REPORT OF THE STUDY GROUP

ON THE TRAINING OF IAS OFFICERS: IMPACT ASSESSMENT AND STRATEGY FOR THE FUTURE

MINISTRY OF PERSONNEL, PUBLIC GRIEVANCES & PENSIONS
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CHAPTER I

INTRODUCTION

1.1 The Department of Personnel and Training vide its sanction order No.15012.2/1/95-(Trg) dated the 14th March, 1996 set up a study group on the **Training of IAS Officers : Impact Assessment and Strategy for the Future.**

COMPOSITION

The Study Group was constituted as follows:

1.2 Dr. S. Ramesh (IAS: 1959), Shri P.K. Lahiri (IAS: 1959), and Shri P.K. Patnaik (IAS: 1961) were appointed as Members. After a career in the Indian Administrative Service in the Uttar Pradesh Cadre, Dr. Ramesh took voluntary retirement in 1983 to join the Tata Energy Research Institute where he worked for six years. He later became the Chairman and Managing Director of Risk Capital and Technology Development Corporation. He is a co - author of a book on Venture Capital, published by the Oxford University Press. Shri P. K. Lahiri belongs to the Madhya Pradesh Cadre and held very important assignments in the State and the Central Governments before becoming Secretary (Mines) and later Secretary (Revenue) in Government of India. He subsequently served as India's Executive Director in the Asian Development Bank , Manila. Shri P.K. Patnaik is an officer of the Orissa cadre. He served as Director, Commonwealth Youth Programme in the Commonwealth Secreteriat at London and served as Development Commissioner and Additional Chief Secretary Government of Orissa. His last assignment was as Deputy Chairman, State Planning Board, Orissa.

1.3 To assist the Group, Shri R.S. Tolia, Director, UP Academy of Administration, Nainital was appointed as Institutional Adviser, Joint Secretary (Training), DOPT as Adviser, Shri S.K. Ghosh, Joint Director, Institute of Secretariat Training and Management, New Delhi as Consultant and Shri Amarjeet Sinha, Deputy Director, Lal Bahadur Shastri National Academy of Administration, Mussoorie as Co-ordinator.

TERMS AND CONDITIONS

1.4 The Study Group was asked to give its recommendations on the following:

1. Content, duration, methodology structure and utility of
   - * Induction Courses
     - Foundational Course
     - IAS Phase-I
     - Field Training
     - IAS Phase-II
     - IAS Phase-III (Proposed)
   - * One week training
   - * Three week training
   - * Other in-service training programmes in India and abroad
2. Selection and remuneration for LBS NAA faculty.
3. Faculty Development at LBS NAA.
4. Assessment of Training Needs for IAS Officers.
5. Process of planning and implementation of training programmes.
6. Infrastructure availability and upgradation requirement in the medium term at LBS NAA.
7. Methodology for the development of the following among IAS Officers:

* strength of character, especially integrity, moral courage, objectivity, impartiality, neutrality and discipline.
* deep commitment to constitutional values, especially secularism.
* sensitivity to the rights and struggles of the underprivileged.
* high degree of professional skills.
* development of individual and group competence.
* ability to cope with allotment to difficult cadres.
* specialisation including identification of areas.

8. Nature and scope of activities at LBS NAA.
9. Development of institutional memory - establishment of a training data base (storage, updation and retrieval).
10. Evolve methodology for objective evaluation of training programmes.
11. Linking training with performance and career progression).
12. Any other recommendations of importance related to training of IAS officers.

METHODOLOGY

1.5 The Study Group decided to adopt its own format and sequence when covering the above areas/subjects in its Report. Subsequently, the Group met three times at Mussoorie, and also at Delhi, Hyderabad, Pune, Guwahati and Calcutta. At these places, the Group had discussions/consultations with serving officers and with representatives of different training institutions. Details of these visits may be seen in Annexure I.

ACKNOWLEDGEMENTS

1.6 Though the Members of the Study Group take full responsibility for the Report, they would like to thank Shri R.S. Tolia, Institutional Adviser, Shri S.K. Ghosh, Consultant, Shri Amarjeet Sinha, Deputy Director and Co-ordinator of the Study Group for the assistance provided to the Group. The Committee would also like to place on record the appreciation of the work of Shri K.S. Bartwal in providing secretarial assistance to the members and Shri J.P. Joshi for assistance regarding travels undertaken as part of the work of the Committee.

1.7 The Study Group is grateful to the Institutions which it visited in the course of their study, for their hospitality and willingness to share their

knowledge and experience with us. We also thank the IAS officers who interacted with the Study Group at different places.

1.8 Shri P.C. Hota, Secretary, Department of Personnel & Training, Shri R. Ramani, Joint Secretary, DOPT and Shri L.N Gupta, Deputy Secretary, DOPT were helpful at all stages of the Study.

1.9 The Study Group is specially grateful to the Director of the Lal Bahadur Shastri National Academy of Administration, Dr. N.C. Saxena and Dr. V.K. Agnihotri, Joint Director, LBSNAA and the staff of the Academy for assistance rendered during the entire period of work.

CHAPTER II

IDENTIFICATION OF TRAINING NEEDS

2.1 Training has been defined in the Glossary of Training Terms (Manpower Services Commission, U.K.) as "a planned process to modify attitude, knowledge or skill behaviour through learning experience to achieve effective performance in an activity or range of activities. Its purpose in the work situation is to develop the abilities of the individual and to satisfy current and future manpower needs of the organisation". In identifying the training needs for IAS officers this definition while relevant is not comprehensive enough. The IAS officers do not really work in a stereo-typed kind of organisation. They have to shoulder a variety of responsibilities in different situations at the field, State Government and Central Government levels. Identifying training needs for officers of the IAS, who have to discharge multifarious duties and perform different roles, is thus a complex task.

2.2 For the effective and efficient performance of the duties and responsibilities of any position in an organisation, a certain level of competence in terms of knowledge, skills and attitudes is required. An individual holding the position should normally have this level of competence, or otherwise he/she would not be able to do justice to his/her job and contribute in achieving the goals of the organisation. The approach to be adopted in identifying training needs, therefore, is to provide for imparting of knowledge, skills, etc. so as to ensure that the gap between the existing level of competence of an officer manning a job and the required level for the proper discharge of functions, is adequately bridged.

2.3 In order to discharge their functions properly and achieve the goals and objectives set for them, IAS Officers, as indeed even officers belonging to other Civil Services, have to be well-equipped to handle, on the one hand, internal dynamics of the organisation they are working in; and on the other hand, they must know how to deal effectively with the constraints and imperatives that the external environment imposes on them. The objective should be to design the training programmes in a way that the officer is trained to deal with the internal dynamics of his organisation efficiently, and at the same time he/she has to be given an understanding of the external environment, so that he/she can cope with problems and contingencies which relate to factors operating both within the organisation and outside it i.e. in the external environment with which the organization has to interface on a continuing basis.

2.4 While looking at training needs for IAS officers in this backdrop, it has to be stated that training essentially is an investment in the development of human resources, and investment in training is considered an asset for organisational development. The utility and impact of training should be viewed in the context of its relevance to the needs of the officer trainees and the functions they are required to discharge in strategic areas of national development, as well as, in the overall objectives, goal and priorities established by the government. Training in LBSNAA, as stated in the Course Hand Book, IAS professional course Phase I 1993-95 "is meant to scientifically prepare the probationers for the first ten years of their service when they function as Sub-Divisional Officers, Project Director, DRDA, CEO, Zilla Parishad, District Collectors and also for assignments in the State Secretariat". Given this conspectus the training programme for IAS officers, should inter alia, seek to :

- enhance their competence in dealing with the functions of government which are increasingly becoming more complex, given the reality of the situation in the field today.
- prepare them to shoulder higher responsibilities in their career and
- further improve their decision making ability.

