses at three different stages in the career of each IAS officer. The scheme has been in operation for two blocks of 1990-92 and 1992-94. From all available information the group

finds that no serious draw-backs have been reported. We therefore, recommend that the existing training scheme should be continued for some more time. However, periodic review of cadre training plans is not only desirable but necessary also. We expect that the government will set up an expert committee at an appropriate stage in the future to go into all aspects related with the cadre training plan for IAS officers.

## CHAPTER 7

## INSTITUTIONAL ARRANGEMENTS FOR TRAINING

### Section - I A Brief Overview of Existing Network

7.1. The existing institutional network for training the higher Civil Services is fairly large and versatile. There are certain national level training institutions, primarily responsible for induction training to the higher Civil Services. The most notable among them are the Lal Bahadur Shastri National Academy of Administration, Mussoorie, the National Police Academy, Hyderabad, etc. For most of the uni-functional services, there are similar Government-run training institutes to provide induction level, professional training. These are supplemented by additional inputs of training, being provided by certain expert, professional institutions.

7.2. For the periodic, in-service training, a variety of institutions have been established under the administrative control of the Government of India and the State Governments. To this Category belongs the chain of Administrative Training Institutes (ATI), one in each State (more or less), acting as the apex institution for the State concerned. The ATIs also conduct induction training for various categories of officers of the State Governments.

7.3. There are also other, expert, professional institutions taking part in training programmes for the higher Civil Services, the foremost among them being the four IIM's at Ahmedabad, Bangalore, Calcutta and Lucknow, the Indian Institute of Public Administration (IIPA), New Delhi, and the Administrative Staff College of India, Hyderabad etc.

7.4. An in-depth study of the adequacy or otherwise of training institutions for programmes tailored to the strategy outlined in this report needs to be made. Some of the issues that such a study ought to cover are suggested below :-

- (a) The capacity of the institution to accommodate such training programmes.
- (b) The various disciplines that these institutions have or can develop for such training programmes.
- (c) Following from (b) above is the question of the specialisation, quality, and caliber of the faculty.

- (d) The physical infrastructure, the library, the computer facilities, other audio-visual training aids and so on.
- (e) Most important, possibly, is the ability and the willingness of the institution to interact with the governmental organizations concerned on a continuing basis for helping the organization formulate its training objectives, make training needs analysis, and for post-training interaction.
- (f) Their participation in a network of training institutions, faculties and training resources.
- (g) Their links with field-level units of the governmental organization concerned.

7.5. What has been suggested in the foregoing paragraphs applies more or less equally to training institutions under the administrative control of the Government and other autonomous training institutions. What is the ideal mix between the two categories of institutions that ensures quality, experimental freedom innovativeness and organizational relevance of a training programme? No rigid formula can be suggested for this. Experience in different countries, including ours, seems to suggest that for training the higher levels of the Civil Services at any rate, autonomous institutions have an important role to play, provided they are equipped with research capability, have professional links with practicing administrators and managers and have developed a critical mass of faculty endowed with the capabilities of problem-raising and problem-solving approaches pertaining to the sphere of public administration/management. A mixture of the two types of institution is likely to ensure the development of multi-disciplinary faculty which is neither ensconced in the ivory tower or purely theoretical pursuits nor lost in the nitty-gritty of daily administration.

7.6. The induction of carefully chosen public administrators and managers into the faculty will lend the much needed pragmatism to training designs. According to our suggested scheme of things, even for the higher Civil Services the training programmes should give considerable attention to function-specific knowledge, expertise and skill. The need for this has also been sharply focused in the training needs analysis of the UNDP and the Government of India.

#### Training for the Cutting Edge

7.7. The foregoing discussion has largely focused on the institutional framework for training the higher Civil Services, although many suggestions made therein will have equal applicability to that for other levels of the Civil Services too. The Group has not been able to find much data about the existing institutional arrangements for the conduct of training programmes for the middle level of the Civil Services. While it is reasonably clear that for

all of them there is some induction level training, provision for in-service training seems to be severely limited. It is an enormous task to organize periodic training programmes for all categories of the middle level. However, there cannot be two opinions about the need for making a start with purpose, well-planned, training arrangement for all of them. Even if only a selective beginning is to be made, - it must cover categories of personnel who work directly through the so-called cutting-edge to influence and affect the citizen or the client, as the case may be. For example, the Police, the tax collecting agencies of the Centre and the State, officials of the Block administration, programme administrators etc. have a claim to training on priority.

