

**TRAINING POLICY AND IN — SERVICE TRAINING :
THE CASE OF INDIAN ADMINISTRATIVE SERVICE**

Dissertation submitted to Jawaharlal Nehru University
in partial fulfilment of the requirements
for the award of the Degree of
MASTER OF PHILOSOPHY

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**CENTRE FOR POLITICAL SCIENCES
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JAWAHARLAL NEHRU UNIVERSITY
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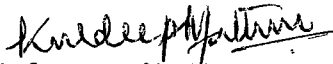



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" TRAINING POLICY AND IN-SERVICE TRAINING: THE CASE
OF INDIAN ADMINISTRATIVE SERVICE " submitted by
MANOJ SREEKUMAR M.S. is an original work and has not
been previously submitted for a degree at this or any
other University. We recommend that this dissertation
be presented before the examiners for consideration of
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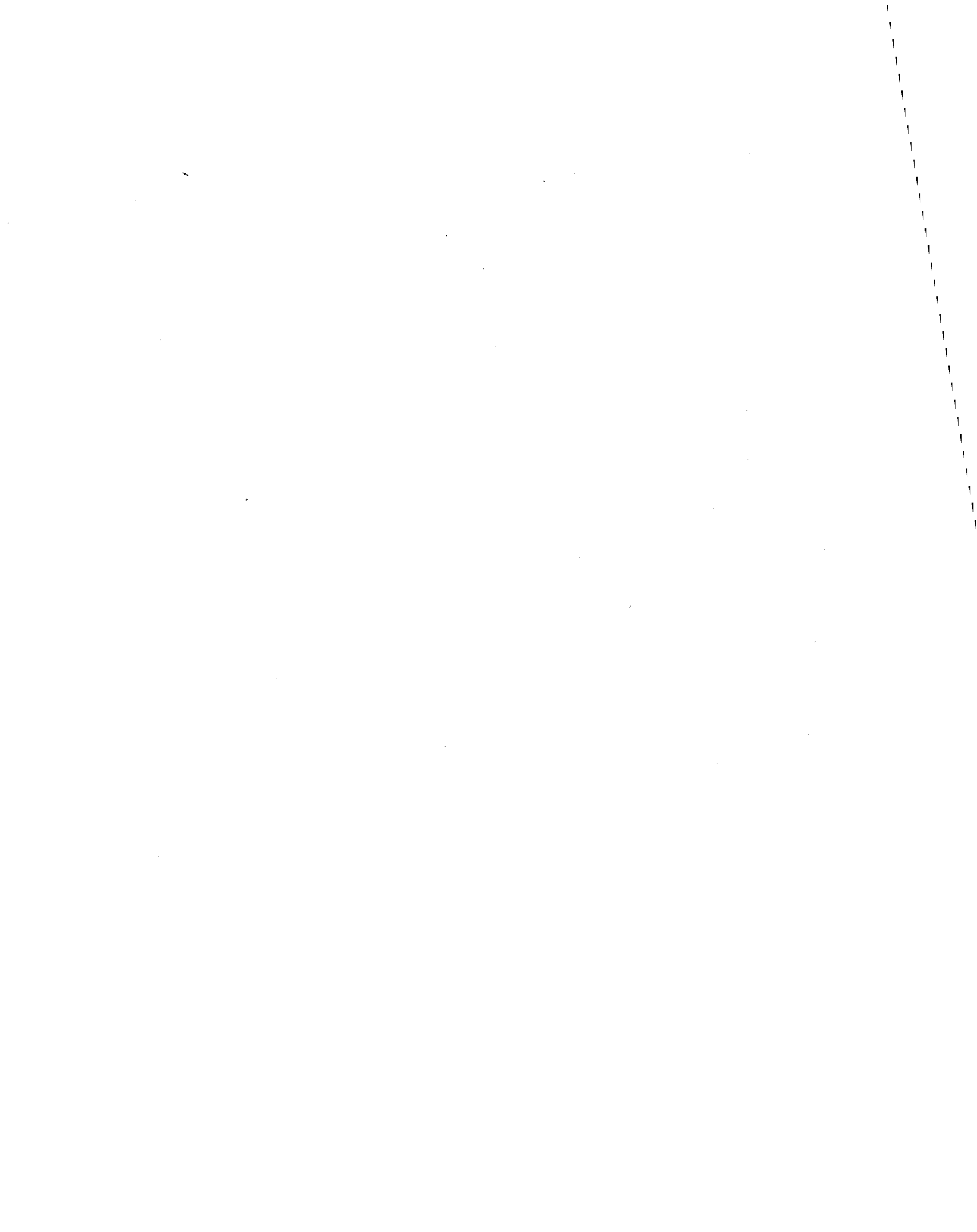
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Manoj Sree Kumar, M.S.

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CHAPTER 1

INTRODUCTION

In recent times, a great deal of emphasis has been placed on the training, especially in-service training, of Public Servants. This is the result of a growing awareness that countries need to increase their administrative capability in order to achieve their national development objectives. Also, the belief in the effectiveness of training as a means to enhance administrative capability has increased.¹

In India, the main goal of training is to make administration more responsive to the administrative requirements of a developing society. But there are many challenges to be faced before we can make any appreciable degree of progress towards this goal.

CHANGES AND CHALLENGES FACED

The period since independence has been one during which the people's expectations from the Government have been increasing. Independence was looked forward to by most people as they believed that it would bring in an era of "plenty and prosperity". They hoped that they would be able to live the

1. H.M.Mathur, " In-service Training: Trends and Issues", in H.M.Mathur ed., Issues in in-service Training (New Delhi, October 1982), p.12.

"good life". This has also been accompanied by a greater political awareness. The people have also come to know a great deal about the mistakes and inefficiencies in the provision of services by public agencies.

One basic factor of change has been the adoption of the democratic principle, whereas before independence, the administration was of a regulatory nature, with the emergence of the Indian Republic with the people as sovereign, it has undergone a fundamental change, with the administrators realising that they are truly public servants. Not only do they now have to be more accessible to the public, but they also have to go out to the public to understand their problems, so as to solve them. Since people's institutions have been introduced in rural and urban areas all over the country, Civil Servants now have to work hard with the people and their representatives. All these things imply that there should be a change in the attitude of Civil Servants; the "gap" that exists between them and the public should be bridged.

The administration has ceased to be primarily regulatory, and has become more oriented towards achieving faster economic growth. The state today plays the role of a major determiner of social and economic priorities. It also acts

as guardian and guide of social values. Further, it plays the role of an entrepreneur. The most important role that it plays is that of an all round change agent. In keeping with these various roles played by the state, its functions have also grown. Often, the state is the only important social agency responsible for transformation, especially in the economic sphere. In the socio-political field, it has to work for the eradication of illiteracy, revitalisation of village-level governments and the modernisation of other out dated institutions. It is to be noted that in its efforts to achieve all these tasks, a democratic state such as ours has to operate within the frame work of the rule of law and the human rights and with the willing consent and the cooperative partnership of the people.²

The administrators have to show responsiveness to social problems and to social aspirations. Economic development of the country should not be seen merely in terms of growth in GNP or NNP; society as a whole does not move with the times unless economic growth is accompanied by social justice. When the state operates industrial concerns, the aim should be to get the maximum returns from the resources

2. H.S.Dubey, " An Appraisal of the Status of Training in Government with Special Reference to Training of Trainers in India", Journal of the Lal Bahadur Shastri National Academy of Administration, Vol.20, no.3, Autumn 1975, p.1016.

available so as to accelerate the economic growth in the country, and to assure the common man the satisfaction of his minimum economic needs.³ To run these enterprises efficiently, personnel with the right technical and managerial skills are required.

The changes and challenges discussed so far may be said to be off-shoots of one central challenge, this being the challenge of compressing in a few decades economic, political and social changes that took place over two or three centuries in the West.⁴ The other most important challenge arises from the fact that we, in India, are grappling with these problems at a time when the world society itself is under a very rapid transformation caused by the technological and scientific revolution that is in progress the the present time. Since the Second World War, there has been an explosion of knowledge in the fields of technology and physical sciences as well as in the social sciences. This has brought about very rapid and total changes in the nature of society and it's capabilities as well as in the values and behaviour of human beings. Knowledge

3. Ram Nivas Mirdha, " Inaugural Address", in Training in the Changing Environment(20-21st April, 1972) Fourth Annual Conference on Training(New Delhi The Department, 1972), p.4.

4. Nitish K.Sen/Gupta, " The Changing Environment- Training Needs of an Administrators", Training in the Changing Enviornment, n.3.

has come to have great importance and there is now an emphasis on the application of knowledge in administration. This means that amateurism, which was the salient feature of the administrative ethos of the past generation, must be revised by an emphasis on the knowledge content of the different jobs to be held by the administrators. Thus there is a need for greater specialisation in the different fields by administrators. In the course of its efforts to modernise our society, the government has had to move into new areas which involved employing a large number of scientists and other technical experts. In order to deal with these people, and to effectively handle administrative problems involved in the efforts made by the government in the fields of science and technology, it is imperative that the administrators specialise in one or the other field. But this does not mean that generalism has no place in the future; it is only being said here that the concept of generalist requires to be revised and distinguished from the concept of amateur. The administrator will have to know far more about the area concerned than has hitherto been the norm, but will also have to learn about the various skills evolved during the last few decades in order to become a better generalist. This is in two areas. First, it involves being familiar with the knowledge revealed in recent times by the behavioural sciences concerned

with the study of organisations and organisational behaviour and with the various factors affecting man in his work. The key words in this field are participative management , democratic leadership, an open system of recruitment and promotion, an accepted system of rewards, and management by objectives. Secondly, the administrators must be familiar with the quantitative or optimisation techniques which have been evolved recently in the field of business and are now increasingly coming to be used by governments as well. e.g., the techniques of cost or budgetary control such as the P P B S systems (Planning-Programming-Budgeting Systems) and the principles of cost-benefit analysis, the principles of performance in various programmes, etc. Then again, it is necessary that our administrators be familiar with the principles of electronics and data processing and also the modern techniques of information system or accounting system. All this will contribute towards professionalising our administrators, but it should be noted that professionalisation should not be stressed in an inordinate manner; one important development in the West in recent years has been the growing realisation that professionalism and specialisation untempered by a generalist awareness of,

and response to, the environment, may lead organisations to a dead end. This is because, as the areas of specialisation narrowed, the boundaries around social problems have broadened and become more fuzzy. A result is that few experts can claim total competence to handle basic problems even within those areas which they once considered their sole domain. This is the result of growing functional interdependence, and of the external effects- both costs and benefits- of actions taken in one field upon the others. Therefore what future training and career development of administrators should aim at, is to bring about a happy balance between generalist attitude and specialised competence.⁵

THE ROLE THAT BUREAUCRACY PLAYS

As a result of the shift in the nature and scope of the tasks that public services in developing countries are asked to perform, i.e, from a maintenance to a development administration, there has been a rapid expansion of the functions of government into new economic and social fields. These countries now use their public bureaucracies as the principal channels and instruments for guiding their economic

5. *ibid.*

⁵ *ibid.*

and social development. Thus, the two most important functions of bureaucracy are, (i) Planning to organise development efforts systematically, (ii) Translating the plans into effective action.⁶

Bureaucracies in countries such as India are expected to tackle problems such as acute unemployment, industrial and social imbalances that have crept in as a result of rapid urbanisation, explosion of population, inadequacy of infrastructures of communication, transportation and inter-sectoral disparities. Considering the number of social and economic services which are expected to be developed, managed, and dispensed through the government, the concept of delivery systems has special significance in less developed countries. Its importance also stems from the fact that in such countries, governments depend heavily on these systems to translate social and economic policies into action. The demands placed upon administrative systems in such countries are particularly high because of the crucial role that these systems play in the very

6. U.N., " The emergence of Management Development Institutions in Developing Countries", in IIPA, New Delhi, Regional Programme on Trends in the Training of Development Administrators, 9-28 May 1983 (New Delhi: IIPA, 1983) Vol.1, (mimeo.), p.65

existence of their citizens.⁷

In developing countries, the bureaucracy is also the most important instrument for bringing about social change. It's responsibility for achieving social change is two-fold.⁸ First, it is responsible for the management of social change which is forced upon the country on account of several factors and by several agencies. Second, it itself is responsible for the planning and implementation of social change in accordance with the goals and objectives of the nation and prevailing norms and practices.

THE NEED FOR TRAINING

The administration in developing countries thus has to act as the principal instrument for the achievement of economic and social development goals of the country. The machinery " must be capable of meeting new demands arising from national development".⁹ But it is seen that the bureaucracies in the underdeveloped countries suffer from a number of short comings which prevent them from acting as effective instruments of social change and as channels for guiding

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7. See Richard C.Parkins, "Training and Development: Pragmatics and Predicaments," Indian Journal Public Administration, Vol.21, no.4, October-December.1975, p.694-710.
8. K.K.Khanna, " Bureaucracy and Social Change", Economic Times, 24, November 1979, p.5.
9. U.N., Handbook of Training in the Public Service (New York: UN, 1966) p.1

social and economic development. They are not able to adapt themselves to the changes and complexities of the present day world.