2.5 The revolution in electronic communications in today's global economy has reduced time, distance and ignorance to negligible incidentals. In today's context, Francis Bacon's observation : "knowledge is power" is more relevant than, perhaps, it was at any other time. Considering the fact that some of the brightest young people available in the country today are recruited to the civil services through a stiff competitive examination, the basic objective of the training of IAS officers, should be to stimulate young and creative minds and provide them opportunities during their entire career span for personal growth, freedom for creativity, and develop leadership potential in order that they are in a position to discharge the multifarious responsibilities awaiting them in the field with greater efficiency. No training programme, in order to be effective could afford to place less emphasis on the development of the mind and the intellect leading to the actualisation of the latent potential of each officer.

2.6 Further to the objectives outlined in paragraph 2.4 training of IAS officers in the context of the training objectives outlined by the LBSNAA for the first ten years of their service should inter alia place emphasis on the following basic objectives:

- inculcation of a strong sense of discipline;
- building a strong character and personality; and
- development of the intellect.

2.7 "Inquiry, study, perception, retention, analytical knowledge, critical acumen, keenness for realisation of reality these are qualities of the intellect. Valour, impetuosity, agility, and dexterity-these are the qualities of energy. Of profound knowledge, endowed with strong memory, cognitive faculty, and physical strength, exalted, easily controlling himself, adept in arts; not addicted to vices; openly responding both to acts of help and harm; full of shame (to do anything evil); capable of dealing adequately with visitations of nature and constituents of state; seeing far and wide; utilising for his work the opportunities afforded by the proper place, time and personal vigour; laughing joyfully, but guardedly and without loss of dignity; looking straight and with uncrooked brow; free from passion, anger, greed, obstinacy, fickleness, heat, and calumny; capable of self-management; speaking with people smilingly but with dignity - these are the qualities of personality (Kautilya, Artha Sastra, 6.1).

2.8 The broad vision of training of IAS officers and its programme contents subsequent to their induction into the service, should incorporate, as far as possible, these specific qualities of mind, intellect and personality outlined above.

2.9 Another important dimension to be taken into account, in identifying training needs, is the stages of career progression of an IAS officer and the levels of responsibility he/she is required to discharge at the different stages of his/her career. Thus we have different training needs for officers at the junior level (say upto first 10 years of their service), then middle and senior levels. Induction training, besides providing a strong foundation which will stand the officer in the good stead throughout his career, also specifically caters to meeting the requirements of imparting

skills and knowledge to equip the officer to function effectively at the junior level. Subsequently, the various types of in-service training, described at length in the Report later, are designed to provide the officer with the necessary skills and expertise to handle the jobs at the middle and senior levels. Another important aspect to be taken note of in designing training programmes are the functional areas in which IAS officers are called upon to perform their duties, at various stages in their career progression. Broadly speaking, these areas include Personnel Administration, Financial Administration, Industrial Administration, Management of Public Enterprises, Social and Welfare Administration, including education, health and environment.

2.10 In the context of the changed scenario emerging in the 1990s, a UNDP Study Team had recommended the following aspects to be considered in training of Civil Servants:

i. Adaptive efficiency - and not merely operational efficiency - in the present context of rapid and unpredictable change. This will imply capabilities for revision and redefinement of administrative objectives, within the limits of a framework and constitutional requirements.

ii. Managing change: It is necessary to move to new management policy change, ushering in structural change not incremental change.

iii. Managing a transition from command planning state to a new pattern of economic reform with focus on liberalisation, improved delivery of services and equity.

iv. Accountability and transparency in management to go beyond legality and financial regularity and stress on performance, innovations, openness and value for money. This will involve a range of new accountability norms, corresponding with a range of new management practices and organisational arrangements.

The Study Group is of the considered opinion that these aspects need to be kept in view in designing the training programmes for IAS officers.

2.11 The Study Group is also of the view that we need to shed the cafeteria approach and make the training more directly relevant to the needs of the participants. These programmes should be looked upon as an opportunity for human resource development among IAS officers and the focus should be on problem solving and development of appropriate public management skills that can improve the delivery systems in government. Even purely theoretical lectures have to fit into the training needs of IAS officers and it must be kept in mind that to bring serving officers on the learning curve in a training programme, it is very important to provide a range of training methodologies that can be built on the experiences of officers, that share success stories through video documentation and slides, that is case-study based, and where opportunities for working in small groups are integral to the course design. Training is a very important intervention in the careers of IAS officers and its maximum utility would only be possible if we are able to provide inputs that can hold the attention of participants and that makes them feel that there is something tangible and positive that they are taking back from a training institution which is directly relevant to their working career. Training of IAS officers is a very specific need and to frame it in purely academic format may lead to lack of participation. The need is to design a programme which can concentrate on specific skills to be picked up in a training situation and provide an exposure to excellence in the concerned areas.

2.12 This may even neccessitate the need for officers volunteering for a particular training course, and government must encourage volunteering officers to participate in the course of their choice and in the institution

that they feel can provide them with the right opportunity for learning. Emphasis needs to be placed on specialised institutions for developing training designs that are participatory and which also build on the field experience of the others.

CHAPTER III

VALUES, ATTITUDES AND MORAL IMPERATIVES

3.1 It is widely perceived that there has been a gradual decline in the moral and ethical standards in public life since Independence, which is also reflected in the character and conduct of public servants. Corruption has affected all sections of society and is prevalent from the highest to the lowest levels of bureaucracy.It was believed that, with rare exceptions, IAS officers were persons of integrity and moral courage who administered laws and rules with a degree of fairness and impartiality. This perception has changed to an extent that it is now believed that a majority of the IAS officers are deviants; and do not abide by the normative standards of behaviour and conduct expected of them.

3.2 Clearly, this decline in moral standards has to be arrested and the trend reversed, if the quality of public life is not to be allowed to degenerate further. The ***zeitgeist*** of present day India, makes it imperative that India's administrators should acquire a broader perspective of human experience, appreciate the importance of human rights - attributes we need to be reminded of when values are in a state of flux and moral standards are on the decline. While they should be sensitive to the rights and struggles of the under-privileged, and the needs of the weaker sections of the society,they must also look beyond these specific segments and reach out to the people who constitute the most important resource of this country.

3.3 The ***weltan schauung*** of the public servants should reflect broadly all human experience, which would help equip them adequately and make

them capable of shaping their experience in the service of the people. Every public servant has the duty to defend, uphold and respect the supreme values derived from the Constitution of India stated succinctly in its preamble. These values are:

(i) Democracy: which implies that the will of the people is supreme and a public servant has always to keep in view the fact that the people are his masters and he has to work for their welfare;

(ii) Socialism: implies that a public servant has to strive for creation of a just society, in which prevailing inequalities are removed and redressed:

(iii) Justice: social, economic and political, implying that the deprived sections are given justice, and that sensitivity is shown for the poor and under-privileged, so that their lot can be ameliorated;

(iv) Liberty of thought, expression, belief, faith and worship;

(v) Equality of opportunity for all and also equality before the law for every one in the society;

(vi) Assuring the dignity of the individual and the unity and integrity of the nation; and

(vii) Secularism: which implies that there would be no discrimination based on religion or, for that matter, caste or creed.

3.4 Given the diversity that is India, possessing a nationalist perspective and appreciation for distinctive cultures and communities, is also a value that officers must respect. They must know much more about the outlying regions of the country,their people and their traditions.

3.5 While upholding these values, public servants are expected to maintain the highest standards of probity in their conduct. They have also to exhibit a high degree of moral courage when faced with temptations or pressures to deviate from the right course. It is necessary for civil servants to be fair and impartial towards all in discharging their responsibilities.

Another quality which must be an attribute of civil servants is that of neutrality. Neutrality does not mean that a civil servant does not discriminate between right and wrong, and remains neutral in all situations. It implies that a civil servant will not take sides between contending forces and acts without bias and prejudice.