7.8. As for non-technical personnel, who will be in the priority list, their training programmes can be designed with much flexibility in the choice of training institutions as well as formal and non-formal methods of training. We are suggesting this rather loose arrangement for sometime to come as we are keenly aware of the paucity of funds, material and human resources necessary for satisfactory, comprehensive training programmes for the entire personnel. Involvement of expert institutions to the practicable extent should be solicited, for a certain measure of external stimuli is indispensable for breaking the cultural isolation and rigidity that characterise the outlook and work style of officials in any closed or nearly closed system.

7.9. The problem with technical personnel is somewhat more complicated. Whereas many of the departments have reasonably good in-house training facilities for their technical personnel, it is in the area of extra-organizational technical expertise for updating their skill and for sparring them on to seeking new skills, new technology, where shortcomings exist. The problem does not pertain only to the availability of suitable training experts, but also to infrastructure, technology, the organisation's preparedness and its strategic view of the future. The Group can only stress that such technical organizations must seriously address themselves to this question and related issues and try as best as they can to make a beginning with training programmes on the lines suggested.

7.10. The sheer size of the task of training the lowest level of the administration is mind-boggling. Personnel at this level constitute around 96% of the Civil Services in the Government of India; their share in the total number of employees under the State Governments is likely to be even higher. Many categories of them do not receive any formal, induction training, much less in-service training. And yet to the overwhelming masses of people they represent the State; it is through them that the State's and more immediately, the Government (of the day)'s image is reflected.

7.11. It must however be noted that organizing training programmes for them is, in many ways, simpler than is the case with the other levels. For most of them perform low-skill, limited-knowledge and expertise-based, repetitive, routing duties. Even though the fast-changing environment calls for introduction of more complex, sophisticated skills and techniques into the sphere of administration and public management, taking a practical view of things it may be said that these categories of personnel will face comparatively simple and quite manageable technological challenges in their work. Therefore, it is possible to organize their training programmes with a view to upgrading their skill, techniques, professional knowledge etc., without high investment on human resources and infrastructure required for this purpose.

7.12. On-the-job training and training through distance learning techniques for most of them have to be arranged even though these may not be the best of methods conceivable for the purpose. It should be possible to select a core group of personnel from each functional category or functional-territorial entity, to be trained first in an appropriate training institution or in collaboration with non-governmental organisations (NGOs). Thereafter they can be sent back to their work unit to train their peers and subordinates.

7.13. Within the limited resources available for training, it may be possible to introduce certain new skills that will contribute immensely to improving their efficiency and raising the level of citizen/customer satisfaction. The current experience with the introduction of computer in the maintenance of land records in certain districts of the country, the railway reservation system in major cities etc., does point to the practicability and desirability of wider application of new, affordable, technology by the cutting edge. The formal education that the entrants to the lowest level of jobs nowadays have, is considerably higher than was the case 10 or 15 years ago. This is likely to mould them more easily to the needs of the new technology and work-culture.

#### **Evaluation of Training Institution**

7.14. The training institutions have to be evaluated from time to time. Such an evaluatory exercise is advisedly undertaken by a multilateral group consisting of the training institution concerned, training experts and consultants, the client organisation and, last but not the least, the provider of funds to be represented, in most case, by the Department of Personnel and Training. While on this subject, it may not be out of place to suggest that the evaluatory exercise should also focus, among other issues, on building the internal structure and processes of the training institution in harmony with the requirements of training programmes in view. This is not to suggest that institutions should be made to lose their distinctive character. Too often the training institutions' preoccupation with finding

additional resources keep their attention away from the possibilities of this exercise without entailing any additional investment or expenditure.

## Section - II

### Overseas Training

7.15. The essence of dynamic administration lies in innovation. There have been tremendous advancements in various areas related to human resource development in the recent years. Progress made by some countries in certain areas is bound to have been more as compared to others. It is, therefore, necessary to expose Civil Servants at various levels to emerging trends and innovations put to practice with some degree of success elsewhere in the world. This can be achieved through training in relevant training institutions in other countries.

7.16. The group can hardly over-emphasises the need to ensure that overseas training is organised in an entirely need-based and objective-specific settings. It will be more useful if such training provides windows to successful experiences in similar areas in other countries. The countries where the training could be organised or the institutions which could be used for the purpose is a matter of detail. It should suffice for the group to stated that the venue of the training should normally be an institution which can act as reservoir of knowledge and database in the appropriate cross country experience. It is quite likely sometimes that adequate documentation and dissemination facilities do not exist in the country whose experience is proposed to be studied. In such case it often happened that an institution of excellence is available in a third country, with a specialised wealth of knowledge and information on the relevant experiences in the country of study. The overseas training in such cases should obviously be anchored in such institutions.