To correct this state of affairs, it is felt that administrative capability of public services is to be enhanced: "Administrative improvement is the Sine qua non in the implementation of programmes of national development".¹⁰

Such an increase will be required in order to translate the development plans into effective programmes of action. The success of development in fact depends on the ability of development organisations to identify and define problems, formulate policies and programmes of development, determine priorities among competing demands, allocate resources, develop man power, use science and technology for development, and implement development plans and projects.¹¹

In order to enhance the administrative capability of public services, there will have to be changes in existing organisations, methods, and procedures. Above all, it should be taken note of that no administrative system can be better than the men who conduct it, or those who personify it. It thus follows that in any effort to modernise the administration in a country, the most importance will

10. *ibid.*

11. H.M.Mathur, "Development Administration", in H.M.Mathur, ed. Training and Development. A sectoral Analysis (New Delhi, July 1985)

have to be given to the improvement of the personnel resources available. The administrators have to be equipped with the skills, knowledge and the right attitude necessary to tackle the developmental tasks.

TRAINING, AND IN-SERVICE TRAINING

Training may be of different types- induction training in-service training, refresher training, on-the job training and institutional training.

Refresher training is that through which the employee receives new training in his occupational speciality- " on-the job training" denotes the instruction received by civil servants in an informal manner from colleagues of greater experience or rank. Institutional training is formal training imparted to the employee or trainee in specialised training institutions.

The focus in this study is on in-service training. In-service training is different from post-entry or induction training. " In service training of public employees may be distinguished from their pre-entry preparation by reference to two tests, namely, the time at which the training is given and the nature or content of instruction..."¹²

12. UN, Handbook of Training in the Public Service (New York: UN, 1966) 307.

said the UN Hand book of Training in 1966. Where as induction training is meant for introducing the newly recruited officials to public administration environment and preparing them for responsibilities they are to shoulder in the coming few years, the aim of in-service training is to give the persons already in service exposure to new developments in relevant fields so that they are able to cope with the changes in the world of work.¹³

The general purpose of training are as follows:¹⁴

(1) Efficiency: Seen from the point of view of scientific management, efficiency is seen as economy in operation i.e, the purpose is to accomplish the objectives of government with the use of the smallest possible amount of personal services and resources of funds and materials.

(2) Economy of Learning Time: One of the purposes of training is to speed up the learning process when persons are assigned to unfamiliar duties. It is a way of bringing civil servants to a satisfactory standard of performance in a relatively brief time.

(3) Elimination of Faults of Civil Servants: Using training it is possible to eliminate the traditional faults attributed

13. H.M.Mathur, ed. Issues in In-service Training
(New Delhi, October 1982).

to bureaucrats. The specific habits or attitudes which are considered to be faults are identified and the training is so designed as to eliminate them.

(4) Morale building: Training is one way of improving the morale of the employees of an organisation. It can be used to deepen the sense of attachment of the employees to the organisation and to develop in them a team spirit and a better appreciation of the goals of the organisation.

(5) Career Development: Training can have the purpose of developing the participants to take more responsible position and thus to advance, through reassignment and promotion, in a satisfying and rewarding career.

(6) Improvement of Public Administration: Training is one of the methods for bringing about reforms in Public Administration.

In India, training is seen^{as} a means to enhance administrative capability of the administration, to develop in the civil servants the right attitude to the public, to bring about reform in administration, and to equip the civil servants with the ability to cope with the Scientific and technological^{changes} that have been taking place in the present day world.

The Civil Service that we have here in India today was inherited by us from the British. The bureaucracy, which was almost wholly regulatory and control oriented and which was more concerned with collection of revenue and maintenance of law and order, has been retained by us almost in toto. Although efforts have been made to introduce reforms, and various committees have made recommendations to this effect, we still retain the same old structure. "Ever since we won freedom we have devoted some thought to the structure of administration. It has changed a little and is changing, but on the whole the old structure has continued. The administration has become somewhat confined in the old frame. This has had an adverse effect on our work. Further, decisions are considerably delayed and subsequently the implementation is also delayed, which gives rise to increase in expenditure and other undesirable consequences",¹⁴ said our late Prime Minister Jawaharlal Nehru. The situation is not much better today. It is in this context that training has a role to play. The administrator must be made to inculcate the spirit of research

14. Jawaharlal Nehru, "Inaugural Address," Indian Journal of Public Administration, Vol.30, no.1.1961

and evaluation in administration. Instead of merely operating the system, the administrator would have to be trained to modify the system to more effectively serve the organisational objectives.

Another issue is that of the change of the attitude of the administrators towards the public. Instead of remaining aloof from the people, they will have to be motivated to serve the people. In a democracy such as ours, in which the democratic institutions at the grass roots level are being strengthened, the administrators will have to work hand in hand with the people and their representatives. It should be noted that training for attitudinal change is a tricky business and that only trainers who are well qualified to undertake the job should be entrusted with it. Training for administrative enhancement involves training the employees in modern techniques of management such as cost-benefit analysis and P P B S i.e. Planning, Programming Budgeting systems. It also involves teaching them about the developments in behavioural sciences. The administrators, especially those employed in public sector undertakings, should also be trained in economic concepts and in the economics of development. At the same time, they should

be made aware of the concept of social justice too.

Training should make administrators aware of the cost-benefit ratios not only in the economic sense, but in the social sense. They should be made aware of regional imbalances and disparities in economic growth between class and class of the society, and also be trained to stand up against the vested interests, in defence of the mute impoverished masses.

In order to help the administrators to cope with the "knowledge explosion" that is taking place in the world today, and the advances being made in the scientific and technological fields, even generalist administrators should be encouraged to specialise in one or the other field. This will help them to deal with meaningfully the specialists employed by the government. The administrators should be trained in subjects such as computer programming, operation, etc, and the basics of electronics. This will go a long way in helping the administrators to face the changes that are taking place in the world today.

THE PURPOSE OF PRESENT STUDY

In this study an examination is made of the policy on in-service training followed by the government of India.

The organisational structure for in-service training in India is also discussed. A detailed examination is then made of the Plan of Training for I A S that is in operation at present.

In-Service training for Indian Administrative Service has been chosen for study due to two reasons. First, it is not possible to examine the in-service training for Civil Servants comprehensively for the entire civil service in a study of this nature. Second, the I A S occupies a strategic position both in the context of policy formulation as well as implementation in our administrative set up. They furnish necessary guidance for policy formulation and provide administrative leadership for implementation. In the administrative hierarchy, the I A S always occupies the highest position in relation to other specialist services.¹⁵ The quality of performance of administration may, in fact, be said to depend to a great extent on the quality of performance of the personnel of this service.

¹⁵ See C.P. Bhambri, " Training Programme for the I A S", International Review of Administrative Sciences, Vol.36, n.1, 1970, p.22-29, Passim

CHAPTER 2

POLICY ON IN-SERVICE TRAINING IN INDIA

INTRODUCTION

In this chapter the policy on training followed by the Government of India, especially as regards the policy on in-service training for Indian Administrative Service (I A S) officers, is examined. The evolution of the policy from its beginnings in the sixties to the comprehensive plan of training that is in place today, is traced. The important developments during the period, such as the recommendations made by the Administrative Reforms Commission in its Report on Personnel Administration, those made by the Estimates Committee of the Lok-Sabha on the subject, and the policy decisions made by the Government of India, are highlighted. This is followed by a critical assessment of the policy on in-service training.

THE NEED FOR A TRAINING POLICY: THE PROS AND CONS

For the best results, the directions which training should take ought to conform to a carefully pre-determined course

and this can happen only if there is a policy in regard to training matters.¹ In recognition of this fact, the Administrative Reforms Commission had stated that the Government should have a proper training policy. It said the " Government should, with the assistance of experienced administrators and experts in training techniques, formulate a clear cut and far sighted national policy on civil service training, setting out objectives and priorities and guidelines for preparation of training plans".² Although an effort was later made by the Government to produce a training policy document, it has not been published till date.³ But this does not mean that in it's absence, the Government has not been able to give the training effort in the country a clear direction as ^a tool for enhancing administrative capability. In fact, it may not be in the best interest of training to have a formal document spelling out what is to be done, etc., because such a document could be quite rigid and not able reflect the changes that need to be effected in the training strategy. Also, it should be noted that training being part

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1. H.M.Mathur, Training of Civil Servants in India (New Delhi: Government of India, 1981), p.20.
 2. Administrative Reforms Commission, Report on Personnel Administration(New Delhi: Government of India, 1969).
 3. Mathur, n.1, p.20.

of the personnel management system, the training policy has to be an integral part of the larger personnel policy. So a suitable personnel policy designed to enhance the efficiency and effectiveness of civil servants is to be drawn up first. Taking everything into consideration, it may be said that better than having a formal policy as such would be to have a clear central direction instead. Without having a policy document dealing exclusively with training matters, training in India is at present being carried on in a highly systematic way. The policy has been evolving continuously. Plans are drawn up and guide lines issued to training institutions when needed, to help them to shape their programmes in such a way as to be able to meet the changing requirements of the Civil Service System.⁴

In-service training programmes for middle level civil servants were started in India in the mid-sixties,⁵ although one six-week refresher each year had been conducted during the period 1961 to 1964 for civil servants who had completed ten to fifteen years of service.⁶ The Training Division was established in the Ministry of Home Affairs in 1967 to step up these programmes. But systematic efforts to provide mid-career management training only began subsequent to the recommendations on the subject made by the Administrative

4. Mathur, n.1, p.21

5. Shriram Maheshwari " Training for Administrators in India", Indian Journal of Public Administration(New Delhi, April-June 1987), p.257.

6. 93rd Report of the Estimates Committee of the Third Lok Sabha 1965-66 (New Delhi: Government of India, 1966), p.88.

Reforms Commission in its Report on Personnel Administration.⁷

THE ADMINISTRATIVE REFORMS COMMISSION REPORT(1967-69)

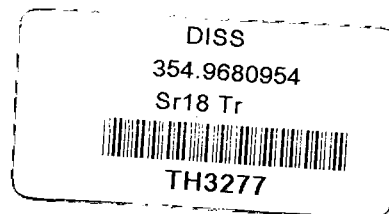
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The submission of the report, in 1969, of the Administrative Reforms Commission (A R C) on Personnel Administration, most of the recommendations of which were later accepted and implemented by the Government, was an important development in the evolution of the policy on training of civil servants in India. Recognising the importance of training in enhancing administrative capability, it said: " Training is an investment in human resources; it is an important means of improving the human potential and increasing the efficiency of personnel!"⁸ Much more needed to be done, especially in training personnel for managerial and higher administrative responsibilities. As a result of the increasing political consciousness of the people and the undertaking by the Government of multifarious new tasks and responsibilities in the field of development and welfare, the report said, " the cultivation of proper values and attitudes by civil servants has assumed a vital importance... training should prepare the individual civil servants not only for performing his present job well, but also for shouldering higher responsibilities and meeting new complex challenges in the future!"⁹ It was also of the

7. Administrative Reforms Commission, n.2.

8- ibid., p.109.

9. ibid., p.110.



view that for training to be effective, it should, as far as possible, also help the individual civil servant to so develop his capacities- mental, moral and spiritual- as to instil in him a sense of dedication. In order to attain these wide and comprehensive objectives, the commission called for the formulation of a clear-cut and bold national policy on the subject, with the setting of priorities, preparation of training plans, both short-term and long-term, mobilization of needed funds and other resources and the building up of a body of trainers.

Regarding the organisational set-up, the commission said that in keeping with the comprehensive role envisaged for training as an instrument of improving civil service performance and potentialities, there should be a strengthening of institutional arrangements.¹⁰ A separate organisation to deal with the subject was absolutely necessary. It thus recommended the further strengthening of the Training Division in the Ministry of Home Affairs, which had then recently been set up. In addition to the responsibility of promoting and co-ordinating training programmes of the different Central Ministries and Departments, providing guidance and help and sponsoring or arranging training courses on aspects common

10. *ibid.*, p. 111-13.

to different services and maintaining liaison with the states, the Division was to have the overall responsibility for training in headquarters work as well as for preparing personnel for entry to senior management. It would also have to evolve a national policy on civil service training, ensure its translation into operational plans, and oversee their implementation. The functions of the training officers/coordinators of different Departments and Ministries, providing guidance and advice in the assessment of training needs and evaluation of the usefulness of training programmes, and taking the lead in promoting the preparation of the required training materials and the undertaking of research on the use of different training methods were also allotted to the Training Division by the Commission. The Commission further expressed the view that the subject of training being part of Personnel Administration, the Training Division should be with the Department of Personnel.