3.6 Values today are moulded by the emphasis attached to material success in society.The emphasis on simplicity in living has yielded place to the culture of the consumer society, which thrives on needs that influence in no small measure the life-style of public servants today. Fresh entrants to the civil service are conditioned by these consumer values fairly early in life, and it is small wonder that many of them wish to emulate the life style of some of their seniors.

3.7 Increased politicisation of the public services has become almost the rule, no longer the exception. Acquiescence in actions which are patently wrong and not ethical, is no less a vice than actual indulgence in corruption, cases of which among public servants at almost all levels are mounting today. The coming to light of fraudulent transactions arising from numerous scams in the recent past with the acquiescence, if not the active connivance, of some civil servants in these questionable deals, or the passive role played by others, have raised serious questions about the future of the civil services.

3.8 Fresh entrants into the civil services today, who operate in this unwholesome environment, are disillusioned and confused right from the start. As they observe their seniors, many of whom are either apathetic or unhelpful, the younger members choose the relatively pleasant course of expediency, and swim with the tide, while paying lip service to ethical standards and norms of conduct.

3.9 While it is not possible to segregate the public services into a microcosm, it is of paramount importance in today's context to recapture in a substantial measure the values we seem to have lost, which should inform the conduct of our public servants. Sterling independence of character and principle, scrupulous adherence to truth, and integrity in word and deed, should govern the conduct of our public servants.

3.10 Ethics in administration are moral principles that define right and wrong. An ethical issue is an identifiable problem, situation, or opportunity requiring an individual to choose from among actions that must be evaluated as right or wrong, ethical or unethical. Ethical issues typically arise because of conflict among individuals, personal and moral values, their social responsibility and the organisational environment in which they work. Ethical behaviour, therefore, must be based on a strong moral foundation, including personal moral development and an organisational structure that encourages and rewards desired ethical action. Personal moral philosophies, organisational factors, and opportunity, are three important components of ethical decision- making. Moral philosophies are principles that individuals use to determine the right way to behave.

3.11 The codes of ethics for government servants have been laid down in the Conduct and Disciplinary Rules prescribed for the various services, which formally state what government expects of its employees, and specifically provide rules to guide the conduct of civil servants and punishments for violating rules. Cases of deviant conduct on the part of government servants, or corruption involving them, which are on the increase, point to the inadequacy in the Rules now in force, or lack of adequate enforcement of standards, and laxity in inflicting punishment for violating rules, where prescribed. The importance of enforcing discipline

among civil servants through strict adherence to the standards and norms prescribed in the Conduct and Disciplinary Rules, should not be glossed over. While discipline in the Civil Services has to be enforced rigorously, it is equally important that individual officers maintain high standards of discipline themselves. Self discipline is a quality to be cultivated by every civil servant, which implies adherence to a set of principles and standard norms guiding personal conduct, such as the need to be punctual at all times in attending to work, being accessible to people, and working with dedication to complete in a time- bound manner all the tasks that devolve upon the individual officers. It is inconceivable that members of the IAS should be subject to any extraneous control for guidance of their own conduct. Every member of the Service is expected to be a light unto himself/herself. Every member is expected to rise to the dignity of self-control by making his/her own conscience and reason, the supreme, if not the sole guide to his/her own conduct.

3.12 In this background, it is necessary that a systematic effort must be made to inculcate, at the time of induction training, the right values, ethical standards, norms of behaviour and personal conduct expected of an IAS Officer. Admittedly, the relatively higher age of officers, at the time of entry into service, militates against inculcating the appropriate values and attitudes, since the person is clearly well beyond his formative years when he joins service. Nevertheless, given this constraint, determined efforts need to be made to imbue the officers with a degree of idealism and a sense of mission, so that they have the right motivation in discharging their duties and develop the ability to resist temptations.

3.13 For building strength of character, specially integrity, moral courage, objectivity, impartiality, neutrality and discipline, it is essential that the officers learn from personal examples of the faculty and the guest

speakers who come to address them. The research units at LBSNAA can play an important role in preparing case-studies and other detailed analytical material on successful initiatives undertaken by the IAS officers. We may also have a number of case-studies where IAS officers have behaved arrongantly and not demonstrated strength of character.

3.14 Cohesive group behaviour and the ability to work as part of a team, is important for IAS officers. There is a need to reformulate training so as to build greater self-esteem among officers and greater respect for colleagues. There is a need to build team spirit and group cohesiveness in order to achieve objectives of public service.

3.15 In designing training, we must keep in mind the background and composition of the of young people are joining the Service. There is a clear shift in the social composition. Firstly, after 1979 there has been a change in the syllabus and much lower emphasis is now placed on English. Secondly, there has been a change in the intake brought about in 1995 with the introduction of reservation for OBCs. We now have a much wider representation of professions and educational backgrounds from where young people are opting for the IAS. Medical doctors, engineers, veterinary graduates are all joining in large numbers. We now have a very diverse group and naturally training has to be oriented to meet the needs of such heterogeneity.

3.16 The probationers are now joining at a slightly higher age (about 24-25), but that should not deter us from efforts at instilling the right values. The primary need is to instil the quality of humility as a personality trait and respect for hard work, rather than superficial knowledge and weakness for media attention. These would require constant efforts on the part of training faculty. This would require recognition of even the reticent to

improve their articulation through like public speaking, which gives them the confidence to open up in the class room sessions.

3.17 It is the most difficult thing to teach values as these are imbibed more by observation and interaction rather than by words of mouth. If an officer who has always succumbed to political pressure and acted at the behest of political masters, overlooking rules, is talking about values, it will carry no conviction with young officers. Similarly, an officer known for his sycophancy cannot expect to receive acclaim from young officers. It does not take young officers very long to find out about seniors as most cadres have a very strong oral memory. Officers are discussed at various levels and their performance is judged by everybody. We have some officers who talk well and who know how to impress young officers. If their action does not measure up to their professions,this is bound to cause cynism among the probationers. Younger officers are aware that there are very few exemplars among their seniors, whose example they could emulate. This further adds to their growing disenchantment.

3.18 There is a need to promote positive group behaviour and, therefore,a large number of management initiatives can be successfully applied to the realm of governance. Team work is most important in the civil service and the earlier the officers realise it, the more beneficial will be the consequences. It has to be remembered that values derived from the Constitution of India, or, for that matter, ethical and moral principles, are absolute and binding in nature, which no public servant can afford to transgress except at considerable peril. Irrespective of the whims and dictates of the political executive only orders and directions that are legal and valid, have to be followed.

3.19 It has to be recognised that many of these values, by their very nature, are moral or ethical precepts, and would not lend themselves easily to be taught effectively in an organised manner to a group of individuals. Teaching values through a didactic approach can only make a limited impact. In course of discussion and interaction with IAS officers at several places,it was brought to the notice of the Study Group that one of the major constraints in imbibing right values was the absence of role models. It may be suggested that the methodology to be adopted for inculcating values could be through lectures by eminent people who could be held up as role models and by arranging discussions with such people, suitable case studies, management games and appropriate documentary films. In order to imbibe values, one has to be self motivated rather than "being driven". One should be "responsible for his/her learning" rather than "being taught". Values have to be understood, recollected and imbibed, in the manner the German philosopher Immanuel Kant had prescribed as a "categorical imperative" for the individual rather than as maxims or self-evident truths.

3.20 The search for values remains in effect a personal quest. The virtues of freedom, justice and truth, are self-inculcated and imbibed through a process of self enquiry. In the words of the poet, W.H. Auden:

"Only the free have the disposition to be truthful,
Only the truthful have the interest to be just,
Only the just possess the will to be free."

3.21 The words in our national emblem which are borrowed from the Upanisads: Satyam eva jayate na nrtam satyena pantha vitato devayanah- Truth wins ever, and not untruth. With Truth is paved the road to the Divine (Mundaka Upanisad III-1-6), assert this moral imperative. The "tri-ratna" of the Jaina philosophy-right faith, right knowledge, and right

action, also assert the importance of moral and ethical standards for the guidance of the individual.