7.17. The group underlines the need for building capacity in the Personnel Management System to prepare a body of top level Civil Servants with a clear vision of the future of the country. Such a think tank is amongst the most important ingredients in the process of nation building. Substantial investments need to be made while building up the think-tank. Training interventions necessary in this regard include exposure to new concepts, trends and practices in the relevant fields elsewhere in the world. This can be provided by sending carefully selected promising Civil Servants for long term training programmes in internationally reputed institutions of excellence in other countries. The group also recommends that the officers nominated for these programmes should be near the middle of second decade of their service.

7.18. By its very nature overseas training is much more expensive than in-country training. The group also takes note of the fact that assistance has traditionally been available to the Government of India from various multi-lateral agencies or under bilateral aids schemes for training of their officers. The group feels that this practice should be continued. It is only in the case of some short-term and immediate thrust areas of training that funding may be derived from Government resources.

7.19. The need for optimum utilisation of training opportunities outside the country is even more than in the case of in-country training. It is, therefore, necessary that the trainees are properly briefed about the expectations of the organisation from the training programme. The trainees should adequately prepare themselves, equipping themselves with relevant data and literature related to the problem area in the Indian context. On return from training there should be a comprehensive evaluation session, including a debriefing seminar to be attended at an appropriately high level. In the case of officers returning from long-term training, there is the added need for ensuring the multiplier effect. This can be done by involving a trained officer in the training programmes of in-country training institutions. The group would even recommend atleast some of such officers being formally posted in the faculty positions in the training institutions.

## Section - III

### Nodal Points and Coordinating Arrangements

7.20. If training is to improve organisational effectiveness, it is necessary that institutional arrangements are set up within each organisation for overseeing the training function as an integral part of the Personnel Management System. For this purpose, each Department can have an officer designated as "Training Manager", whose job it will be to ensure an integrated approach to training. The Training Manager will be actively involved in various activities leading to organisation of training programmes, such as the analysis of training requirements, the design of training programme, the selection of appropriate training institutions and the evaluation of training. Above all, the Training Manager will be the person who will advise the top management of the organisation about the right kind of interventions (both training or non-training) required for overcoming specific problems of performance. Needless to say, the Training Manager will act as an interface between the Department/State and the training institutions on the one hand and the Department/State and the Ministry of Personnel on the other. It can hardly be over-emphasised that such a person

needs to be very carefully selected and trained properly before being assigned the job of a Training Manager.

#### **Role of Department of Personnel and Training**

7.21. The DOPT of the Government of India, which has the overall coordinating responsibility for Personnel Management Policy is considered has the obvious choice for playing the role of coordination in the area of training. This Department should be responsible for monitoring and implementation of National Training Policy. The total body of recommendations made in this report will serve to weave a common thread of training objectives for the entire Civil Service System. The recommendation also highlight the need for designing training programmes tailored to the specificities of a functional organisation, group or a local situation etc. This would call for an over-arching coordinating body. The group suggests that a National Training Council (NTC) be constituted to perform the role of coordination. The Council has to play a coordinating role cutting across various boundaries. Ultimately, suitable working principles will have to be devised by the Council in collaboration with the organisations concerned.

7.22. The Council should be constituted by the representatives of the Department of Personnel, other Cadre Controlling authorities, Heads of major functional organisations, training institutions and academic experts in various disciplines.

7.23. The Council will also act as a forum for cross-fertilization of ideas leading to the framing of guidelines and their periodic revision in the light of feedback analysis. The group strongly recommends that the State Governments must also be represented in the Council. In order to highlight the importance that training hopefully will receive in the proposed scheme of things, it is desirable that the Council is headed by the Minister of Personnel may be the Executive President of the Council. Even though, the Council is to be an Advisory Body, the group hopes that a healthy convention will develop over a period of time so that the recommendations of the Council, made after detailed consultation with various concerned agencies, shall be accepted as a matter of course.