The Administrative Reform Commission was for^a a decentralised pattern of training set-up in the country for the non-IAS cadres, with the central Training Division playing a coordinating role.¹¹ The training of the various functional cadres would be the responsibility of the individual Departments and Ministries. Each Ministry or Department having a programme of training of some size was to have a separate training

11. *ibid.*, p.114.

cell located in its Chief Personnel Office, the cell being manned by a Training Co-ordinator on a full or part time basis, and a few staff aides. In the case of Ministries and Departments in which training activity was not substantial, the functions of the Training Co-ordinator could be performed by the head or the deputy head of the Chief Personnel Office.

The ARC prescribed different kinds of training for the Civil Servants at different stages of his career.¹² Thus, at the beginning of his career, he would be imparted post-entry training or induction training. After some years of experience in work he would be given in-service training, and while working on his job, his knowledge and skills would be kept up to date through refreshes courses. After dealing with the subject of induction training of civil servants—in the course of the examination of which it said that it was for the "Sandwich" pattern of training of IAS probationers—¹³ the Commission took up the matter of mid-career management training of civil servants.¹⁴ It recommended one kind of training for middle management and another for senior management.

Training for middle-level management in the secretariat i.e., for Deputy Secretaries and other officers of equivalent status, was to have three broad elements, viz., (1) Training

12. *ibid.*, p.115.

13. See *ibid.*, p.124-25.

14. *ibid.*, p.130-37.

in head quarters work; (ii) special courses in each of eight broad areas of specialisation and (iii) Sub-area specialisation training. Eight weeks each were prescribed for the first two and six weeks for the last. The commission noted that Deputy Secretaries in substantive-work divisions dealing with developmental work would have to shoulder the responsibility for programme planning, coordination and review in an area or sub-sector of administrative activity and said that the main focus of middle management training would therefore have to be to develop knowledge, abilities and skills which could enable the administrators to mobilize resources i.e., organisation, men and materials, to achieve effectively, certain policy or programme goals/sub goals. It was keeping this in mind that it prescribed the middle-management training programme composed of the three stated elements.

The first element of middle management training viz., training in head quarters work, could be common to all the areas of specialisation. Broadly, it could include the following foundational subjects: (i) basic management concepts like organisation, delegation, control, direction, communication, coordination, supervision and motivation, (ii) basic economic concepts and their use in Government; (iii) policy making, programme planning, implementation and review, and modern tools
(iv) machinery of administration
and procedures of the Government of India, including financial and personnel rules, regulations and review procedures, budgeting

financial control, accounts and audit; (v) relations with Parliament, Ministers and citizens. The second element involved training in each of eight broad areas of specialisation of administration, which were listed by the commission as: (1) Economic, (2) Industrial, (3) Defence, (4) Agricultural and Rural, (5) Social and Educational, (6) Financial (7) Personnel Administration and (8) Planning. In formulating courses for training in each area of specialisation, the object that would have to be kept in mind was the achievement of a deep and intimate knowledge of the theoretical concepts, techniques, systems and procedures connected with the area of specialisation. The first two parts of training would have to be completed before the officer assumed charge as a Deputy Secretary, while the third i.e, training in sub-area specialisation, could be undergone in view of actual needs while working in an head quarters assignment.

The commission was of the view that the National Academy of Administration under the Training Division did not have to operate directly all the courses required for middle management; the special courses in the eight specialisations and their sub-specialisations could be farmed out, particularly where professional organisations with the needed competence already existed. e.g. the Institute of Economic Growth, the Indian Institute of Management, the Administrative Staff College, Hyderabad, the Indian Institute of Public Administration and the Defence Services Staff college. Similarly,

the National Institute of Health Administration and Education, the National Council of Educational Research and Training, Central Labour Institute, the Bankers' Institute and the Indian Statistical Institute could be used for sub-area specialisations. The commission was of the view that attachment of the middle management trainees to various professional institutions would have the special advantage of broadening the horizons of their knowledge.

The Administrative Reforms Commission stressed the importance of developing personnel for senior management positions on a planned basis. It expressed the view that not formal training, but opportunities for self-study with a measure of guidance, exposure to discussions at a high professional level, and a deep study of a few chosen policy problems in the broad area of work were the things needed. Senior management education and training should be largely oriented towards policy making, programme planning and review and problem solving. The training could be divided into two parts: (1) A general study and orientation supplemented by group discussions, seminars and syndicates, with the object of (i) enlarging the ability to examine a problem realistically in the broader context of the national goals, Five Year Plans, and inter-relationships between the community and Government and (ii) increasing the capacity for coordinating diverse programmes into an integrated whole, developing controls and information systems for alerting ministers and senior officers to impending problems and initiating new programmes.

(2) Specific studies of a set of policy problems or a detailed study of the entire policy making process in a segment or area of administrative activity, with a view to widening and deepening the understanding of the policy making process. The purpose of this study should be to develop the capacity to distil and integrate their past experience into meaningful learning by analysing what policies, programmes and techniques worked well or badly and why, and how new concepts, tools and insights could help to remove the existing draw backs and deficiencies.

The commission was of the view that an open climate suitable for self-development, and opportunities for close inter-action with people like senior administrators, political executives, people's representatives and distinguished scholars in different subjects could better be found in professional organisations and so it recommended that the persons marked out for senior management be attached to professional institutions for pursuing the programmes of study. Part (1) of the programme could be arranged with the assistance of the Indian Institute of Public Administration and Part(2) with the other institutions which specialised in the area which was of interest to the official concerned, eg. the Indian Institutes of Managements at Ahmedabad and Calcutta, Administrative Staff College, Hyderabad, the Institute of Economic Growth, etc.

In 1966 the Estimates Committee had showed the need for placing the scheme for refresher courses for the officers of the all India and Central Services Class I on a more systematic basis.¹⁵ It had also said that definite courses ought to be laid down for officers of different backgrounds and that it should be made obligatory for officers of a certain seniority to undergo the courses. Further, it said it " would in particular suggest that refresher courses... be made compulsory for an Indian Administrative Service officer before he is appointed to the Selection Grade".¹⁶ The refresher courses may be divided into two categories (1) those meant to increase the technical or functional knowledge, and (2) course for improving managerial, problem solving and policy-making abilities and skills. The ARC now recommended that a programme of refresher courses be drawn up for each functional service group by the cadre administrating authority with due regard to actual needs, and the career development plans evolved.

On the subject of training-methods and training techniques, the ARC recommended that the Central Training Division arrange for appropriate reserach on the various training methods and

15. 93rd Report of the Estimates Committee of the Third Lok Sabha, n.6, p.88-89.

16. *ibid.*, p. 89.

also for experimentation in techniques.¹⁷ The Training Division would also have to promote the development of training materials.

THE ESTIMATES COMMITTEE REPORT (1975-76)

In 1975-76, the Estimates Committee of the Lok-Sabha, as part of its 89th Report, made an important recommendation regarding the training of I A S officers. " Refresher Courses of training should be made compulsory for I A S officers at two stages in their career- once between the 6th and 10th year and the other between the 10th and the 15th year of service",¹⁸ said the Committee. Also, in order to make the refresher courses really useful, it urged that the contents and duration of the courses be carefully worked out, taking into account the requirements of the service. To ensure that all the officers attended the refresher courses, the Committee recommended that the successful completion of these courses be made an essential qualification for further promotion. Moreover, in order to make sure that the officers took their training seriously and participated actively in the programmes, the committee was of the view that a system of objective assessment and evaluation of the extent of assimilation of training by each trainee would have to be introduced.

17. Administrative Reform Commission, Report on Personnel Administration (New Delhi: Government of India, 1969), p.143.

18. 89th Report of the Estimates Committee of the Fifth Lok Sabha on Cabinet Secretariat 1975-76 (New Delhi: Government of India, 1976), p.137.

The Government accepted the recommendations made by the Committee. It also agreed to provide in-service training to all Group A service on a similar basis.¹⁹ As a direct result, in 1977, were drawn up by the training commission, two basic in-service training programmes, viz(a) Executive Development Programme(EDP) of six week duration for officers with a service of 6-10 years, and (b) Management Development Programme(MDP) of two-week duration for officers with a service of 11 to 16 years.

THE ' TRAINING OF PERSONNEL FOR DEVELOPMENT
ADMINISTRATION ' (1976- 77)

In 1970, the Department of Personnel was created and the Central Training Division transferred to it in pursuance of the recommendation of the Administrative Reforms Commission.²⁰ This division in 1976-77 initiated the activity of 'Training of personnel for Development Administration'²¹. This Plan Scheme of Training was undertaken with the objective of Developing better planning and implementation capability among senior and middle level officers in the Central and State Governments and also in public enterprises. A large number

19. H.M.Mathur, Training of Development Administrators (Kuala Lumpur, 1983), p.92.

20. Maheshwari, n.5, p.257

21. Annual Report of the Ministry of Personnel, Public Grievances and Pensions 1985-86(India, 1986), p.62

of inservice training programmes, each ranging in duration from less than a week to over three weeks have since been held every year under this scheme. These programmes are conducted in numerous chosen training institutions situated in different part of the country. During the Fifth Five Year Plan, 192 such programmes were conducted, the number of officers trained being 4,872. For the Sixth Five Year Plan, the corresponding figures were 573 and 14,414.²²

The scheme of 'Training of Personnel for Development Administration' has been continued in the Seventh Plan with coverage extended to new areas. In 1983-84, a working group constituted by the Planning Commission had undertaken a review of the then existing machinery and system of training for Development Administration in the Seventh Plan, and suggested major thrust areas for training of personnel in the plan. Accordingly, more importance has been given during the seventh plan period to sectors relating to plan priorities while finalising training programmes every year. Thus emphasis has been given on sectors like rural development, energy and infrastructure and aspects such as planning and monitoring, and environmental planning. Efforts have also been made to decentralise the training with emphasis on upgradation of

²²: *ibid.*, p.62

resource potential of State Institutions. During the first three years of the Seventh Plan i.e, 1985-88, 443 such training programmes were conducted, the number of officers trained being 10,811.²³

Some of the salient features of the scheme of 'Training of Personnel for Development Administration' are :²⁴ (i) Training to cover not only tools and techniques, but also to sensitise Government personnel at different levels and for the development of the required attitudes; (2) More emphasis on sectors relating to plan priorities, eg., Food, agriculture, irrigation, rural development, energy and infrastructure and on aspects such as environmental planning, in addition to planning and monitoring; (3) More emphasis on training 'soft ware' development, eg., standard training/ instruction kits in different languages, training materials, audio visual modes, et.c.; (4) Training of trainers to ensure of multiplier effect; (5) Research studies involving identification of training resources and evaluation of training efforts; (6) Dissemination of training material and information through publication; (7) Development of a central focal point for undertaking all technical functions in regard to training for Development Administration.

23. Annual Report of Personnel, Public Grievances and Pensions 1988-89(India, 1989), p.17.

24. See Seventh Five Year Plan 1986-90, Government of India, New Delhi, p. 404.

THE FIVE - YEAR PLANS ON TRAINING

The five-year Plan documents constitute another source of information regarding the policy on training followed by the Government of India. While the third Five-Year Plan spoke of trained man-power in government, the Fourth Plan expressed the view that training should aim at " developing creative ability of individuals, equipping them for effectively performing their tasks in life and motivating them to serve the best interest of society."²⁵ The Fourth Plan noted that in order to develop the competence of the personnel at different levels in the centre and states engaged in task of plan formulation, implementation and evaluation, training programmes would have to be suitably strengthened, developed and organised. Regarding the object of the training and the personnel it would have to cover, the plan said: " The object of such training would be to impart necessary skills, develop right attitudes, increase decision making abilities and stimulate critical and innovative thinking. These programmes should cover managerial, technical and administrative personnel at all

25. M.L.Mehta, " Innovative Approaches in Training" in A.P.Saxena ed., Training in Government: Objectives and Opportunities, (New Delhi, 1985) p.138-51.

levels engaged not only in planning work, but also in the execution of projects and programmes."²⁶ The Fifth Plan expressed itself on the antiquity of the then existing structure, which it found to be incompatible with the required tasks. It spoke of the need to usher in professionalism through training. The sixth Plan was for the strengthening of training programmes for those engaged in development activities.²⁷

The Seventh Five Year Plan pointed out the fact that the performance of the Civil Service Personnel engaged in various tasks at different levels and their ability to achieve results would be determined not only by the tools and techniques used by them, but also on their attitudes and motivations. " For building up the capabilities as well as inculcating the desired attitudes", said the plan, " training and development of human resources assumes paramount importance. Investment in human resources directly contributes to economic development and growth".²⁸ Reviewing the training institutions in the country during the previous plans, the Seventh Plan observed that these training programmes were often conducted without enough preparation, interaction and coordination,

26. Training Monograph, " The Fourth Five-Year Plan (March '69 Draft)", quoted in Five Year Plans and Training(New Delhi: Government of India, Training Division, May 1969).