3.22 In his search for the spirit of capitalism, Max Weber traced its genesis in the Protestant Ethic. According to him, "one of the fundamental elements of the spirit of modern capitalism, and not only of that but of all modern culture: rational conduct on the basis of the idea of calling was born ..... from the spirit of Christian asceticism".In their search for values, the Chinese are rediscovering the teachings of Lao Tzu, Confucian ethics and Tao-Te Ching. Though the Japanese have effectively adapted aspects of modern management into their own system, their management culture is deeply rooted in Japanese ethos, particularly in the philosophy of Zen Buddhism.In our search for an Indian ethos, we should recollect moral and spiritual values steeped in ancient Indian wisdom- especially the eternal verities in the Vedas and the Upanisads - the virtues of ahimsa, tolerance; truth of human relationships; emphasis on non-exploitative, non-destructive economy which would not dehumanise man; search for our cultural heritage and resources; and emphasis on humanising public life. It is time that serious thought and attention is given to recollect the relevant values and reflect these within the matrix of training programmes organised for administrators in the LBSNAA.

3.23 As we enter the twenty-first century, and step into a new millennium, we have to rediscover ourselves, and indeed trace our roots. The value base of the public services should be renewed and strengthened, deeply rooted as they should be, in the rich and composite culture of India and its ancient wisdom.

CHAPTER IV

INDUCTION TRAINING

4.1 The training, upon induction into service, for IAS officers is spread over a period of two years comprising :-

a) Foundational Course - (undergone together with probationers of certain other Group A Services) with the objective, mainly, of inculcating a sense of unity and inter-dependence among Civil Services and understanding of the political, economic and constitutional processes - 15 weeks

b) IAS Professional Course Phase-I which is predominantly concerned with conceptual basis of processes, policies and programmes - 24 weeks

c) District Training - for understanding the field situation and application of knowledge and skills acquired in Phase-I - 52 weeks.

d) IAS Professional Course Phase-II for reflection of Phase I and District Training and synthesis thereof - 10 weeks.

4.2 The Study Group had opportunity to interact extensively, during meetings and visits to Training Institutions, in different parts of the country, with cross-sections of trainers, IAS officers involved in training programmes in different capacities, concerned academics and trainees. The following observations and the conclusions, drawn by the Study Group, are based on such interaction and also deliberations, on the matters involved, among the members of the Study Group.

FOUNDATIONAL COURSE:

4.3 The current structure of training programmes continues to be largely based upon the report of Study Group on Revision of the Syllabus for the Training Courses (hereinafter referred to as the Syllabus Committee)at Lal

Bahadur Shastri National Academy of Administration (LBSNAA), Mussoorie, which was constituted in April, 1984. However,in the decade following the submission of the report of this Committee, duration, contents and methodology for imparting training have undergone certain modifications, through an evolutionary process, responding to the imperatives of change, over time, in the socio-political and economic scene as well as the administrative ethos of the country.

OBJECTIVES OF THE COURSE

4.4 The objectives of the Foundational Course have been variously described in the successive Handbooks, drawn up for these Courses over the years. Notwithstanding the verbal changes and modifications made by Course Directors from time to time, the objectives formulated in 1982, in order of priority, remain as follows:

a) to promote esprit de corps among the probationers of different services, emphasising the inter-dependence of various services as part of the higher civil services;

b) to motivate probationers towards developing certain basic professional, administrative and human values;

c) to impart a basic understanding of the constitutional, political, social, economic, legal, historical, cultural and administrative framework within which the services function.

DURATION

4.5 In the early years, the duration of the Foundational Course was for a period of four months. In the light of the enlarged contents and the recommendations contained in the Eighty Ninth Report of the Estimates

Committee, it was decided in 1976 to increase the duration to five months. The Syllabus Committee, while considering this issue, observed that it is far more practical to delimit the duration of the courses in terms of weeks rather than as number of months. After reviewing the total period of training of IAS officers, inclusive of the Foundational Course, Phase-I, District Training and Phase-II, the Syllabus Committee recommended duration of 18 weeks for the Foundational Course, thus reducing the period by 4-5 weeks. Subsequently, the duration of the training programmes have undergone further change; and currently it is limited to 15 weeks. Our Study Group would like to view this matter in the perspective of optimising on the total period of training for the IAS Officer-trainees, which is currently spread over two years and, therefore, revert to it later in the report.

SYLLABUS

4.6 The Syllabus Committee in its report had indicated that the following subjects would be covered in the Foundational Course:-
Public Administration; Management Techniques and Behavioural Science; Law; Basic Economics for Administrators; Political Concepts and Constitutional Law; Indian History and Culture and Hindi.

4.7 The Syllabus Committee has further gone on to prescribe the detailed syllabus for these subjects and the number of sessions, i.e., lectures, tutorials, etc. to be devoted to each of the subjects during the course. On going through the subjects, covered in recently held Foundational Courses at LBSNAA, it is seen that the course content has undergone considerable changes from the one stipulated by the Syllabus Committee. This obviously has been the result of an evolutionary process, and

changes have had to be made in response to the new imperatives of the changing situation. A perusal of the Handbook for the 61st Foundational Course (4th September to 15th December, 1995) reveals, for instance, that training on computers now quite rightly features prominently in the Foundational Course. Other subjects of topical importance, such as issues relating to environment, forestry, bio-diversity and wild life conservation, caste and class assertion in rural India, application of quantitative techniques, etc. have been covered, which were naturally not included in the subjects listed in the Report of the Syllabus Committee.

4.8 As regards the subject matter coverage in the Foundational Course, it has to be borne in mind that these should subserve the three basic objectives for the Course as outlined in paragraph 3.4 earlier. Furthermore, since members of Group 'A' Services, both All-India and Central, are participants in the Foundational Course, the subjects should have almost equal relevance for all of them, irrespective of the Service to which they may belong. In this context, while the inclusion of topical subjects such as those relating to environment and economic reforms appears to be entirely appropriate, a scrutiny of the detailed inputs and the sessions planned for the recent courses, to wit the Sixty First Foundational Course, does show that the coverage is weighted greatly in favour of the concerns of the members of the All-India Services, in general, and the IAS in particular. Some of these subjects, for instance the ones relating to local government institutions, caste and class assertion could, perhaps, be taken out of the syllabus of the Foundational Course and, more appropriately, be covered in-depth in Phase-I of the IAS programme. On the other hand, modules pertaining to areas such as the macro-economic policies, which provide the back-drop for the new economic reforms, the role of banks and financial institutions, the problems of infrastructure in the economy

and their resolution, could be developed and included for coverage in the Foundational Course.

COMPOSITION OF PARTICIPATING SERVICES IN THE FOUNDATIONAL COURSE

4.9 In the earlier stages,a majority of the Group 'A' non-technical Services and the All-India Services together took part in the Foundational Course, the only venue for which was the LBSNAA at Mussoorie. With burgeoning numbers joining these Services and constraints relating to availability of infrastructure and logistics at the LBSNAA becoming more evident , it was decided that the Foundational Course would be organised at certain other institutions such as SVP National Police Academy (NPA), Hyderabad, National Academy of Direct Taxes, Nagpur, Railway Staff College, Vadodara and Rajasthan Institute of Public Administration, Jaipur. In assigning the participating members of these Services to the identified Institutions, for holding the Foundational Course, the practice has been that the three All-India Services, viz. IAS, IPS and IFS, the Indian Foreign Service and, occasionally one other Group 'A' Service such as Indian Audit and Accounts Service, have been assigned to LBSNAA . The other institutions have been allotted group 'A' Central Services for imparting training under the Foundational Course. As indicated earlier, this expedient had to be resorted to because of infrastructural and logistical problems associated with organising Foundational Course at one centre i.e. the LBSNAA at Mussoorie which can, perhaps, be described as the mother institution for this course. While this splitting of the participating Services in the Foundational Course, given the availability of infrastructure in the institutions concerned, may be inescapable for the time being, it must be recognised that this situation is detrimental to the fulfilment of some of the important objectives of the

Course, particularly that of promoting esprit de corps among the probationers of different Services, emphasising the inter-dependence of various Services as part of the higher Civil Services.