7.24. A suggested structure of the Council is included in Annexure 'D'. The National Training Council may be assisted by a high powered Coordination Committee of Directions headed by Secretary in the Department of Personnel. This Committee should meet at fixed intervals of time. Apart from generally looking after the implementation of the Training Policy, the primary objective of coordination arrangements will be to ensure that various cadre controlling authorities actually draw up workable training plans

for all categories of staff and syllabi and training designs are actually prepared as envisaged in this document. The Coordination Committee will also cause Perspective Plans to be drafted and ensure Triennial Review of training. The Coordination Committee will further ensure that the Annual Action Plan in the matter of training is drawn up by each Department.

7.25. The Department of Personnel and Training should also build up a comprehensive data base pertaining to training institutions, their activities, their capacities and so on. It should make feedback analysis of conducted programmes, and give necessary suggestions in the light of guidelines of the Council. It may also coordinate work relating to faculty exchange, faculty placement, preparation of standards of training at the national level, and liaise with the departments and other organisations of Government so as to ensure that each organisation gives training its appropriate place in the corporate plan, budgets and provision of personnel etc. The feasibility of the Training Division of DOPT setting up a professional centre for certification of training (in so far as it relates to the Civil Services) may also be considered. The group also envisages an important role for DOPT in the networking of training institutions and training resources for development of training materials.

#### **Other Central Ministries/Departments**

7.26. There is a need for setting up appropriate and effective arrangements for coordination of training in each department. We have already dwelt upon the need for institution of Training Managers. The Training Manager will interact with the training institutions and the DOPT to enable effective training activity ensuring an integrated approach to training. The Training Manager must be accorded primacy of place in the hierarchy of the Department. He must be an integral part of decision making top level team in the Department. Each department must also ensure effective review mechanism to ensure that training is not reduced to a ritual. A Departmental Coordination Committee on Training may be set up in each Department, which will be serviced by the Training Manager, but will have important Top Level Administrators represented on it, so that training receives due importance in the Personnel Management Scheme of the Department. This Committee will oversee the preparation of training plans, syllabi and training designs. It will also be involved in preparation of Annual Action Plan for Training and the Perspective Plan and will conduct Triennial Review in the area of Training.

**Action Plans**

7.27. With a view to operationalise the recommendations contained in the Report, each Ministry/Department shall prepare Action Plans. The Action Plans shall be prepared separately to list out the short term, medium term and the long term actionable points. This exercise shall be completed within a period of 6 months from the date of acceptance of this Report, and the progress in this regard shall be monitored by the National Training Council/Committee of Directions.

**TRAINING IN THE STATES**

8.1. Given the federal structure of polity in this country, the group is conscious of the constraints involved in adoption of this policy document for similar applications in the States. However, the group feels enthused to commend to the State Governments the adoption of similar policy guidelines in respect of training function insofar as it relates to the employees of the State Governments. The State Governments may also consider setting up a State Training Council which will perform functions analogous to the functions of the National Training Council and shall interact with the latter.

8.2. The State Governments may consider adoption of objectives of Training as set forth in Chapter 2, insofar as Training of Civil Servants in the State Governments is concerned. The training strategy, as outlined in Chapter 3 embodying the extent of coverages under the Training Policy, the three-tier approach, the importance of pre-training tasks, the types of training programmes, the essentials of designing training programmes and the significance of monitoring and evaluating of training programmes is also commended for adoption by the State Governments. The Group further recommends that the role of training in attitudinal transformation as reflected in Chapter 4 should also receive due attention. Similarly, the State Governments should accord primacy of place to the task of identifying, nurturing and long term utilisation of Trainers. We expect that our recommendations related to Trainer Development, Incentives for trainers and Trainer Staffing Scheme will receive due attention of the State Governments.

8.3. In addition to setting up a State Training Council in each State, we also recommend the concept of Training Manager to be accepted so that training develops as a part of an integrated personnel management policy.

8.4. As regards the Institutional arrangements for training, the need for strengthening the network of Training Institutions is even more pronounced in the States. The Administrative Training Institutions in each State must be declared as the apex institution for training with responsibility of coordinating arrangements with all other Training Institutions. The State training machinery must reach out to the grass root levels of Government functionaries in the States. This may involve strengthening of State Training Institutions in the field of distance learning methods. There is also a stated need for increasing the functional capabilities of the State Training Institutions through increased use of Resource Persons with appropriate expertise, particularly those drawn from amongst the working

practitioners within the Civil Services. The State Training Institutions have the additional responsibility in the whole spectrum ranging from sensitisation of some categories of Civil Servants to in-depth training of some others in various areas of immediate concern like democratic decentralisation, and economic restructuring. This will be in addition to discharging the usual training functions in functional areas like irrigation, public works, health, education and delivery systems.