27. See Mehta, n.25, p.138-51.

28. Seventh Five-Year Plan, n.24, p.404.

resulting in either duplication of effort or inadequate training impact. It therefore laid emphasis on the need to involve the Training Division in the Department of Personnel and Training when other Ministries developed their training schemes under various programmes. Similarly, there would also have to be interaction with the Training Division when strategies for training of personnel employed in public sector undertakings were formulated. Regarding the training efforts made in the past, the plan noted that a sectoral imbalance in favour of the organised, urban-based oriented sectors existed. The efforts had also been mostly concerned with personnel at senior levels. In order to remedy this state of affairs, the Seventh Plan said that the training efforts would henceforth have to be widened to cover effectively the rural and unorganised sectors and lower and middle level personnel also.

RAJIV GANDHI'S INITIATIVE
&
PLAN OF TRAINING FOR IAS OFFICERS

There have been several rapid changes in the field of in-service training since the coming into power of Rajiv Gandhi in October 1984. One of the first things he did was to restructure the Department of Personnel in the Central

Government and to raise its status, so that it became the Ministry of Personnel, Public Grievances and Pensions.²⁹

On January 5, 1985, in his broadcast to the nation, Rajiv Gandhi called for the restructuring of the training of Civil Servants of all categories to develop competence and commitment to the basic values of the Indian society. Later on August 2, 1985, he directed that every IAS officer be compulsorily made to attend a refresher course and said that this process would have to be completed by June, 1986.

Following a further decision to the effect made by the Government on the 4th of November 1985, these one week refresher courses were modified to have vertical participation, i.e. IAS officers of the junior, middle and senior levels would henceforth attend the same course.

In pursuance of these directives, the Ministry of Personnel drew up an action-plan which included the following main points:³⁰

- (1) A one-week mandatory refresher course would be undergone by all IAS officers every year with vertical participation;
- (2) there would be training programmes of longer duration conducted in three stages, viz., 6-9 years service; 10-16 years service; and 17-20 years service; (3) The first turn around of training of all officers should be completed in

²⁹ Maheshwari, n.5, p.253.

³⁰ Annual Report of the Ministry of Personnel, Public Grievances and Pension 1985-86, n.21, p.54-58

the first three years so that there is no IAS officer who has not undergone any of the training programmes, and;

(4) After this complete turn around is over, the IAS officers should undergo the programmes according to the stage to which they belong.

The refresher and the 4-week programmes have been vigorously conducted every year since 1985-86. The one week refresher courses are meant to provide a kind of sabbatical to the officers concerned, to provide vertical communication among the participants whose seniority across the board range from the junior-most to the senior most levels and thus facilitates interaction, between those who formulate policy and those who implement it, and to provide for experience in policy planning and programme implementation among the participants who are drawn from several states.³¹

The curriculum of the refresher course is built around a particular area of specialisation which is considered to be relevant to the country's ecology, energy, forestry, education, rural development, industrial policy, public finance etc.³²

31. Annual Report of the Ministry of Personnel, Public Grievances and Pensions 1987-88 (India, 1988), p.15.

32. Shriram Maheshwari, n.5, p.254

The longer duration training programmes for I A S officers are designed for three categories of officers depending on their length of service. Those with 6-9 years of service undergo training of 4-weeks duration, with focus on programme implementation in the field, the course coverage being environment analysis, project management, financial management, rural development, urban management e.t.c. Officers within the service range of 10-16 years undergo a programme of the same duration, with focus on modern management concepts and decision-analysis with reference to management in government and in the public sector. The training at this stage is designed as to help the officers going for specialisation in selected areas later in the career in particular. The focus of the 4-week training programmes meant for senior-level officers in the service range of 17-20 years is on policy planning and analysis in important areas/sectors of governmental functions.³³

33. Compendium of Training Programmes 1987-88

(India: Training Division, 1988), p.42.

ASSESSMENT OF POLICY ON IN-SERVICE TRAINING

The primary aim of the training of Public Servants is to help the administration to gear itself up to the task of dealing with the challenges and changes they are faced with, and to achieve the goals for economic and social development that have been laid down. It is with this central object in view that the Government of India has been drawing up various plans for the training of civil servants, which when taken together, form the policy on training.

The questions that arise now are: Were these training initiatives of the Government of such nature as to help the administration to meet the challenges faced? Were the different policy decisions taken sound, and in keeping with the existing theory and the international practice of training? It is from these points of view that the important policy decisions taken by the government of India on the subject of in-service training, are now examined and an assessment sought to be made.

Organisational Structure.

In 1969, the ARC expressed the view that a separate organisational set up for training was absolutely necessary,

and called for the strengthening of the Training Division. The Commission was justified in making this recommendation; it is to be taken note of that training itself is an administrative undertaking and has to be organised.³⁴ There must be a directing head, an internal chain of responsibility, and a service of supply. In fact, a proper organisational structure may be said to be a vital necessity.

The Commission wanted the important responsibility of promoting and coordinating the training programmes of the different Central Ministries to be entrusted to the Training Division. The Division was also to provide guidance and help, and sponsor or arrange courses common to the different services. Further, it would maintain liaison with the states. The A R C also made the important recommendation that the Training Division be made part of the Department of Personnel. These suggestions of the A R C were sound and in keeping with international practice.³⁵ The training function cannot be carried on in an isolated manner; it is conducted in co-ordination with other parts of the administration. Even agencies outside the government such as universities and Institutes are often involved.

34. See UN Hand book of Training in the Public Service (New York: UN, 1966), chap.4, p.115.

35. *ibid.*

Further, with in a government, the different ministries, departments etc. share the responsibility for seeing to it that good training is provided in the public service. Thus training is always an activity which requires co-ordination among a number of bodies. This function is usually looked after by the central training agency in a country. The A R C was thus right in saying that the Training Division ought to do the job. That the responsibility for training should be placed in the central personnel agency is an accepted principle: " Training is usually treated as a part of personnel administration and as one of the principal responsibilities of the Central Personnel Office."³⁶ For example, in the British model, the major responsibility for training is placed in the Central Personnel Office.

The A R C was for a decentralised pattern of training set up in the country, with the central Training Division, playing a coordinating role. The training of the various functional cadres was to be the responsibility of the individual departments and each Ministry having a programme of training of some size was to have a training cell manned by a Training Coordinator on a full or part time basis, and

³⁶. *ibid.*, p.21.

a few staff aids.^e The U N Hand book of Training which has examined the issue of decentralisation of training, says that decentralisation to the departments is to be recommended both on the basis of theory as well as practice.³⁷

This is because each department is the custodian of the specialised knowledge needed in the conduct of its own affairs. In fact, in many kinds of training courses, it would be impossible to find any one outside the department directly concerned, who would be competent enough to serve as instructor. The Assheton Committee on the British Civil Service in 1944 had recommended the appointment of full time training officers in large ministries and part time ones in the ministries employing relatively small number of persons.³⁸ This pattern has since become more or less the standard organisation at the departmental level.

Thus, it can be seen that the recommendations of the A R C on the organisational structure for training in India were based on principles that had been put into practice in other countries and found to be sound and feasible.

38. *ibid.*

The ARC prescribed different kinds of training at different stages of the career of an officer. At the beginning of the career he would be given induction training or post-entry training. After gaining some experience in work, he would be given in-service training. His skill and knowledge would be kept up to date with the help of refresher courses.

Induction training is training that is given immediately after the original appointment and it is designed specifically to impart instruction in the tasks of the particular position which the recruit is to enter in his first assignment. When a civil servant receives new training in his occupational speciality, it may be called refresher training. Even though such training is oriented specifically to professional matters, the inspirational and moral building aspects are also of great importance. The ARC prescribed different kinds of in-service managerial training for middle and senior managers. For middle managers, the prescribed plan of training consisting of three elements involved training of the officers in management techniques and in the use of economic concepts in government. Such training is of special importance to officers employed in public enterprises. The second element of the scheme involved training in one or the other of eight areas of specialisation. There was also to be sub-area specialisation

training. This kind of training is important because it equips the administrator to have meaningful dialogue with specialist advisors in different sectors of the administration. It is to be noted that in its efforts at furthering socio-economic development, the government has entered many new fields which involve the use of service and technology. Many experts in science and technology have also been employed by government. To deal with these personnel, the general administration themselves have to have training in one field of specialisation or the other. The central focus of the in-service training programmes for middle managers was to enable them to gain knowledge, abilities and skills that would help them to mobilise resources i.e men, organisations and materials to achieve certain programme goals. The suggestion of the ARC that the sub-area specialisation training could ^{be} beformed out to professional institutions was a good one; one advantage of such a move was that it enabled the generalist administrators to interact with specialists in science and technology and to exchange views and have discussions ^{with them}. This would broaden the horizons of their knowledge.

In recognition of the fact that senior managers could not be released from duty for long periods and that it was generally difficult to get these experienced personnel to

take part in formal training courses, ARC prescribed exposure to discussions at a high professional level, and opportunities for self-study with a measure of guidance for them. Since these were officers whose duties involved policy making, programme planning and review, the main orientation of the training prescribed for them was in these directions.

In 1966, the Estimates Committee of the Lok Sabha, in recognition of the importance of refresher courses in increasing the technical and functional knowledge of the administrators and also in improving their managerial and problem solving skills, said that it should be made obligatory for the officers of a certain seniority to undergo these courses. The Estimates Committee of the Fifth Lok Sabha too laid emphasis on the holding of refresher courses and said that they would have to be made compulsory at two stages of the career of the Civil Servants.

In India, the main aim of training is to equip the civil servants with the right attitude, knowledge and skills to handle the multifarious tasks involved in the achievement of the goals of social and economic development. It was in order to further this aim that the scheme of 'Training of Personnel for development Administration' was begun by the Training Division in 1976-77. To further the goals of development as laid down by the Five Year Plans, emphasis

has been placed on plan priority areas such as rural developments, energy and infrastructure and aspects such as planning and monitoring, and environmental planning, while conducting the courses. Under this scheme, importance is given to training the administrators to have the right attitude towards the public; an effort is made to bridge the "gap" between the administrator and the public. The Seventh Five-Year Plan document also laid great emphasis on this aspect of the training of Civil Servants.

Rajiv-Gandhi's initiative and the comprehensive training plan for I A S officers subsequently formulated and implemented, may be said to be the high point of the evolution of the policy on in-service training for civil servants. So far In keeping with the new emphasis laid on training, the Department of Personnel as it existed then^e was restructured and its status raised to that of a Ministry.

The plan of training for I A S officers, which has been carried out since 1985, has made every effort to equip the civil servants with the required knowledge, skill, and the right attitude to perform their duties effectively. At the same time, it should be noted that training constitutes only one input into the administrative process; it cannot by itself bring about change. There are other

factors which substantially affect its ability to bring about change. If it is a fact that the training programmes being conducted for the civil servants in India have not been producing the desired results, it could be that it is some of these factors that are responsible. A brief mention^{is} now being made of the factors which could be retarding the effectiveness of training in India.

For training to bring about the desired effect, it should relate to organisational goals. Isolated training experiences that send the trainee back to an indifferent administrative environment are not likely to produce the desired results. For training to be effective, administrative duties and responsibilities should be such as to make use of the training. They should reinforce the learning acquired while away from the job.

In the Indian Civil Service, not enough importance has been given to merit; it is the seniority principle that prevails. If training enhances the administrator's skills, it should also enhance his career prospects as he moves through the system. But no provision for this exists in the civil service in India and this absence of a merit system militates against training and the consequent rewards

that might come to a well trained person. In short, a major source of motivation is denied to the trainee by the absence of the incentive system which ^wre_^ards merit.

The absence of functional career ladders within the Indian administrative systems also acts against the ability of training to enhance the competence of civil servants in certain important areas of administration. A generalist administrator whose competence is considered to be interchangeable within the systems will not have, a strong interest in the development tasks which he might perform during his career. This problem is made worse by the abrupt way in which personnel are shifted from one post to another; and these moves may involve going through a series of unrelated jobs.

These are some of the characteristics of the Indian administrative systems which prevent training in India from acting as a means of giving administrators knowledge and skills to assist them in dealing competently with the needs of a developing society. Changes must be brought about in these if training is to have its desired effect.