4.10 The long term solution to this problem is to build a campus, which would have the requisite infrastructure available to handle foundational training for All-India and Group'A' Central Services at one place. Our Study Group is of the opinion that such facilities could be developed at another campus, under the aegis of the LBSNAA, not necessarily located at Mussoorie, but with strong linkages to the mother institution. The development of such a campus would require substantial budget provision, which could be incorporated in the Ninth Plan. Till this can be done, however, we have to live with the situation where foundational training is imparted to the participating Services at several different institutions, as it is being done at present. Nevertheless, certain refinement to the existing situation, to gear it better for achieving the objectives of the Foundational Course, can, perhaps, be attempted. It needs to be reiterated that the basic objective is to promote esprit de corps among the probationers of different Services, emphasising the interdependence of Services as a part of the higher Civil Services of the country. This objective, if it is to be achieved even to a limited degree, given the constraints of the situation, implies participation of a cross section of all Group'A' Central Services and All-India Services in the programme. If in allocating the participating Services to the concerned training institutions, a vertical split of Services is effected, as is being done now, the basic objective of promoting an esprit de corps among all Services is negated. Although not ideal, it would represent an improvement over the present situation, if the Services are divided horizontally so that at each Institution selected for imparting foundational training, a cross section of probationers from all or most Group 'A'

Central Services and All-India Services are assigned for receiving training under the Foundational Course. This would mean that even the probationers of the same batches of All-India Services, such as IAS and IPS and Group 'A' Central Services which have large intake, such as the Income Tax Service, would be split to receive foundational training at the different institutions. They would, of course, get together immediately after completion of the Foundational Course, at the commencement of their respective professional training programmes.

4.11 Concomitantly, with several Foundational Courses for all Services running in parallel, it would be necessary that the course contents and methodology adopted to impart training in the participating Institutions are broadly similar to each other. The LBSNAA would necessarily be the nodal agency in this behalf, and a Steering Committee, comprising Heads of the participating training institutions should be formed for ensuring a common course design. A point which needs to be taken cognizance of in determining the contents of the course for foundational training is the fact that, in the syllabus of the General Studies Papers, which is common for all candidates for the Civil Services Examination, the subjects include:

Paper I

a) Modern History of India and Indian Culture
b) Current Events of National and International importance.
c) Statistical analysis, graphs and diagrams.

Paper II

a) Indian Polity
b) Indian economy and geography of India
c) The role and impact of science in the development of India

The details of areas covered under the above mentioned topics are also contained in the syllabus of the General Studies papers. Since all

candidates, who have qualified through the Civil Services Examination, have studied these topics, the contents of the Foundational Course need to be examined to eliminate repetitive coverage of the same areas. This exercise will also facilitate inclusion of more topical subjects, examples of which have been cited above, i.e. macro-economic policies, role of banks and financial institutions in the economy and so on.

PROFESSIONAL TRAINING

4.12 Training has to be perceived in terms of response to a need as identified. Identification of training needs is, therefore, an essential prerequisite in formulating a relevant and meaningful training programme. This should call for a certain emphasis in defining training objectives, needs, goals and priorities in clear terms. The total training package for IAS officers should subsume goals to be achieved through training, the specific learning needs of officer trainees and, the most important goal for enhancing their personal output in terms of their job performance. Effectiveness of training is best measured in terms of fulfilment of the training objectives and goals perceived by the government,. the training institution and the officer-trainees themselves. This calls for an urge for self-development, a sense of involvement of the officer-trainees in the training process itself, and motivation on their part to accept and make use of the training more effectively. The major emphasis in the training is to enable the IAS officers to transfer the knowledge, acquired during training, to the job situation. Therefore, the progress of the officer-trainees should be monitored through effective follow-up by the LBSNAA. Evaluation of training must therefore, be considered part of the training activity itself. Evaluation must be based on objective methods and standards consistent with training objectives, needs and the methodology

adopted. Any criteria of objective evaluation to be adopted by the training institution should reflect the attributes of changed behaviour of the officer- trainees which may include the following attributes:

increased confidence;

basic leadership qualities;

better decision making ability;

broadened outlook/wider perspective;

improved communication skills;

better analytical ability, and attention to details, and

Systematic and clear view of issues/situation.

4.13 Evaluation of training with reference to the above variables, therefore, has important implications for training design and the subsequent transfer of training to the job, with the ultimate objective of achieving efficiency and effectiveness in management in government. Evaluation of training is discussed in a subsequent chapter.

4.14 The professional training for IAS probationers commences at the LBSNAA, Mussoorie, on completion of the Foundational Course. This starts with the Phase I Course of the sandwich pattern of training, which was first introduced in July, 1969. It is worth quoting from a Press Note issued by the then Department of Personnel and Administrative Reforms, giving the rationale for this change over from the earlier pattern to the new one, as extracted below:

"The programme of training imparted to the probationers of the Indian Administrative Service at the National Academy of Administration and subsequently in the States has been under review of the Central Government for some time. According to the present pattern of training, the probationers spend a year at the Academy on their first appointment when they are given instructions in Law, Economics, Public

Administration, Political Theory, Constitution of India, etc. The probationers are then posted to the States on their allotment where they undergo practical training lasting 12-18 months and pass the departmental examination. After the completion of this training, they are generally posted to hold charge of sub-divisions.

In order to improve the quality of training during the probationary period, and to make it more problem-oriented, a sandwich pattern of training has been evolved, according to which the institutional training of the IAS probationers would be divided into two periods of about 8 months and 4 months separated by a 12-month period of practical training in the States. During the first spell of training at the Academy, the probationers will receive intensive training in subjects like Law, Economics, Political Theory, Indian Constitution, Indian History and Culture. They would then be sent to their States of allotment for a period of one year on the job training and brought back to the Academy for a further period of 4 months. During this period, their training would be concentrated largely on the problems and techniques of administration and the more practical aspects of Economics. The training would be problem-oriented and would be based largely on their experience and observations in the field of district administration.

The Administrative Reforms Commission also have in their report on "Personnel Administration" recommended the sandwich pattern of post-foundational institutional training for the IAS probationers. The sandwich pattern of training is being introduced in the National Academy of Administration, Mussoorie from July, 1969".

4.15 The Syllabus Committee in its report has referred to subsequent evaluations of the usefulness of the sandwich pattern carried out in 1977 and, again, by this Committee itself in 1985, which underscored the

usefulness of this pattern. The Syllabus Committee, therefore, recommended continuation of this pattern and accordingly, the professional training of IAS probationers has continued till date on the same basis.

PHASE -I COURSE FOR IAS PROBATIONERS

4.16 The Phase I of the professional training, lasting 24 weeks includes, a winter study tour of 45 days' duration. This is described as the Winter Study Tour-cum-Bharat Darshan; and though the coverage has varied in details, broadly, in recent years it has included besides "Bharat Darshan", attachment with the Armed Forces, with Tribal Areas and Voluntary agencies, with industries in the Public/Private Sector and visit to a Stock Exchange.

4.17 The basic objectives of the IAS Professional Course Phase I, as suggested by the Syllabus Committee, have continued to be the same i.e.:-

(i) To understand -

The theoretical principles underlying the political process and national goals through the study of prescribed subjects:

a) Basic Political Concepts
b) Constitution of India.
c) Basic Economic Principles and
d) General Administrative Knowledge.

(ii). To become familiar with -

The matrix of legal, administrative and institutional factors in administration with the focus upon the district, through the study of:

a) District Administration

b) Development Administration and Rural Economics, and

c) Law

(iii) To become proficient in and appreciate -

a) The regional language of the allotted State.

b) The history, geography and culture, the resource base and techno-economic potential of the allotted State, and

c) The administrative ethos of the concerned State.