8.5. We are also confident that the State Governments will accept the need for ensuring adequate financial support to the training function, and shall work out an effective Scheme, on the lines suggested in Chapter 9, to keep training activity appropriately funded.

## CHAPTER 9

### FUNDING

9.1. Underlying our recommendations in this report is an anxiety that sufficient money and other resources needed for launching a package of desirable training programmes for the Civil Services across the board, is difficult to provide. The recommendations have, therefore, been tempered by a certain sense of uncertainty about the availability of training resources. Even these watered down recommendations may demand expenditure of money and resources which may remain inadequately available for quite some time. We have, therefore, suggested many second-best options in the report, for example, on-the-job training for most categories of the lower levels of the Civil Services, to be supplemented by infusion of some outside expertise.

9.2. According to the report of the 4th Pay Commission the number of staff in the employment of the Central Government was as under:

Group A-	68,000
Group B-	80,000
Group C-	22,86,800
Group D-	13,30,900
Total-	<u>37,65,700</u>

9.3. If we were to work for a broad objective of a training periodicity of once in 5 year about 20 percent of the above mentioned number (the number would actually have undergone some increase over the intervening period) will have to be trained every year. The cost of training varies widely depending upon the duration of training, the type of training, the methodology of training and the institute, if any, through which training is held. At an assumed average of about Rs. 500/- for training of each individual on each occasion, a total of Rs. 38 crores will have to be provided every year for training of Central Government employees alone.

9.4. Since, however, a beginning must be made without any further delay, we would like to suggest that Government consider prescribing a minimum percentage of the budget of every department to be allocated to training programmes. Similarly, for every major organization of Government other than the department, - the so called attached offices - a similar provision should be made. This may be done after Department of Personnel and Training in the Government of India conducts a careful analysis of relevant factors such as the recommended periodicity of training, actual costs that have to be incurred in conduct

of training programmes for each category of staff, the number of Civil Servants involved, and last but not the least, the existing funding levels. The funding norms may be gradually upgraded over a period of time, each time following the above mentioned cycle of analysis. Pending analysis by Department of Personnel and Training, the group recommends adoption of 5% of the salary budget as a norm in this regard. It will be desirable that a separate budget head is opened for this purposes as it has reportedly been done by certain States.

9.5. On the question of whether the budgetary provision should be under the Plan head or the Non-Plan head, it is possible to take opposite views. However, looking to the fact that Training is an investment in Human Resource Development, the group recommends that much of the training activity be funded from the plan budget. Whereas improvement of infrastructure should almost invariably be charged to Plan budget, direct expenditure on training should be funded from a suitable mix of Non-Plan and Plan budget, the latter predominating.

9.6. Training institutions will continue to have to depend heavily on external resources, that is those provided by the donor agencies, client organisations and so on. However, it will be advisable for those Under the administrative control of the Government to diversify training activity of high quality which may allow them to market their programme in competition with non government organisations, something the British training institutions have started doing with appreciable success. This may help them go a long way towards self reliance in the not so distant future.

## SOME OTHER ISSUES

### Research and Consultancy

10.1. Training for public management and the Civil Services calls for a thorough orientation of the system of training, materials and methods used. This is because even after the injection of a healthy dose of techniques, methods and even culture of business management into the sphere of public management, it is not intended to make the latter lose its identity. There is, therefore, a large area for research. It is not our purpose to suggest what research should be done by training institutions and other research agencies. But reflecting certain major concerns of the Civil Services today, we would like to suggest as follows: Without detracting from the importance of theoretical research, (which has as high a place in the sphere of training as any other subjects) it is suggested that in the context of training for the Civil Services, emphasis is called for on action-oriented research, identification of problems, analysing them, searching for solutions, testing their applicability and evaluation of the application of solutions.

10.2. Preparation of modules and packages, oriented to the needs of a specific organisation, a group of trainees of a level of trainees etc., Case Studies and Incident Studies, ever increasingly being used in training, offer highly potent areas for research. One of the major concerns of the researchers should be the use of organisation-specific materials for such Case and Incident Studies. Organisational training needs analysis, post training absorption of the trained personnel into the organisational milieu, their use as catalyst for change in the organisation, preparation of suitable modules for distance learning by the application of the newly developed technology, should all be subject matters of research.

10.3. Research Projects that involve practitioners in doing research have many advantages not shared by Projects carried out by professional researchers in so far as their solutions may be more user-friendly.