CHAPTER 3

THE TRAINING DIVISION

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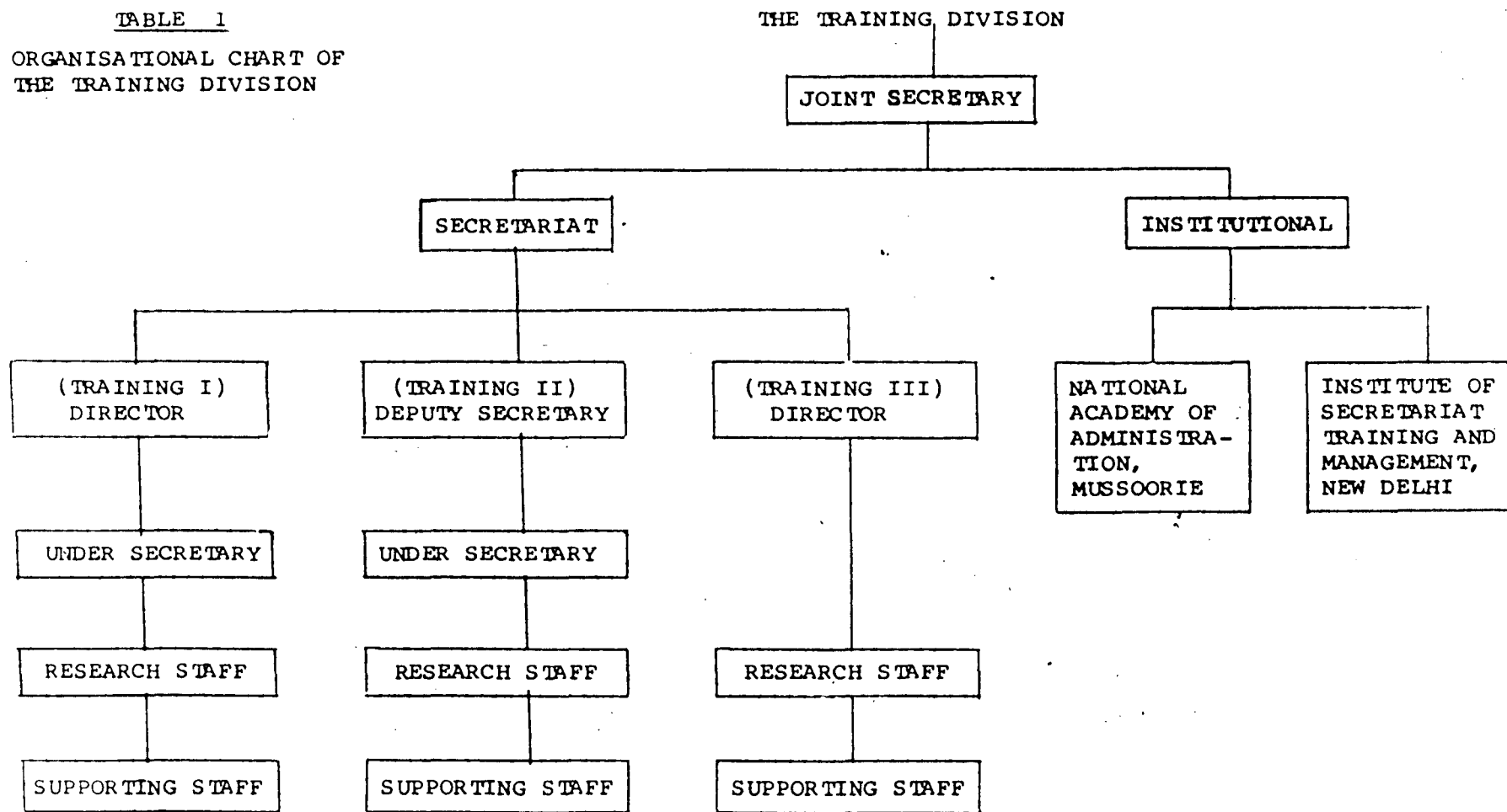
TRAINING PLAN FOR INDIAN ADMINISTRATIVE SERVICE

ORGANISATIONAL SET-UP

The Training Division is part of the Department of personnel and Training in the Ministry of Personnel, Public Grievances and Pensions. It is divided into three sub-divisions. Two of these sub-divisions are under the charge of officers of the level of Director, and the third sub-division is under the charge of a Deputy Secretary. Other officers in these sub-divisions are: Under Secretaries Research Officers and Section Officers. These officers are assisted by the necessary supporting staff. The Training Division is headed by an officer of the rank of Joint Secretary to the Government of India.

In addition to this set-up at the secretariat level, there are two major national training institutions at the operational level which the Training Division supports. They are the Lal Bahadur National Academy of Administration and the Institute of Secretariat Training and Management.

TABLE 1
 ORGANISATIONAL CHART OF
 THE TRAINING DIVISION



(A) LAL BAHADUR SHASTRI NATIONAL ACADEMY OF ADMINISTRATION, MUSSOORIE.

The Lal Bahadur Shastri National Academy of Administration Mussoorie is the apex institution for Civil Services in the country. It was set up in 1959 incorporating both the Indian Administrative Service Staff College, Simla and the Training School, Delhi. The Academy has a dual role to play; while it conducts the Foundational Course for the All India Services and Central Services Group 'A', it is the professional Training Institution for the Indian Administrative Service. These types of courses are meant for the direct recruits who come through the competitive examinations conducted by the Union Public Service Commission. The Academy also conducts courses for officers promoted to the Indian Administrative Service from the State Services. In addition, the Academy conducts 4 week programmes for IAS officers within the service range of 17-20 years. For example, one course on policy analysis and Formulations was conducted for the benefit of such officers in 1988-89.

NAA is headed by a Director who has the rank of a Secretary to the Government of India. He is assisted both by the directing as well as the academic staff. The directing staff is drawn to the NAA on a tenure basis from among the serving civil servants while the academic staff is recruited from among academics in the universities. NAA has adequate support staff.

(B) INSTITUTE OF SECRETARIAT TRAINING AND MANAGEMENT
(ISTM), NEW DELHI

The Institute, located on two campuses in New Delhi, at the R.K.Puram Campus and at the Jawaharlal Nehru University Campus, is primarily responsible for the training of officers recruited for the Secretariat and other organisations of the Central Government. It provides induction training for Section officers and officers of lower level belonging to the Central Secretariat Service(CSS). For Under Secretaries and other officers, the ISTM organises in-service training programmes. About 2,500 officers receive training at the ISTM every year in its various training programmes which number over 70.

ISTM is headed by a Director who has the rank of a Director or Deputy Secretary in the Government of India. He is assisted by faculty drawn from serving officers in the Government of India.

COORDINATING ROLE: MEETING OF TRAINING COORDINATORS

To be able to perform its greatly expanded role, particularly in ensuring that training is coordinated and effective, the Training Division has an important coordination role. It seeks to achieve cooperation at various levels including:

(a) Coordination with Ministries and Departments in the Government of India, (b) Coordination with training institutions working under the Ministries and Departments in the Government of India, (c) Coordination with the State Governments/Union Territories (d) Coordination with training institutions working under the State Governments/ Union Territories, (e) Coordination with universities and other autonomous training institutions.

Coordination with Ministries and Departments in the Government of India is achieved through consultations with the Training Coordinators and other concerned officers of the Departments and Ministries. Most Departments and Ministries have by now appointed Training Coordinators. The Training Coordinator does the liaison work relating to training activities within his department. Meetings are periodically held to discuss with them matters of common training interest.

Every year a conference of all Central and other important Training Institutions is held under the sponsorship of the Training Division. Usually, the Conference selects a theme of contemporary concern for discussion. Conferences have been organised in the past on some of the following themes:

- (i) Conference on Training,
- (ii) Training Institutions and Trainers,
- (iii) Training in Government: Challenges of the seventies,

- (iv) Training in the Changing Environment,
- (v) Training: A Strategy for Growth, and
- (vi) Training for Attitudinal change.

Coordination with State Governments/Union Territories is now becoming more and more important. The training needs of the personnel working at the State level are increasingly being recognised as an area of very high priority. Frequently, meetings are held with representatives from all the States, or group of States, to discuss matters of common interest. A Training Coordinator has been appointed in each state and Union Territory to look after matters relating to training. He is supposed to do the liaison work relating to all matters relating to training within the State/ Union Territory.

The Training Division also organises annually, a conference of heads of State Training Institutions. The Directors of the State Training Institutions attend this conference to discuss problems relating to State Training Institutions. Some of the important themes of which the Conferences have been organised so far are:

- (i) State Training: Problems and Possibilities,
- (ii) Problems of State Training Institutions,
- (iii) Training and Career Development for Civil services in the States,
- (iv) Institution-building,
- (v) Regional Cooperation,
- (vi) District Training.

At the request of certain Central Training Institutions and State Training Institutions, the Training Division has been sending officers from the Training Division to observe and to prepare review notes on the working of the training institutions. The main purpose in reviewing the work of these training institutions is to assist them to properly plan for growth and development as well as to improve their efficiency in conducting training. These Review Notes have been found useful by institutions other than those for whom they were prepared.

The Central Training Division has been bringing out a quarterly Newsletter and a Calendar of coming training activities. These are widely distributed and assist considerably in the coordination of training.

A brief description is now made of the organisational and training arrangements in the Central ministries/departments and the arrangements for training in the states and Union Territories. A mention is also made of the training organisations and institutions outside the government.

(A) ORGANISATIONAL AND TRAINING ARRANGEMENTS IN THE
CENTRAL MINISTRIES | DEPARTMENTS

Each Ministry/Department in the Government of India already has nominated one of its officers at the level of Deputy Secretary as its Training Coordinator. Training cells have also been established in all the Ministries/Departments and put under the charge of the Training Coordinators.

Broadly, the functions of Training Coordinators and training cells are:

- (1) To identify the training needs of officers at various levels in the Ministry/ Department,
- (2) To organise decentralised training plans,
- (3) To prepare a systematic roster of training for Group A and Group B officers and arrange for their training in the institutions under the Ministries/Departments as well as other external training institutions.
- (4) To arrange for the training of officials in Group C and D within the Ministry/Department itself.

A number of Ministries/Departments which happen to be cadre controlling authorities for Group A Services have already taken steps to set up training institutions for the organised training of the new recruits to these services, as well as for the in-service training of senior personnel. Other Ministries are utilising institutional facilities external to them to provide training to Group A officers. There are Ministries which still do not have any institutional training facilities for their Group A officers. However, most Ministries are now trying to develop and strengthen their own institutional training facilities for their top level officials. It is now becoming rapidly accepted that Ministry/Department must have its own institutional training arrangement. Fairly adequate

institutional training arrangements exist for Group A staff members of the Services. But the existing arrangements for Group B officers of the Services are somewhat less adequate. The situation in respect of officers of Group C and Group D is even more unsatisfactory. Yet, the training needs of this later group of officials is extremely important. In Group C and Group D, there are persons like personal Assistants, Telephone Operators and other who come into contact with public and, therefore, it is important that their training needs, particularly in the area of attitudinal training are met most carefully.

(B) ORGANISATIONAL AND INSTITUTIONAL ARRANGEMENTS IN THE STATES AND UNION TERRITORIES

In the structure of civil service in India, the State Civil services constitute the intermediate level.

In the states the coordination of job training usually vests in the Department of Personnel. Usually, there is no separate officer fully in charge of the training functions. This is a part-time job which is supervised by the Secretary of the Department who reports to the Chief Secretary to the Government. Usually, it is his job to provide administrative support to the State training institution. It is also his job to maintain liaison with the Training Division of the Government of India in matters relating to training.

The State Training Institution, wherever it exists, is usually organised to provide foundational training to members of major state services and professional training to the State Administrative Service officers.

Each Department in the State assigns training responsibilities on part-time basis to one of its senior officers. Acting as the Training Coordinators, they do considerable work in identifying the training needs of the staff in the Departments and also in the actual conduct of training within the resources available. A number of Departments also have come to acquire institutional training facilities of their own. Providing administrative support to these institutions is the responsibility of the Training coordinators.

Usually, the Director of State Training Institution is given the responsibility for coordinating the training activity within the state. Additionally, he also maintains liaison with the Central Training Division of the Government of India and other training institutions outside the state.

As training has now come more and more to assist the development of personnel engaged in various planning tasks, Secretaries of State Planning Departments are also assisting the Central Training Division in its programme of training personnel for development administration.

Note: For a list of State Training Institutions, see appendix-1

(C) ORGANISATIONS AND INSTITUTIONS OUTSIDE THE GOVERNMENT

Training activity is not confined to training institutions under the control of the Central and State Governments. A number of organisations and institutions independent of governmental control have come up in the last few years. While most of them do receive financial support from the Central Government and the State Government, they are termed autonomous institutions. And these institutions certainly enjoy a good deal of autonomy. Examples for such institutions are the Indian Institute of Public Administration at New Delhi, the Administrative Staff College of India at Hyderabad, and the Indian Institute of Management (Calcutta, Ahmedabad and Bangalore).

In addition to these and several other institutions and university departments, there are now some professional organisations which seek to promote training efforts either generally or in specific areas of management. Some of these professional bodies are: Indian Society for Training and Development (ISTD), All India Institute of Management Sciences, National Productivity Council and Indian Society for Behavioral Science. The Training Division, Ministries and Departments of the Government of India and the State Governments/ Union Territories have been seeking the help of some of these autonomous training institutions in their own efforts.