(iv) To develop appropriate attitudes towards -

a) Issues involved in public interest

b) Socio-Economic change and progress.

The problems of the people, especially the most disadvantaged of them.

4.18 There is a need to revise the basic objectives in keeping with the change in the educational background of officer-trainees as also the changing social context. The Study Group is of the view that the basic objectives of the IAS Professional Course Phase I should be as follows:

1. To understand the All-India perspective of the administrative duties of the higher Civil Services and to develop a deep commitment to values of national integrity, unity and diversity.
2. To become proficient in the language of the allotted State, the history, geography and culture of the State and its administrative ethos.
3. To develop skills for public management, including proficiency in computers.
4. To understand the constitutional and legal framework of the public services in general and All-India Services in particular.

5. To develop good writing skills.

6. To understand the working of the district administration.

7. To appreciate the changed policy thrusts in the light of economic reforms.

8. To understand poverty alleviation programmes and its impact on the poor.

9. To develop a sound monitoring and evaluation system for social development programmes in particular and all developmental inputs in general.

10. To have an exposure to all sectors of governmental presence both regulatory and developmental.

11. To develop skills of promoting sustainable human development and the development of sustainable production systems. These sectors would include sustainable development of agriculture, forestry, watersheds and also a focus on gender, child, education and health.

12. To develop deep commitment towards constitutional values, like secularism, democracy and socialism.

The achievement of these objectives would be attempted through the teaching of the following subjects:

i. Basic Political Concepts and Indian Constitution.
ii. Law
iii. Basic Economic Principles
iv. Public Administration.
v. Management in Government.
vi. Language
vii. Computers

4.19 As to how the objectives are achieved the description given in one of the Course Handbooks, for a recent Phase I Course, is extracted below:

OBJECTIVES	HOW ACHIEVED
1. Understanding the role of the IAS	Lectures and panel discussions on the role of the IAS and direction of its ongoing transformation in the changing social and economic environment.
2. Appreciation of the constitutional goals, etc.	Coverage of selected topics from the Constitution.
3. Democratic process/decision making in a democratic set up	Inputs in Constitution/Public Policy.
4. Understanding the social/economic/political environment	Inputs in political science, economics, social issues, etc.
5. Understanding public administration with focus on district administration and institutions and at the district level.	Inputs in law, district administration (regulatory and developmental), rural economics.
6. Developing professional competence.	Learning wide range of skills/concepts
7. Developing ideals, values, attitudes.	Discussion with Faculty Members,Counselling, exposure to and interaction with outstanding personalities from amongst civil servants who may serve as role models, and talks by senior members of the service and prominent personalities on ethics and values, etc.
8. To learn the language of the allotted state, its geography, culture, history, etc.	Language teaching, counselling, term papers, cultural functions, guest lectures.

TRAINING METHODOLOGY AND COURSE COVERAGE

4.20 The training methodology adopted for the Phase I Course includes lectures, case-studies, tutorials, management games and films.The Study Group feels that the methodology, which has evolved over time, meets the requirements of training adequately. Over the years there has been a gradual shift in emphasis from the lecture mode of training to a more

participative approach. This makes it easier for probationers to digest the training imparted and aids both the understanding process and development of skills.

4.21 Regarding the subject-matter coverage or academic inputs in the Phase I, on a scrutiny of the description of topics given in the Course Handbook (1993-95) for Phase I, the Study Group is of the view that the coverage under inputs in Public Administration and inputs in Law is comprehensive and meets the objectives of training. Similarly, the inputs Management Techniques and Behavioural Science Political Theory and Constitution of India, Computers, and Languages also appear to do justice in meeting the training needs of the probationers.

4.22 In regard to inputs in Applied Economics, it is necessary to introduce the probationers to some basic theoretical concepts of Economics and impart to them some knowledge of Development Economics as well. This would be specially relevant for probationers who have no background of having studied Economics at the University stage. The course inputs are currently tailored for dealing with the dynamics of the field situation to which the probationers would be exposed in the earlier period of their service. While this is appropriate, it is also necessary for the probationers to gain an insight into the almost revolutionary nature of change in economic policies which is taking place at the macro level with the opening of our economy, the trend towards globalization and the shift to a market driven approach to development from the earlier autarkic model. Since Banks and Financial Institutions are now also playing an increasingly important role in the economy down to the field level, it is necessary to give certain inputs in the training regarding the role of the Banks and Financial Institutions, including the regulatory functions of the Reserve Bank of India. It has been suggested in the earlier Chapter on the Foundational

Course, that inputs regarding macro-economic policies and role of Banks and Financial Institutions should figure in the course contents for the said course. Given the limitated duration of the Foundational Course and the role which IAS officers have to play in the process of economic development as agents of change, it would be necessary to supplement the inputs given in the Foundational Course through a supplementary module in the Phase I Professional Course in the area of macro-economic policies and Development Economics.

4.23 The Study Group, however, has received a feed-back that officers posted in State and Central Secretariats often show inadequate skills in drawing up notes and drafts. In fact, even at the district level, skills relating to noting, drafting and correspondence have to be put to use.In this context, it does appear essential to have a module in the Phase I Course for imparting skills in official correspondence,writing notes, drafts and familiarising the probationers with office procedures.This should not be confined to the Language Course. Even if intensive training is not given, it would, perhaps, serve the purpose if the probationers are introduced to the relevant Manuals and given some practice sessions in these areas.Given the educational background of officers getting selected to the Indian Administrative Service, it is important that due weightage is given to writing skills as the engineering institutions, from which many of them are now selected, do not usually lay emphasis on developing writing skills.

DURATION

4.24 The duration of the Phase I Professional Course is currently 24 weeks. This will be reviewed in the context of the overall duration of the training

for IAS officers and we would, therefore, revert to this matter later in this Report.

DISTRICT TRAINING FOR IAS OFFICERS

4.25 In the sandwich pattern the district training, which follows Phase I of the Professional Course and precedes Phase II, for a period of 52 weeks, is intended for understanding the field situation and application of knowledge and skills acquired in Phase I. In the Handbook of District Training for the IAS Professional Course for the 1991 Batch the objectives of this training have been well described as follows:

"While the training in the Academy is largely national in outlook, the district training is State-specific. It exposes the probationers to the ethos and realities of administration at the field level. This is also the time when the probationer is acquainted with the people and their customs, the region and the State and its language.Through this process of training, the probationer tries to pierce through the veil of surface reality and gets to know the harsh problems of poverty and hunger, dynamics of rural India, the issues of people's own participation in their development and various other aspects of life. It is through this intensive interaction with people at the grassroots level and various institutions that a bridge is created between the administrator and the people whom one is required to serve through one's career. This is sought to be achieved by following the schedule that State government has prepared after so much of consideration and with your initiative within the overall set framework."

The issues to be covered during the district training as given in the Handbook are shown at Annexure-IV.

4.26 While some uniformity is sought to be achieved in the coverage under District Training in different states and territories, it is inevitable that there would be a good deal of variation from State to State, given the diversity in the facets of life and administration in these States and Territories of the country. The common features include probationers being given independent charge of village level functionaries, such as, Village Accountant/ Patwari/VLW/VDO/Panchayat Secretary and their immediate supervisory functionaries such as the Extension Officers, Revenue Inspectors, BDO and Tehsildars; in some cases charge of Sub-Divisional Officer is also given to probationers. Another common element is training in judicial work and procedures including assignment of cases as Judicial and Executive Magistrates and Revenue Courts. The probationers are also given certain field assignments by the LBSNAA to be completed during the period of District Training, and they have to pass the Departmental Examinations and learn the language of the State/Territory if they are not familiar with it. The period of district training also usually includes an attachment with the State level ATI.