### Human Resource Development

10.4. The Government must strive to encourage the Civil Servant to take initiatives for their self-development. The training institutes must draw on the specialised expertise available within the Civil Services. The importance of such expertise should not be undermined.

The kind of expertise that has been acquired by many of the serving Civil Servants compares favourably with the best any where in the world. It should therefore be amongst the for most concerns of the Government to ensure proper utilisation of such expertise for multiplier effect.

10.5. The Civil Servant must be encouraged to undertake activities like research and consultancy, even if that necessitates sanction of study leave. We would also recommend that the Government establishes a system for utilising the expertise acquired by some of the senior civil servant during certain assignments by asking them to document the same in an authoritative and appropriate manner soon after their tenure on such assignments gets over. A concept of posting such officials as officer on Special Duty on an extended tenure of up to 6 months, with facilities of office could be considered on a selective basis. This would call for prioritisation of areas of policy analysis and programme evaluation, so that such inputs are provided in a systematic and need-based manner.

भारत सरकार  
GOVERNMENT OF INDIA  
कार्मिक, लोक शिकायत तथा पेंशन मंत्रालय  
MINISTRY OF PERSONNEL, PUBLIC GRIEVANCES AND PENSIONS  
कार्मिक और प्रशिक्षण विभाग  
DEPARTMENT OF PERSONNEL & TRAINING  
नई दिल्ली  
NEW DELHI

Block 11, 2nd Floor, C.G.O. Complex  
Lodi Road, New Delhi-110 003

No. 11014/17/93-TPP-US(T)

Dated the 22nd July, 1993

**OFFICE MEMORANDUM**

**Subject:** Composition of the Working Group on formation of a National Training Policy.

Over the years, training has been identified as an investment in human resources in as much as the successful implementation of Government policies with focus on development depends on the efficiency of its employees. Although the Department of Personnel and Training has been identified as the nodal agency for catering to this need of the Government, there is no National Training Policy document available so far. It is felt that such a document on training policy, apart from identifying the objectives which training should meet, would help in balancing knowledge and skills with attitudinal changes wherever required. This is particularly relevant in the context of the economic liberalisation now under way. Moreover, it can give a clear direction for using training as tool so as to enhance administrative capabilities.

With the above objectives in view the Government has constituted a Working Group with the following composition :-

- |    |  |                 |
|----|--|-----------------|
| 1. | Shri A.V. Ganesan  | <i>Chairman</i> |
| 2. | Shri B. Narasimhan<br>E.O. & Addl. Secretary<br>Deptt. of Personnel & Training | <i>Member</i>   |

3.	Dr. Francis Menezes <i>Director,</i> T.M.T.C., Pune	<i>Member</i>
4.	Dr. Abad Ahmad <i>Executive Director,</i> MDI, Gurgaon	<i>Member</i>
5.	Shri A.R. Bandhopadhyay	<i>Member</i>
6.	Dr. N.C. Saxena <i>Director,</i> LBSNAA, Mussoorie	<i>Member</i>
7.	Shri P. Mathai <i>Director</i> ATI, Mysore	<i>Member</i>
8.	Smt. Kamla Choudhary	<i>Member</i>
9.	Shri R. Ramani <i>Joint Secretary (Training)</i> Deptt. of Personnel & Training	<i>Member-Secretary</i>

The Working Group will start functioning with immediate effect and submit its report giving specific recommendations regarding formulation of a National Training Policy within a period of six months.

The terms and conditions for the members, both from the Government and from outside the Government, are enclosed as Annexure-I

(R. KASHYAP)  
*Director (Training)*  
Government of India  
Tel.: 4361965

To

1. All Members of the Working Group.
2. All Officers of Training Division, Department of Personnel and Training.
3. PS to MOS(PP).
4. PS to Cabinet Secretary.
5. PS to Secretary (P).
6. FA (Home).

## TERMS AND CONDITIONS FOR MEMBERS OF THE WORKING GROUP

### Duration

The Committee will endeavour to finalise its recommendations as early as possible but within a total time span of six months.

### Headquarter

The Headquarters of the Committee will be at New Delhi.

### Office Accommodation

The Committee will be provided with a suitable office Accommodation, with the facility of a telephone.

### Journeys

The non-official Members shall be paid TA/DA when required to undertake journeys in connection with the working of the Committee, including journeys undertaken by outstation members to reach the Headquarter of the Committee from their place of residence. The Daily Allowance will be payable at a flat rate of Rs. 150/- per day if the Members stays in a hotel and Rs. 100/- per day if the members does not stay in a hotel irrespective of the classification of the city.