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PLAN OF TRAINING FOR I A S OFFICERS

An examination is now proposed to be made of the comprehensive plan of training for I A S officers that is now in operation. While discussing the different courses as they have been conducted since 1985, the year 1987-88 has been taken as an illustrative case and as many relevant details as possible about the courses conducted during that year furnished. The year 1985-86, during which these courses were begun, too has been given importance.

The plan of training of I A S officers in operation at present consists of the following types of programmes.

(A) One- week refresher courses with vertical participation which every officer has to attend every year.

(B) Four-week programmes conducted in three stages- for officers with 6-9 years of service, 10-16 years of service and 17-20 years of service.

ONE WEEK REFRESHER COURSE

Every officer undergoes a one- week refresher course every year in one of the several identified specialisms. These one-week courses are meant to provide a kind of sabbatical to the officers concerned, to provide vertical communication among the participants whose seniority across

the board range from the junior-most to the senior most levels and thus facilitate interaction between those who formulate policy and those who implement it and to provide for experience sharing in Policy Planning and Programme Implementation among the participants who are drawn from several states.¹

OBJECTIVES:

The objectives of the one-week course as laid down are: (i) To provide a kind of sabbatical to the participants (ii) To sensitise the participants to national concerns and the values enshrined in the Constitution; (iii) To make the participants more confident to face problems in their work areas and attempt solutions; (iv) to make them more responsive to the needs of the people (v) To look at problems in the integrated manner and develop a systems approach; (vi) to progressively internalise the ethics and value systems of the service and ; (viii) to be sensitised to differential management approaches while dealing with different sectors.²

CONTENTS:

The one-week courses are not intended to be skill based and are designed only for the sake of having a structure,

1. Annual Report of Ministry of Personnel; Public Grievances and Pensions 1987-88(India, 1988), p.15.

2. Compendium of Training Programmes 1987-88(India: Training Division, 1988), p.47.

around the area of specialisation of the institution concerned, e.g. Public Sector, for the Institute of Public Enterprises, Rural Development for the National Institute of Rural Development and so on. Through these " prisms " as it were, the participant is expected to use the learning opportunity to advance the objectives mentioned above. The lecture component in these courses is deemphasised.³

In the year 1985-86, the collaboration of 25 state/ National Institutions were enlisted for the purpose of conducting the one- week refresher courses.⁴

The number of one-week courses conducted in the First Cycle i.e., during the period from October 1985 to June 1986 was 125.⁵

In the year 1986-87, the number of institutions involved was 41 and 25 functional/sectoral specialisms such as Agriculture and Rural Development, State Public Enterprises Management had been identified. Selection for the courses was made as far as possible on the basis of options exercised by officers regarding the specialisms. In order to match the specialism to the training need of the individual officer as perceived by him, a training options plan was evolved where in each

3. ibid

4. Annual Report of the Ministry of Personnel, Public Grievances and Pensions 1985-86 (India, 1986),
p. 56

5. Ibid., p.56

officer indicated his/her training need among the specialisms enumerated in the list or even those outside it. This led to an assessment of the training effort in each specialism and the structuring of the calendar of training courses accordingly.⁶

For the year 1987-88, the following 27 sectoral/Functional specialisms had been identified:⁷ (1) Computers and Information systems, (2) Agriculture and Rural Development (3) Animal Husbandary and Diary Development (4) Child Development (5) Human Resource Development (6) Managing Rural Development (7) Urban Development (8) Cooperative Management (9) Environment Management (10) Financial Management (11) International Business Management (12) Public Sector Management (13) Skills for Managing Change (14) Housing Policy (16) Policy Options in a Planned Economy (17) Decentralised Planning (18) Rural Energy Planning and Technology (19) Energy Planning and Energy Demand Management (20) Investment Planning and Policy Analysis (21) Awareness of Economic Environment (22) Anti-Poverty Programmes (23) Health and Family Welfare (24) Labour Relations (25) Public Finance (26) Public Distribution System (27) Small Scale Industries.

6. Annual Report of the Ministry of Personnel, Public Grievances and Pension 1986-87(India, 87), p.21-22

7. Annual Report of the Ministry of Personnel, Public Grievances and Pension 1987-88, n.1, p.15

More than 80 one-week courses in the various specialisms were scheduled for the year in the following selected Training Institutions situated in different parts of the country:⁸

- (1) Indian Institute of Management, Calcutta.
- (2) Institute of Public Enterprises, Hyderabad.
- (3) Indian Institute of Foreign Trade, New Delhi
- (4) Housing and Urban Development Corporation Institute, New Delhi
- (5) National Institute of Labour, New Delhi.
- (6) Administrative Staff College of India, Hyderabad.
- (7) National Institute of Information Technology, New Delhi.
- (8) Tata Energy Research Institute, Nainital.
- (9) Institute of Management in Government, Trivandrum.
- (10) Tata Consultancy Services, New Delhi
- (11) Delhi University, Delhi
- (12) Indian Institute of Management, Lucknow.
- (13) National Institute of Small Industry Extension Training Hyderabad.
- (14) Xavier Labour Relations Institute, Jamshedpur.
- (15) Computer Maintenance Corporation, New Delhi.
- (16) Indian Institute of Technology, New Delhi.
- (17) National Institute of Rural Development, Hyderabad
- (18) Institute of Financial Management and Research, Madras
- (19) Tata Management Training Centre, Pune.
- (20) Indian Institute of Public Administration, New Delhi.

8. See Compendium of Training Programmes 1987-88,
n.2, p.48-65

- (21) National Institute of Public Finance and Policy, New Delhi.
- (22) Indian Institute of Management, Bangalore,
- (23) Maharashtra Institute of Development Administration, Pune.
- (24) National Information Centre, New Delhi.
- (25) National Institute of Health and Family Welfare, New Delhi
- (26) Harish Chandra Mathur Institute of Public Administration, Jaipur.
- (27) National Institute of Public Corporation and Child Development, Delhi.
- (28) Centre for Development Studies, Trivandrum.
- (29) Institute of Rural Management, Anand.
- (30) National Institute of Branch Management, Pune.
- (31) Institute of Economic Growth, Delhi
- (32) Indian Institute of Management, Ahmedabad.
- (33) Institute of Chartered Accountants of India, New Delhi.
- (34) Vaikunth Mehta National Institute of Cooperative Management, Pune.

The refresher courses were actually conducted in 33 of these institutions.⁹

On April 27, 1987, a workshop of the Heads of the 33 training institutions conducting one week programmes of I A S officers was organised to discuss the recommendations made by two experts, Dr Ishwar Dayal and Shri R.N.Haldipur, who had been independently asked to evaluate the one-week refresher courses for I A S officers conducted during the year 1985-86.¹⁰ In the light of the deliberations, the one-week

9. Annual Report of the Ministry of Personnel, Public Grievances and Pensions 1987-88, n.1.15

10. *ibid.*, p.16.

course as it then existed, was restructured. A five-year training options plan was evolved and circulated to enable every I A S officer to opt for two sectoral, two functional and one general management specialism. This was projected to cover the period 1988-89 to 1992-93.

For the year 1988-89, the following 28 functional, sectoral and general specialisms had been indentified:¹¹

Functional: Financial Management Level I and II* (2) Management Accounting (3) Project Management Level I and II* (4) Management of change. (5) Human Resources Development including Performance Appraisal. (6) M I S and Computer Application in Government Level I and II.* (7) Introduction/ selecting computer systems.

Sectoral: (8) Health and Family Welfare. (9) Education. (10) Energy and Environment. (11) Agriculture and Rural Development (12) Industrial Policy, Planning and Development. (13) International Trade. (14) Cooperation. (15) Development Banking and Institutional Credit. (16) Social Welfare; (17) Animal Husbandary and Dairy Development. (18) Urban Development. (19) Management of Environment (20) Rural Energy planning and Technology. (21) Small Scale Industries. (22) Management of State Enterprises level I and II.*

11. Annual Report of the Ministry of Personnel, Public Grievances and Pensions 1988-89 (India, 1989), p.16-17

GENERAL: (23) Administrative Reforms in Government.
 (24) Management of the cutting Edge. (25) Development
 Administration, (26) Management of Public Utilities.
 (27) Public Distribution Systems (28) Terrorism/Violence.
 (* Level I is an appreciation programme while Level II
 deals with the subject at an advanced level).

In conducting the course, the Services of 28 state/
 National Training Institutions were utilized.¹²

FOUR-WEEK PROGRAMMES

The four-week programmes for I A S officers are designed
 for three categories of officers, depending on their length
 of service. There are programmes for officers with 6-9
 years service, 10-16 years of service and also for those with
 17-20 years of service.

(A) FOR OFFICERS WITH 6-9 YEARS SERVICE

I A S officers having a seniority of 6-9 years are those
 who are expected to work in the capacities of District Magistrate
 and collectors, Deputy/Joint Secretary in State Government and
 Head/Joint Head of Departments in the State.¹³ They attend
 courses with focus on programme implementation in the field,

12. *ibid.*, p. 16.

the course coverage being environment analysis, project management, financial management, rural development, urban management, etc.¹⁴

OBJECTIVES:

The objectives of the courses attended by them are;¹⁵
The survey of recent changes in economic, social, industrial and physical environment; Formulation and implementation of strategy to meet such changes in Development Administration; to develop an understanding^{of} others' attitudes and approaches to major problems and issues and; to elicit more efficient performance from staff through leadership and motivation.

CONTENTS:

The course content is equally divided to provide inputs in the areas of knowledge, skills and human behaviour. It includes:¹⁶ (1) Socio-economic and physical environment and the recent changes in it. (2) Enquiry in rural development; strategies of rural development. (3) Policy making process in segmented societies and role of civil servants (4) crisis management (5) Role of District collector and inter-departmental coordination at District level. (6) Financial propriety, Institutional finance and District Credit Plans

14. Shriram Maheshwari, "Training For Administrators in India," Indian Journal of Public Administration, (New Delhi: 11PA, April-June 1987), p.254.

15. Compendium of Training Programmes 1987-88, n.9.p.39

16. *ibid.*

(7) Municipal Administration (8) Special Programmes for weaker sections (e.g, SC/ST, women and bonded labour). (9) Special programmes related to animal husbandary, small industries, etc. (10) Environment and development, role of voluntary agencies. (11) Efficient delivery systems (13) Human aspects in management- motivation and leadership. (14) Communication skills (15) computer applications(hands on experience). (16) Inspection, touring, disciplinary proceedings, (17) Social Programmes(Health and Family Welfare Planning, adult literacy, reservations, etc (18) Presentation of individual papers.

In the year 1985,86, four-week courses for I A S officers(6-9 years service) were conducted in 12 selcted state Training Institutions.¹⁷ During the year 1986-87, 12 such programmes were held.¹⁸ In 1987-88 16 Four-week programmes were conducted.¹⁹ The courses were organised with the collaboration of the following 13 state Training Institutions:²⁰

17. Annual Report of the Ministry of Personnel, Public Grievances and Pensions 1985-86, n, p.56

18. Annual Report of the Ministry of Personnel, Public Grievances and Pensions 1986-87, n.6, p.21

19. Annual Report of the Ministry of Personnel, Public Grievances and Pensions 1987-88, n.1, p.15

20. Compendium of Training Programmes 1987-88, n.2, p.39-40

- (1) H.C.M. Rajasthan Institute of Public Administration, Jaipur.
- (2) Administrative Training Institute, Nainital.
- (3) Himachal Pradesh Institute of Public Administration, Shimla.
- (4) Madhya Pradesh Academy of Administration, Bhopal
- (5) Maharashtra Institute of Development Administration, Pune
- (6) Punjab State Institute of Public Administration, Chandigarh.
- (7) Sardar Patel Institute of Public Administration, Ahmedabad.
- (8) Institute of Management in Government, Trivandrum.
- (9) Anna Institute of Management, Madras
- (10) Assam Administrative Staff College, Guwahati
- (11) Administrative Training Institute, Mysore.
- (12) Administrative Training Institute, Ranchi.
- (13) Administrative Training Institute, Calcutta.

In 1988-89, 8 such four-week training programmes for I A S officers were organised.²¹

(B) FOR OFFICERS WITH 10-16 YEARS SERVICE:

The focus in programmes meant for I A S officers with 10-16 years of service is on Management concepts and decision making with special attention to Management in Government and

21. Annual Report of the Ministry of Personnel, Public Grievances and Pensions 1988-89, n.11, p.16.1987-88.

in the public sector. The training at this stage is so designed as to help the officers going for specialisation in selected areas later in the career in particular.²²

OBJECTIVES:

The objectives of the programme are²³ (1) To sensitise the participants to the environment- economic, political and social- both at national and international levels; (2) appraise the participants^a of the emerging concepts and practices of management; (3) Equip them with the analytical aids for decision making and; (4) provide opportunities for development, problems solving skills and effective contribution to organisational performance.