4.27 The Study Group had opportunity to interact with probationers/officers who have undergone the district training in recent years. Based on feed-back from such persons and consideration of the matter in the Study Group, we are of the view that some steps could be taken to further streamline the District Training of the IAS probationer. Although as acknowledged earlier, given the diversity of the situation in different States and Union Territories, complete uniformity is not feasible, it is necessary to interact with Chief Secretaries and other senior officials concerned with the training in the States to bring about a greater commonality of approach to certain aspects of district training. The Study Group was informed that in some States independent charge for limited periods of village level functionaries and supervisory functionaries, such

as, VLW/Patwari and BDO/Tehsildar is actually given to the probationers; in certain other States independent charge is not given and the probationers are merely attached to the present incumbents for the designated period. In the former instance, the probationers are able to get "hands on" experience of doing the job which is extremely useful; but in the latter instance they merely observe the incumbent discharging the functions, which does not really give them the experience needed for doing these jobs. This matter should be taken up with all the States and Union Territories so that actual charge of these functionaries is given to the probationers for a designated period, in order to enable them to acquire "hands on" experience of discharging these important field level functions.

4.28 The contours of district administration have changed considerably over the years with diversification of functions and widening of the base of district administration. With the expansion of rural development activities following the establishment of the District Rural Development Agency, introduction of Panchayati Raj and devolution of authority at the District and Sub-Divisional levels, greater emphasis has been attached to interaction with the people and their elected representatives. The traditional role and functions of the Collector as a Revenue Officer have also undergone change with the emphasis on land reforms, consolidation of holdings and constitution of command area development authorities. Keeping this changed scenario in view, the pattern of training as prescribed earlier in respect of an IAS probationer, as an Assistant Collector & Magistrate, should in our view be revised. In this context, it would be of utmost value if IAS probationers during the period of their district training are actually given independent charge, for a period of six to twelve weeks, of certain functions such as, BDO, Tehsildar, Survey-settlement operations and consolidation of holdings, District Rural

Development Agency, Command Area Development Authority, to list a few priority areas. The emphasis should be on learning by doing the job, rather than watching from the wings. This would enable the IAS probationers to acquire relevant 'hands on' experience of discharging certain field level functions, before they are posted as Sub-Divisional officers/Sub-collectors. This matter should be taken up with the Chief Secretaries of all the States and Union Territories, so that a standard pattern of district level training is evolved for IAS probationers with adequate scope for regional variations as may be necessary, keeping the field situation in view.

4.29 We were also informed that the probationers in some States could not deal with the case work for want of conferment of the requisite Magisterial, Judicial or Revenue Powers. This matter too, needs to be taken up with all States and Territories so that all probationers do get the benefit of actually dealing with cases and acquiring valuable experience in the process.

4.30 We understand the need to complete as many as four detailed assignments given by the Academy, during the period of District Training, imposes a very heavy burden on them. The Collector also usually takes keen interest in their training and would involve them in various field level activities. The Collectors do not attach much importance to the need of the probationers to devote time for completing the assignments given by the Academy. During the period the probationers hold charge of village level or supervisory functionaries, the responsibilities of office would not also allow them to devote time to completing these assignments.The Study Group recognises that these problems are real and would like to suggest that the Academy should not give more than two assignments to the probationers, for the period of

their field training. One assignment could be a detailed village study and the other could be an Action Project.

4.31 In regard to the duration of district training (52 weeks), we would revert to the matter in the context of the overall duration of training for the IAS Probationers.

PHASE -II COURSE FOR IAS PROBATIONERS

4.32 The IAS Professional Course Phase II is spread over 10 weeks when the probationers return to the Academy after their spell of practical experience in the districts. At this stage the probationers are not in a frame of mind to receive further theoretical training and usually evince great keenness in seeking answers to the problems faced by them in the course of the practical experience gained in the districts. As per the Professional Course Phase II Handbook for 1994-96, the objectives for this Course are:

- To provide the OTs with an opportunity to reflect on their district training and contextualize their experience in a wider all India framework, and to develop and deepen their understanding of issues involved in administration;
- To develop in the OTs analytical, written and communication skills;
- To consolidate the basic knowledge of the OTs relating to procedures in civil, criminal and revenue laws keeping in mind their job requirements as presiding officers of courts;
- To consolidate the working knowledge of the OTs in computer application for field administration.
- To make the OTs capable of discharging their duties in the official language of the State to which they are allotted;

- To develop camaraderie and unity within the service through an active campus life;
- To keep the OTs in good physical shape.

4.33 The methodology for training necessarily also varies somewhat from the Foundational Course and the Phase I Professional Course. In Foundational Course the thrust is on interaction among the OTs of various Services, in Phase I it is on theoretical inputs, whereas in Phase II the focus is based largely on inputs of knowledge and skills, which have a practical orientation and the methodology adopted is predominantly interactive. Experience sharing in skill building is central to the course, drawing considerably on the learning in the preceding phases of training, specially the field training.

4.34 A perusal of the Handbook for the Professional Course Phase II (1994-96) reveals that the sessions have been organised in a manner consistent with the objectives and methodologies described above.

4.35 As regards the Phase II of the Professional Course, the feed-back we got from some probationers is that by the time they enter upon this phase they become rather weary; and the predominant feeling is that the training period should be brought to a speedy conclusion. In their view even the period of 10 weeks, therefore, is too long for this phase.

4.36 The Study Group also endorses the view that as there is no need to provide further theoretical inputs in this stage, and the main purpose is experience-sharing, the sessions planned for Phase II could be reviewed and reduced in terms of numbers and duration.

OVERALL DURATION OF TRAINING OF IAS PROBATIONERS

4.37 As indicated earlier, the overall duration of the IAS Training Programme is two years comprising 15 weeks for the Foundational Course, 24 weeks for the Professional Course Phase I, 52 weeks for District Training and 10 weeks for the Professional Course Phase II. The aim of this Induction Training is to prepare the OTs for the career ahead of them and in particular for discharging responsibilities of posts that they would hold during the first ten years, such as, Sub-Divisional Officer, Project Director, DRDA/ITDP, Additional Collector, Municipal Commissioner, Executive officer of Zila Parishad, ED/MD of a Public Sector Undertaking, Collector, etc. It may be observed that training for responsibilities in later stages of their career is designed to be provided through in-service programmes. A point of view has been strongly advocated, by several practitioners in training and officers with whom the Study Group interacted, to the effect that the overall duration of two years is too long and could be suitably curtailed, without detriment to the objectives of the training being imparted in the different segments of the induction training programme. This would also obviate the training fatigue which appears to affect the probationers in the later stages of the training period, particularly during district training and Phase II of the Professional Course.

4.38 Another factor to be taken into consideration in this context is that the average age of the IAS probationers on induction, with relaxation in age limits being given over the years for appearance in the Civil Services Examination, has gone upto about 25-26 years. Thus the normal career span is of 32 -33 years, till the officer reaches the age of superannuation. Induction training spread over two years appears to be too long and

effectively reduces the working period in the career to about 30 years, out of which again some periods are devoted to in-service training.

4.39 The Study Group is of the view that there is some merit in considering a reduction of the overall duration of the Induction Training, provided it does not detract from the objective of preparing an officer fully for the functions he has to discharge in posts to be held during the first ten years of his service period. In this light, we may examine the question of duration of the different stages through which the IAS officer has to pass through in this training period.

4.40 The Foundational Course is now confined to 15 weeks. Thus it has already been reduced considerably from an earlier time when its duration was as long as 5 months. Since the basic objective is to promote interaction among the probationers of different services and develop an esprit de corps among them and also impart some broad based theoretical inputs of training, we cannot contemplate any reduction in the period of 15 weeks provided for the Foundational Course. Similarly, in the case of IAS Professional Course Phase I, for which 24 weeks are provided, there does not seem any scope for reduction as, during this period all the necessary theoretical inputs have to be given and the period includes the different attachments and Bharat Darshan. It is our view that 24 weeks is barely adequate to meet the requirements of training during this phase.