As regards Travelling Allowance, the Members will normally travel by 1st Class or A.C. Two-Tier Sleeper. Members may also travel by Air-Conditioned Class with the prior approval of the Ministry of Personnel, Public Grievances and Pensions. Permission for air travel can be considered on merits by the Ministry in each individual case.

The members from the Government will be governed by their normal TA/DA Rules.

### Conveyance Allowance

Actual Conveyance hire charges will be payable to Members from outside the Government subject to a ceiling of Rs. 75/- per day irrespective of the classification of the city.

The Members from the Government will be governed by their normal TA/DA Rules.

**ANNEXURE-B**  
(Para 12 of Introduction)

**QUESTIONNAIRE**

**GOVERNMENT OF INDIA**  
**DEPARTMENT OF PERSONNEL & TRAINING**  
**(TRAINIGN DIVISION)**  
**WORKSHOP ON "TRAINING POLICY—STATUS AND STRATEGIES"**  
**ON JANUARY 14-15, 1994**

**PART A.**

**Q 1 : Details of No. of Civil Servants,  
their training and periodicity of training.**

Class	Service	No. of Civil Servants in the State	Type of Training		Periodicity	
			Induction	Inservice	Short Term	Long Term
I.						
II.						
III.						

If the space is inadequate kindly attach separate sheets of paper.

**Q 2 : Whether periodicity of inservice training as in above is adhered to (Yes/No)?  
If yes, specify average number of times on officer/official is sent on training.**

If not, give bottlenecks realised in not doing so.

**Q 3 : Does the State Government ensure that all Civil Servants undergo inservice  
training?  
If yes, specify mechanism to ensure that**

If not, give reasons.

Q 4 :  
Nature of inservice training imparted to Civil Servants

Class	Service	Periodicity					
		Short Term			Long Term		
		SS	RR	MGT	SS	RR	MGT
I.							
II.							
III.							

\* SS - Subject Specific  
RR - Refresher Training  
MGT - Management Training

If the space is inadequate kindly attach separate sheets of paper.

Q 5 : Do the various department of State Government prepare Staff Development Plans (Yes/No)?  
If yes, give broad principles on the basis of which such plans are prepared.

PART B.

Q 6 : Details of Training Institute(s) organisational Status and type of Training conducted :

Name of Institute in the State	Location	Organisation Status		Type of training conducted and its Periodicity		
		Govt. Deptt.	Autonomous	Induction	Inservice	
					ST	LT

Q 7 : Details of the programmes conducted and number of participants.

Name of Institute in the State	Avg. No. of courses conducted in a year		Avg. No. of centrally sponsored courses conducted in a year		Average No. of Participants per course per year	
	Short Term	Long Term	Short Term	Long Term	Short Term	Long Term

Q 8 : Infrastructure

Name of Institute in the State	Building		Hostel		Library		Computer		Residence for Staff Members	
	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No

Q 9 : Details of Modern Instructional amenities available. (Institute-Wise)

Name of Institute in the State	Details

If space is inadequate kindly attach separate sheets of paper.

Q 10 : Details of sources of Funding and Annual Budget.

Name of Institute in the State	Source of Funding Institute Activities	Detail of Annual Budget of the Institute (Amt. in Rs.)					
		1991-92		1992-93		1993-94	
		Plan	Non Plan	Plan	Non Plan	Plan	Non Plan

Q 11 : Details of the Fee charges from the Participants.  
(Including Boarding/Lodging)

Name of Institute in the State	Details

If space is inadequate kindly attach separate sheets of paper.

Q 12 : Staff Strength

Name of Institute in the State	Staff strength		
	Teaching		Non-teaching
	Permanent	Deputationist	

Q 13 : What is the policy of State Government regarding placement of Civil Servants in the training institutes ?

(Specify selection procedure, if any, followed)

Q 14 : What is the average tenure of faculty on deputation with the training institute?

Q 15 : Is there a career progression system, for permanent faculty of training institutes?

If yes, give details.

Q 16: Does the State Government offer any incentive, other than deputation allowance, to the Civil Servants deputed with training institutes? If yes, give details.

Q 17: Does the State Government has a system regarding faculty development for training institutes?  
If yes, give details.

Q 18: Have training institutes of the State established any inter-se linkages? If yes, specify mechanism thereof.