CONTENTS:

The total number of days is divided into three more or less equal components devoted respectively to skills(subject matter knowledge); management techniques including computers; and human behaviour. The training programme covers functional areas to make participants good and competent managers, the training in the functional area being against the back ground of one or the other sectoral areas.²⁴

22. Compendium of Training Programmes 1987-88, n.2, p.42

23. *ibid.*

24. *ibid.*

In the year 1985-86, 4 training courses of four-weeks duration were conducted for the benefit of I A S officers with 10-16 years of service. The courses were organised with the collaboration of three Training Institutions, viz., the Indian Institutes of Managements located at Bangalore, Calcutta and Ahmedabad.²⁵ During 1986-87, 12 such courses were conducted.²⁶ In 1987-88, 10 courses were organised²⁷ in collaboration with the following 6 training Institutions:²⁸

- (1) Indian Institute of Management, Lucknow.
- (2) Administrative Staff College of India, Hyderabad.
- (3) Management Development Institute, Gurgaon.
- (4) Institute of Public Enterprises, Hyderabad.
- (5) Indian Institute of Management, Ahmedabad.
- (6) Indian Institute of Management, Calcutta

In the course of the year, the following functional/sectoral areas were covered in the respective training programmes:²⁹

- (1) Financial management and computer based decision support system with sectoral thrust on Public Enterprises Management.
- (2) Management Development with sectoral thrust on Industry and Corporate Enterprise.

25. Annual Report of the Ministry of Personnel, Public Grievances and Pensions 1985-86, n.4, p.55.

26. Annual Report of the Ministry of Personnel, Public Grievances and Pensions 1986-87, n.6, p.21.

27. Annual Report of the Ministry of Personnel, Public Grievances and Pensions 1987-88, n1, p.15.

28. Compendium of Training Programmes 1987-88, n.2, p.42.

29. ibid., p.42.

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25. Annual Report of the Ministry of Personnel, Public Grievances and Pensions 1985-86, n.4, p.55.

26. Annual Report of the Ministry of Personnel, Public Grievances and Pensions 1986-87, n.6, p.21.

27. Annual Report of the Ministry of Personnel, Public Grievances and Pensions 1987-88, n1, p.15.

28. Compendium of Training Programmes 1987-88, n.2, p.42.

29. ibid., p.42.

- (3) Management Development with sectoral thrust on public systems including utilities.
- (4) Operational Research, computers and Management Information system with sectoral thrust on trade commerce and industry having emphasis on public sector.
- (5) Financial Management, computers, Organisational Behaviour with sectoral thrust on Rural Development and Corporate Management, Financial Management and Computer Application for Management with sectoral thrust on Corporate Sector.

During the year 1988-89, 11 such four-week programmes for I A S officers were conducted.³⁰

(C) FOR OFFICERS WITH 17 to 20 YEARS OF SERVICE

Objectives:

The basic objective of the four week training programme for I A S officers with 17 to 20 years of service is to intellectually challenge the participants and to stretch their minds to enable them to become creative and innovative and to provide leadership in specified priority sectors, like Agriculture and Rural development; trade, commerce, Industry and Finance;

30. Annual Report of the Ministry of Personnel, Public Grievances and Pensions 1988-89, n.11, p.16.

Delivery of services including health, education, water, civil supplies, etc., and National Security-- internal and external. The focus is on policy planning and Analysis in important areas/sectors of governmental function. The programme will address itself not only to policy analysis and formulation but to problems in implementation as well. Each programme deals in identified sectors with functional orientation.³¹

Contents:

The total number of working days are divided into three more or less equal components, devoted respectively to skill (subject matter knowledge), management techniques, including computers, and human behaviour.

In 1985-86, 5 such programmes for senior officers were conducted. The Training Institutions utilized for the purpose were the Indian Institute of Public Administration and the Lal Bahadur Shastri National Academy of Administration.³² In 1986-87, 12 courses were organised.³³ During the year 1987-88, 7 such four-week programmes were conducted.³⁴ Each course in 1987-88 dealt with one or the other of the following

31. Compendium of Training programmes 1987-88, n.2, p.45.

32. Annual Report of the Ministry of Personnel, Public Grievances and Pensions 1985-86, n.4, p.55.

33. Annual Report of the Ministry of Personnel, Public Grievances and Pensions 1986-87, n.6, p.21.

34. Annual Report of the Ministry of Personnel, Public Grievances and Pensions 1987-88, n., p.15.

sectors:³⁵ (1) Industrial Policy and Technology Policy; (2) Urban Development Administration; (3) Food Policy and supply Management; (4) Agriculture and Rural Development; (5) Industry, Trade and Finance; (6) Rural Development and Poverty Alleviation; (7) Communication for Development; (8) National Resources and Poverty.

The course in 1987-88 were conducted in collaboration with the following four Training Institutions:³⁶

- (1) Administrative Staff College of India, Hyderabad
- (2) LBS National Academy of Administration, Mussoorie.
- (3) Indian Institute of Management, Ahmadabad.
- (4) National Institute of Rural Development, Hyderabad.

In 1988-89, 4 programmes of the type were conducted for senior I A S officers with 17-20 years service.

In 1988-89, the need for an evaluation of the I A S four-week training programmes, which had been conducted over the past three years, was felt. A committee for their evaluation was therefore constituted under the chairmanship of Shri Hiren Bhava, Member, Planning Commission.³⁸ The terms of reference of the committee were as follows: (1) To what extent the objectives set for the programmes were in fact,

35. Compendium of Training Programmes 1987-88, n.2, p.45.

36. ibid., p.45-46

37. Annual Report of the Ministry of Personnel, Public Grievances and Pensions 1988-89, n.11, p.16.

38. ibid., p.20.

being realised; (2) To what extent and in what manner modifications in the methodology, duration of the programme or in the objectives themselves would be warranted keeping in view long-term needs of administration and officers; (3) To examine alternative approaches to the training programmes, including work attainment in non-Government Organisations and; (4) Any other matter relevant in the conduct of the programme including the changes if any, required in the seniority ranges prescribed. The Committee was scheduled to submit its report by the end of March 1989. The recommendations of the committee and the steps that are proposed to be taken by the Government in pursuance of these recommendations, are expected to be published in the Report of the Ministry of Personnel, Public Grievances and Pensions for the year 1989-90.

In addition to the comprehensive scheme of training programmes for I A S officers conducted by the Training Division, it also holds Special Programmes such as the one for District Magistrates and Superintendents of Police. Further, a number of officers are also sent to certain Training Institutions abroad for training. In fact, for over two decades an average of 130 officers, including faculty members have been going abroad annually for training under various programmes such as the Colombo Plan, UNDP

funded programmes, Ford Foundation fellowships and other courses offered as part of international agency funding and aid packages from donor countries.³⁹ The Harvard University under its Edward S. Mason Programme in Public Policy and Management takes in six to seven Fellows from India every year.

THE ILCHMAN REPORT

What are the short comings in the present scheme of training of I A S officers ? In the context of the issue of 'responsive administration', what steps should be taken to improve the existing system of training of civil servants ?

A great expansion in the in-service training programmes for I A S officers has taken place since 1985. The comprehensive training plan that was prepared has been under implementation. How has this recent spurt in training activities affected the training institutions in the country ? How well have they been able to deal with this increased load ?

These are some of the questions that naturally arise in one's mind. The issues raised by these and other related questions were the ones to which Prof. Warren Ilchman, a Ford Foundation consultant Commissioned by the Government

39. See the letter to the editor " Training of Civil Servants" written by S. Misra, Director (FAS), Department of Personnel and Training, Ministry of Personnel, Public Grievances and Pensions, in The Hindu, 5 October 1987.

of India, addressed himself in his report submitted in June 1987. The striking recommendations made by him regarding the steps that, according to him, ought to be taken to reform the systems of in-service training for civil servants, were widely reported in the press and have since stimulated much discussion and criticism.⁴⁰

After studying the training of Civil Servants in India, and making an appraisal of selected Administrative Institutions in the country, Prof. Ilchman came to the conclusion that the training resources of India- which included both trainers and training materials, were severely stretched and would not be able to accommodate the increased State training. Because of these effects and the aspirations of long term policies for enhancing human resources, he recommended substantial effort in the training of trainers. On the training of I A S officers, Prof. Ilchman said that there were "too few" trainers for the IAS programmes and that there was a shortfall even after the adoption of the strategy of using a wide variety of institutions. On the subject of guest

40. See "Strategy to improve Civil Service Training", Financial Express 22 June 1987, the article in Times of India, 24 September 1987 Balraj Mehtas article in Deccan Herald (Bangalore) 21 Jan 1988.

faculties, he said that they were desirable, but that there was also a need to increase the number of well prepared institutionally based faculty members.

In order to remedy the short-comings noticed in the system of training of I A S officers, Prof. Ilchman recommended that a major programme consisting of three stated elements be launched, the elements being, (1) development of a systematic curriculum for the better training of civil servants; (2) the development of a suitable training materials and ; (3) a systematic campaign of " training of trainers".

The Ford Foundation consultant recommended three short term measures, which, he said, the Government could take to address the problem. The measures were: (1) external training of appropriate people for posting at key training institutions; (2) developing a systematic curriculum; and (3) preparing training materials that could be used by all training institutions. Prof. Ilchman was for the posting of foreign trained officers in State and Central Administrative Training Institutions. He also suggested that study tours be organised for trainers to the top European and American training institutions, so that they could learn from other national efforts at professional training

of civil servants. Similarly, tours could be organised to study the training activities in the most progressive private sector companies in the United States of America.

The Ford Foundation consultant also proposed a curriculum and training materials project for use in the 6-9 years of service programme and said that it could be used as a pilot project for the 10-16 and 17-20 years of service programmes. He suggested five basic modules of twenty five sessions each, viz., (1) leadership in Administration; (2) programme analysis, implementation and evaluation; (3) elements of enterprise management; (4) financial management and (5) information management.

After visiting selected Indian training institutions, Prof. Ilchman observed that the policy of the Government to develop training for the I A S in four compulsory programmes, and other measures, had several notable effects. The established All India Training Institutions had been challenged to improve their overall training and the isolation that had marked their work during the past few years had been counteracted. The state Administrative Training Institutions, in the course of their participation in I A S training, had improved their over-all training capabilities and extended them to lower levels of state administration.

They had also attracted increased support from their state Governments. In certain cases, these State Institutions had begun playing a role in the horizontal integration of the services and in crucial areas such as application of computers in Government processes. Prof. Ilchman also noted that the Training Institutions primarily catering to the Private Sector were beginning to have a positive impact on the quality and content of training for Government. However, after making an examination of the subject matter institutes like those on rural development and public enterprise, viz., the national Institute of Rural Development, Hyderabad and the Institute of Public Enterprise, Hyderabad, he said that he had found their training lacking in sufficient public policy analysis and management training capability.⁴¹

The Ford Foundation consultant recommended the setting up of training institutions in the country which would have a "mentor relationship" with management programmes and institutions abroad, so as to put in place standardised curriculum, training material and faculty. In pursuance of this suggestion made by Prof. Ilchmann, the Government of India has since set up the Management Development Institute at Gurgaon, near Delhi. The Management Development Institute has a special relationship with Harvard University of the United States of America for its participation in course design, teaching, collaboration in case writing and faculty

41. See Balraj Mehta's article in the Deccan Herald, 21 January, 1988.

exchange. The institute trains together officers from Government, Public Sector and Private Sector with a view to fostering inter-sector cooperation and mobility. The first fifteen-month National Management Programme specially designed for young officers from Government (All-India/Central Service Group 'A'), public sector and private sector was begun at the Institute in 1988.⁴² The course commenced on the 1st of July 1988. The objectives of the programme were stated as follows: (1) strengthening the decision making capabilities of the participants; (2) Improving the ability of the participants to adapt modes of functioning and operational strategy to suit the structure and goals of the organisation; (3) Encouraging participants to act as "Change Agents" and ; (4) Creating nucleus of like minded managers in the country with the necessary attitudes, approach and commitment to the development process in the national interest.

As it exists now, the course consists of two components:⁴³
 (1) a 12-month class room teaching supplemented with (2) a three month project exercise during which the trainee returns to his office and works on a specific project based on the application of the inputs gained during the training.

42. Annual Report of the Ministry of Personnel, Public Grievances and Pension 1988-89, n.11, p.18.

43. The Hindu, 4 July 1989.

Forty executives took part in the First course conducted at the MDI. According to one of the participants, the 12 months of intensive training had taught the participants to take a "holistic view" of management.

ASSESSMENT

A central agency for training came into existence in 1962 when a cell in the Ministry of Home Affairs was established for general coordination and for stimulating in-service training. In 1968 was set up the Training Division, which today forms part of the Department of Personnel and Training of the Ministry of Personnel Public Grievances and Pensions.