Q 19: Has the State Government or any of its training institutes undertaken any international project (UNDP/World Bank) for training of Civil Servants? If yes, give details

PART—C

Q 20: Is there a State Policy of Training for Civil Servants? If yes, give main features thereof

Q 21: Do you think than there is a need to formulate a National Training Policy? If yes, give reasons.

Q 22: What role does the State Government. envisage for itself and the Central Govt. under a National Training Policy?

Q 23: Any other information which the State Government may like to specify.

Q 24: Suggestions, if any

If space is inadequate kindly attach separate sheets of paper.

Date :  
Place:

Signature  
(Designated Officer of State  
Govt. not below the rank of  
Joint Secretary

**ANNEXURE-C**  
(Para 12 of Introduction)

**QUESTIONNAIRE**

1. Details of number of servants, their training and period of training (if space is inadequate, please attache separate sheet)

Group	Service only Regular employees	No. of total officials in the Ministry/ Department:	Type of Training		Periodicity	
			Tech.	Non-Tech.	Short term less than 7 days	Long Term 7 days & more
A.						
B.						
C.						

2. Whether periodicity of in-service training as in above is adhered to (YES/NO)?  
If yes, specify average number of times an officer/official is sent on training.
3. Does your Department have training plans for staff development (YES/NO)?  
If yes, please give broad principles on the basis of which such plans are prepared.
4. Details of training institute(s), their organisational status and type of training conducted, under your Ministry/Deptt.

Name of Institute	Location	Status of Instt.	Type of training conducted and its periodicity		
		Departmental Autonomous	Induction	Short Term	Long Term



## 7. Details of source of funding and annual budget :

Name of Institute in the State	Source of Funding Institute Activities	Detail of Annual Budget of the Institute (Amt. in Rs.)					
		1991-92		1992-93		1993-94	
		Plan	Non Plan	Plan	Non Plan	Plan	Non Plan

8. (a) Does your Ministry/Department Implement the Training Allowance guidelines issued vide DOPT OM No. 17012/2/86-Trg. dated 31.03.1987 and 09.07.1992?  
 (b) Had any efforts been made to screen the faculty brought on deputation as per these guidelines?
9. Is there a career progression system for permanent faculty of training instts.? If yes, give details.
10. Does your Ministry/Department has a system regarding faculty development training institutes? If yes, give details.
11. Has the Ministry/Department or any of its training institutes undertaken any institutional projects (UNDP/World Bank) for training of Civil Servants?
12. Are you aware of the Plan and Non-Plan Programmes being offered by DOPT?
13. Do these programmes meet your training needs?
14. Do you find gaps or areas of overlapping in the programmes? If yes, please give half page brief.

15. What is your assessment of the results achieved from the training offered by DOPT? (attach half page brief).

16. As a Head of the Department what would be your expectations from the outcome of training? (attach half page brief).

17. What is your desired role of DOPT in the training of manpower in Ministries/Department.

18. Do you think there is a need to formulate a National Training Policy? If yes, please give reasons.

19. What do you think are the essentials of a National Training Policy, its guiding principles, scope in terms of coverage of personnel and content? (half page brief).

20. Do you feel there is a necessity of linking training with the following

Performance Management

Career Management

Recruitment and Staffing

Accountability

Quality Service

21. Any other information which the Ministry/Department would like to specify.

**SUGGESTED STRUCTURE OF NATIONAL TRAINING COUNCIL**

President  
 Secretary (Personnel)  
 Establishment Officer  
 Joint Secretary (Trg)  
 One Representative from Ministry of Finance  
 One Representative from Planning Commission

**Other Central Government Departments etc.**

**Eight** Representatives by rotation from amongst :  
 Ministry of Human Resource Development  
 Department of Posts  
 Department of Telecommunications  
 Ministry of Railways  
 Ministry of Defence  
 Ministry of Home Affairs  
 Ministry of Welfare  
 Ministry of Rural Development  
 Ministry of Urban Development  
 Ministry of Agriculture  
 Ministry of Health  
 Ministry of Labour  
 Ministry of Power  
 Ministry of Information and Broadcasting  
 Ministry of Commerce

**Training Institutions**

**Eight** Representatives by rotation from :  
 LABSNAA  
**Four** State Training Institutions in four regions by rotation  
 ASCI  
**Two** IIMs by rotation  
 IIPA  
 NIPFP  
 NIRD

**State Governments**

**Four** Representatives from State Government one each from **four** regions

**Others**

**Three** eminent experts in the area of Training