The many stages in the development of the Training Division to its present position show how training has been given growing importance and status by the Government of India. The Central Training Division is the most important part of the organisational structure for training in India and performs a coordinating and promoting role with respect to the programmes of the different Ministries/Departments. It also maintains liason with the

states. Since training is part of the subject of Personnel administration, it is quite right that the Training Division has been made part of the Department of Personnel. In keeping with the principle of decentralisation of the training set up, the training of the various functional cadres has been made the responsibility of the individual Departments. Each Ministry with any substantial training activity under it has a training coordinator and a few staff aids. Such a step had been recommended by Assheton Committee on the British Civil Service in 1944 too.

The training Division plays an important role in coordinating the activities of the different institutions and bodies engaged in training.

The Training Division is also responsible for holding different schemes of training programmes such as the plan programmes of training, which consists of "General" and "Staff" programmes, and the non-plan in-service training programmes such as the management development programme (MDP). In addition to these, the Training Division is responsible for conducting the comprehensive plan of training for IAS officers.

The comprehensive plan of training that was formulated has been in operation since 1985.

The one-week refresher courses follow the system of vertical participation. This enables the senior officers, who primarily do the work of policy making and programme planning, to interact with junior IAS officers who are in charge of policy implementation, and vice-versa. It also allows officers drawn from different states to share their experiences. This system of vertical participation is based on the principle that task orientation should be the basis of training experiences organised around solving problems.

In order to hold these one week refresher courses, the services of a large number of training institutions, both governmental as well as those out side the government were utilized.

The four-week programmes were designed for three categories of officers, depending on their length of service i.e, those with 6-9 years of service, 10-16 years of service and those with 17-20 years of service. The officers with 6-9 years of service attended courses with focus on programme implementation in the field. The officers with 10-16 years of service received training in management concepts and decision making, with special attention being given to concepts involving management in government and in the public sector. The focus of the courses for senior officers

with in a service range of 17-20 years was policy planning and analysis in important areas or sectors of governmental functions.

An examination of the plan of training and the contents of the courses, does give one the impression that the government has been doing everything possible to meet the training needs of the civil servants, and to equip them to meet the challenges that are to be faced before the country can reach the goal of economic and social development.

CHAPTER 4

CONCLUSION

Training for Civil Servants in India mainly aims to (i) enhance administrative capabilities of the administration; (ii) help the administrator's to cope with the changes in science and technology that have been taking place; (iii) develop in them the right attitude towards the public; (iv) to bring about the needed reform in administration.

An examination of the policy on in-service training and the in-service training of I A S officers leads me to the tentative conclusion that whereas the training given was a great success from the point of view of the acquisition of knowledge and skill by the civil servants, it was not so successful in bringing about an attitudinal change in them or in bringing about notable reform in the strait-jacket of procedures and rules in which our administration has been confined.

The ineffectiveness of training for attitudinal change has been attributed to external factors¹. The bureaucratic system is part of the larger social system of India, where status consciousness and hierarchical relationship are the

1. Kuldeep Mathur, Training and attitudinal change: Present inadequacies and future prospects
Dept. of Personnel, 64 p

norm. The administrator, who is also a member of this society, continues to act in the same way within the bureaucratic system. Training thus finds it very hard to bring about a change in his attitude, which is ingrained in him. For training for attitudinal change to be effective, special techniques suitable for the purpose should be used. Further, the training should be done by professionals. Evaluation of attitudinal change is also difficult to make, but techniques for evaluation do exist.² The problem here is to identify and locate attitudes i.e., their degrees, shades and directions, on a psychological continuum. Attitude and response direction have to be quantified. This is a difficult task. Modern research in training technology and psychometrics in western countries rely on the use of 'Equi distance scaling' method, in which, first, ideal response patterns are constructed which are most suited for achieving the organisations' objectives, and then these patterns are analysed into constituent attitudes which again are quantified on a psychological continuum.

Bringing about reform in administration through training is also a task that is hard to accomplish. What is needed is all round delegation and simplification of rules and procedures. What training can do, is to build the necessary ethos for reform all-round among the public servants.

2. Nimkar Balakrishna, "Appraisal of post-training attitudinal development" Modern Review, vol.138, no.4, October 1975, p.289-91.

For training in India, to be effective, attention should be given to certain other factors which influence the effectiveness of training: (i) Training should relate to organisation goals, (ii) a system of merit should exist whereby the administrator can enhance his career prospects by undergoing training. This acts as a motivational factor. (iii) Functional career ladders should exist, so that the administrator ^{can} specialise in any one area.

If attention is paid to the above factors, training could be made more effective than it is at present.

TRAINING INSTITUTIONS IN INDIA

A LIST OF STATE TRAINING INSTITUTIONS

1. Anna Institute of Management, Madras.
2. Assam Administrative Staff College, Guwahati.
3. Administrative Training Institute, Calcutta.
4. Administrative Training Institute, Kohima, Nagaland.
5. Administrative Training Institute, Nainital.
6. Administrative Training Institute, Mysore.
7. Administrative Training Institute, Ranchi.
8. Bihar Institute of Rural Development, Ranchi.
9. Gopabandhu Academy of Administration, Bhubaneswar.
10. HCM Rajasthan State Institute of Public Administration
Jaipur.
11. Haryana State Institute of Public Administration,
Chandigarh
12. Himachal Pradesh Institute of Public Administration,
Shimla.
13. Institute of Management and Public Administration,
Srinagar.
14. Institute of Management Development, U.P., Lucknow.
15. Institute of Management in Government, Trivandrum.
16. Madhya Pradesh Academy of Administration, Bhopal.
17. Maharashtra Institute of Development Administration, Pune.
18. Punjab State Institute of Public Administration, Chandigarh
19. Sardar Patel Institute of Public Administration, Ahmedabad.

A LIST OF CENTRAL TRAINING INSTITUTIONS

1. Lal Bahadur Shastri National Academy of Administration, Mussoorie.
2. Institute of Secretariat Training and Management (ISTM), New Delhi.
3. Advanced Level Telecommunication Training Centre, Department of Communication, Ghaziabad.
4. Bureau of Police Research and Development, New Delhi.
5. Central Bureau of Investigation Training Centre, New Delhi.
6. Central Institute of Road Transport (Training and Research), Pune.
7. Central Institute for Research and Training in Employment Service, New Delhi.
8. Central Labour Institute, Bombay.
9. Central Staff Training and Research Institute, Calcutta.
10. Central Statistical Organisation, New Delhi.
11. Central Public Works Department Training Institute, New Delhi.
12. Central Translation Bureau, New Delhi.
13. College of Defence Management, Secunderabad.
14. Defence Institute of Work Study, Mussoorie.
15. Defence Materials and Stores Research and Development Establishment, Kanpur.
16. Directorate of Training, Customs and Central Excise, New Delhi.
17. Forest Research Institute and Colleges, Dehra Dun.
18. Indian Audit and Accounts Service Staff College, Shimla.

19. Indian Bureau of Mines Training Centre, Nagpur.
20. Institute of Criminology and Forensic, New Delhi.
21. Institute of Defence Studies and Analysis, New Delhi.
22. Internal Security Academy, Central Reserve Police Force, Mount Abu, Rajasthan.
23. National Academy of Direct Taxes, Nagpur.
24. National ~~Civil~~ Defence College, Nagpur.
25. National Crime Records Bureau, New Delhi.
26. National Fire Service College, Nagpur.
27. National Informatics Centre, Department of Electronics, New Delhi.
28. National Institute of Management and Accounts, C.D.A.(Training), Meerut Cantt.
29. Postal Staff College India, New Delhi.
30. Postal Training Centre, Darbhanga.
31. Postal Training Centre, Madurai.
32. Postal Training Centre, Mysore.
33. Postal Training Centre, Vadodara.
34. Posts and Telegraphs Training Centre, Saharanpur.
35. Sardar Vallabhbhai Patel National Police Academy, Hyderabad.
36. Staff Training Institute(Technical), Directorate General of All India Radio, Delhi.
37. Telecommunication Training Centre, Jabalpur.

A LIST OF NATIONAL TRAINING INSTITUTIONS

1. All India Institute of Local Self Government, Bombay.
2. Administrative Staff College of India, Hyderabad.
3. Bankers Training College(Reserve Bank of India), Bombay.
4. Bureau of Parliamentary Studies and Training, New Delhi.
5. Centre for Development Studies, Trivandrum.
6. Human Settlement Management Institute (HUDCO), New Delhi.
7. Indian Agricultural Statistics Research Institute, New Delhi.
8. Indian Agricultural research Institute, New Delhi.
9. Indian Institute of Foreign Trade, New Delhi.
10. Indian Institute of Management, Bangalore.
11. Indian Institute of Management, Ahmedabad.
12. Indian Institute of Management, Calcutta.
13. Indian Institute of Management, Lucknow.
14. Indian Institute of Public Administration, New Delhi.
15. Indian Institute of Technology, Kharagpur.
16. Indian Society for Training and Development, New Delhi.
17. Indian Standards Institution, New Delhi.
18. Insitute of Applied Manpower Research, New Delhi.
19. Institute of Mass Communication, New Delhi.
20. Institute of Public Enterprise, Hyderabad.

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17. Indian Standards Institution, New Delhi.
18. Insitute of Applied Manpower Research, New Delhi.
19. Institute of Mass Communication, New Delhi.
20. Institute of Public Enterprise, Hyderabad.

21. Institute for Social and Economic Change, Bangalore.
22. Management Development Institute, Gurgaon.
23. National Institute of Cooperative Education, New Delhi.
24. National Institute of Public Finance and Policy, New Delhi.
25. National Institute for Training in Industrial Engineering, Bombay.
26. National Institute of Bank Management, Pune.
27. National Institute of Educational Planning and Administration, New Delhi.
28. National Institute of Health and Family Welfare, New Delhi.
29. National Institute of Rural Development, Hyderabad.
30. National Institute of Small Industry Extension Training, Hyderabad.
31. National Institute of Urban Affairs, New Delhi.
32. The Indian Law Institute, New Delhi.
33. The Institute of Chartered Accountants of India, New Delhi.
34. The Institute of Constitutional and Parliamentary Studies, New Delhi.
35. Vaikunth Mehta National Institute of Cooperative Management, Pune.

OTHER TRAINING INSTITUTIONS

1. Air- India Staff College, Bombay.
2. All India Management Association, New Delhi.
3. Bharat Heavy Electricals Ltd., Ranipur, Hardwar.

4. Bharathidasan Institute of Management, Tiruchirapalli.
5. Centre for Cultural Resources and Training, New Delhi.
6. Centre for Developmental Education, Bangalore.
7. Central Institute of Indian Languages, Manasagan-
gotri, Mysore.
8. Centre for Organisation Development, Hyderabad.
9. Centre of Plant Engineering Services, Begumpet,
Hyderabad.
10. Civil Service Training Institute, Bhavanisagar.
11. College of Agricultural Banking, Pune.
12. Cultural Research Institute, Government of West Bengal
(Scheduled Castes and Scheduled Tribes Department),
Calcutta.
13. Directorate General of Border Security Force, New Delhi.
14. Food Corporation of India Central Training Institute,
New Delhi.
15. Engineering Staff College, Nasik.
16. Human Settlement Management Institute, New Delhi.
17. Indian Council of Social Science Research, New Delhi
18. Indian Institute of Worker's Education, Bombay.
19. Indian Society for Individual and Social Development,
Ahmedabad.
20. Institute for Financial Management and Research, Madras.
21. Institute of Hotel Management, Catering and Nutrition,
Pusa, New Delhi.

22. Kerala Institute for Research, Training and Development Studies of Scheduled Castes and Scheduled Tribes, Kozhikode.
23. Narse Monjee Institute of Management Studies, Bombay.
24. National Institute of Information Technology, New Delhi.
25. National Savings Organisation Training Centre, Nagpur.
26. North Eastern Police Academy, Meghalaya.
27. Police M. T. Training School, Govindgarh, Madhya Pradesh.
28. Public Enterprises Centre for continuing Education, New Delhi.
29. Rural Banking Training Centre, (Indian Overseas Bank) Madras.
30. Sri Ram Centre for Industrial Relations and Human Resources, New Delhi.
31. State Bank Institute of Rural Development, Hyderabad.
32. State Bank Staff College, Hyderabad.
33. State Institute for Rural Development, Kalyani, West Bengal.
34. Survey of India, Survey Training Institute, Hyderabad.
35. Tamil Nadu Institute of Labour Studies, Madras.
36. Tata Consultancy Services, New Delhi.
37. Tata Energy Research Institute, New Delhi.
38. Tata Management Training Centre, Pune.
39. The Institute of Road Transport, Taramani, Madras.
40. Tribal and Harijan Research-cum-Training Institute, Bhubaneswar.
41. Tribal Research and Training Institute, Ahmedabad.

42. Tribal Research and Training Institute, Pune.
43. Tribal Research Institute, Assam, Guwahati.
44. Xavier Labour Relations Institute, Jamshedpur.

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