4.41 The period of District Training, however, spreading over 52 weeks could, perhaps, be reduced. During this period the probationers are essentially observers and they have little opportunity for "hands on" experience, except where they are allowed to hold charge, for limited periods, of posts of village level and supervisory functionaries.There is substance in the widely held view that, as far as field jobs are concerned,the best way

to learn is to actually discharge the responsibilities of the jobs; and this can be done only after the officers are given full-fledged charge or posting as Sub-Divisional Officer or other similar posts. In view of this, the Study Group feels that the duration of District Training could be curtailed to 38 weeks from the present 52 weeks.The reduction in the overall duration of field training would imply overlap between two batches at the LBSNAA. Even before a junior batch would have completed its Professional Course Phase I, the senior batch would return from district training and this could be a very useful opportunity for the two batches to interact. It is always a good tradition for two batches to share notes on their training as that would provide valuable insights for trainers. The Study Group is of the view that this overlap of about 45 days should be so-structured that probationers are able to gain from each other's experiences and also get to interact in a very systematic way.

4.42 The learning of individual IAS Officer Trainees during the District Training is seen to depend a lot on the Collector under whom they are trained. This person-specific learning needs to be reduced , though extreme care in selecting the district and the Collector for imparting training must be exercised at the level of the Chief Secretary. Personalised learning is best reduced by ensuring mandatory postings during training as Tehsildar, Block Development Officer and as a Judicial Officer disposing relevant cases. The principle of learning on the job needs to be stressed, as not much attention is being given in some states to ensure independent charge to Officer Trainees.The suggestion regarding reduction in the duration of District Training is not meant to undermine the worth of this phase in the careers of officers. It has only been suggested in order to ensure that the period is well utilised with a very well defined set of independent charges. A period of 4 weeks during this period appears adequate to become familiar with the state laws and

regulations at the Administrative Training Institutes in the respective states. ATI training must focus on state specific inputs and should not be a repetition of what is already covered at LBSNAA. ATIs should emphasise imparting knowledge regarding state specific laws and regulations, which would concern the officer trainees in their assignment under the state government. Independent charge as BDO and Tehsildar could be for eight weeks each and the judicial training could be for an equal duration. This would still provide ten weeks for brief attachments for survey, Police, various sections of the Collectorate, etc.The Study Group is of the view that proper scheduling and enforcement will make the learning in the district much less person-specific.It will actually become District Training rather than merely training with the Collector.

4.43 As discussed earlier, the Phase II of the Professional Course could also be reduced without detriment to the objectives of training from the present duration of 10 weeks, to say, 6 weeks.

4.44 It would thus be evident that some reduction in the overall duration of Induction Training for IAS officers is feasible, though any substantial reduction cannot be contemplated as it would adversely affect the objectives of training.In summary, at present, the overall duration of training is two years or 101 weeks, comprising 15 weeks of Foundational Course, 24 weeks of IAS Professional Course Phase I and 52 weeks of District Training and 10 weeks of IAS Professional Course Phase II. This could be reduced by curtailing the District Training by 14 weeks from the present 52 to 38; and Phase II of the Professional Course by 4 weeks from the existing 10 to 6 weeks. This would bring about an overall reduction of 18 weeks, and the overall duration would thus be reduced to 83 weeks from 101 weeks at present as detailed in Annexure V. This in our view would be the optimum period of training and the necessary refinements

could be carried out in the District Training and Phase II of the Professional Course, in the light of the observations made earlier in this Report.

INDUCTION COURSE FOR OFFICERS PROMOTED TO THE IAS

4.45 One third of the cadre vacancies of the IAS cadre posts are at present filled up on promotion from State Services. At present the LBSNAA, Musoorie conducts 3 Induction Programmes for Promoted officers each year. The Induction Programme is of 5 weeks duration out of which 10 days are spent on a mini-Bharat Darshan wherein participants are able to cover 4-5 States. The course inputs are designed to create a national perspective for public service among the promoted officers and academic inputs cover specific areas such as civil service reforms, public service under the Constitution, working in groups, Project Management, gender, and such other theme areas. The interest shown by participants is considerable and many of these inputs build on their experience. During the 5-week programme, each participant also prepares one group report on a subject related to public administration and one individual report for the "How to ..... series"brought out by the LBSNAA periodically. An effort is made to ensure that every participant gets a chance to make a presentation before the whole group at least once during the course.

4.46 Based on the feed-back received for the last few courses, it is evident that the interest of participants is very high and this group is one of the most responsive that LBSNAA receives. It has been uniformly felt that 5 weeks is too short a duration and that the 10-day mini Bharat Darshan is really inadequate.In such a short period it is not possible to visit any place of excellence in rural development or cover any State in some detail. The

Study Group suggests that the duration of mini-Bharat Darshan should be suitably increased. Similarly, for imparting skills in computers, sessions are planned during the course but they have been found to be insufficient to meet the needs of the participants. Keeping these needs in mind, it is suggested that the induction programme for promoted officers be for a minimum period of 8-10 weeks out of which 3 weeks could be utilised for the Bharat Darshan. Inputs in Law have been found to be very useful in these courses, as many of these officers have not had an opportunity for training after their induction course at the time of joining the State Service. The experience sharing of the promoted officers generate very useful case material and enrich training to providing good case-studies. All courses must be extremely participative as that alone can sustain the interest of experienced officers. Although strictly outside the purview of this Study Group, we are of the view that the selection to the IAS should be such that officers in the age group of 40 to 45 are selected. This would give the officers a long enough career span. It is also suggested that promoted officers be given priority in nomination for one and three week courses in the areas of their interest. Priority should specially be given in courses providing inputs in Management, Economic Policy and Computer application.

4.48 The proposed longer duration induction course for promoted officers, would require augmentation of faculty strength at LBSNAA. This issue has been discussed in a separate chapter.

CHAPTER V

SPECIALISATION IN IAS

5.1. Historically, the erstwhile Indian Civil Service (ICS) and its successor Service, the Indian Administrative Service (IAS), have been considered to be "Generalist" Services, the members of which are called upon, from time to time, to discharge multifarious functions in a variety of jobs, spanning the gamut of governmental activities at the State and Central Government levels. In other words, the IAS officers are expected to play a role in public service which can be described as multi-functional and multi-dimensional. Other Group 'A' Central and All-India Services, on the other hand, have been performing a uni-functional role, in their specialised areas. For instance, in case of the Indian Income Tax Service, the officers deal with only matters relating to assessment, recovery, etc. of direct taxes, while officers of the Indian Forest Service are concerned only with various aspects of forestry.

5.2. The rationale of maintaining the generalist character of the IAS has been that the officers of this Service, in the first decade of their service careers, receive a very wide exposure for a variety of situations and tasks in the course of discharging their multifarious duties which enables them, in subsequent stages of their careers, to handle competently any job given to them in diverse fields. There are many officers of the IAS who hold the view that this generalist character is, indeed, the strength of the Service and its virtue, which should not be compromised by imposing uni-functional specialisation on the members of the Service.

5.3. This generalist approach has, however, come under attack from various quarters in recent years. It is often argued forcefully that governmental

functions have become differentiated and diverse, requiring special skills for handling jobs in different areas of governmental activity. It is a myth that a generalist, notwithstanding the broad exposure to various situations he may have received in the early part of his career, can handle any job which requires specialised skills and expertise.

5.4. The need for IAS officers to specialise and receive training for this purpose has to be considered in the perspective of these two diametrically opposite view points. The Study Group is of the view that the multi-functional nature of the IAS has to continue and the basic character of the Service should not be diluted inasmuch as the members of the Service cannot be restricted to uni-functional roles in public service. Nevertheless, it has also to be acknowledged that the role of Government has expanded greatly over the years and the discharging of functions in various areas now does require skills and expertise, which cannot always be acquired merely through carrying out of multifarious tasks undertaken by IAS officers in the initial stages of their careers. Therefore, middle level IAS officers, in the period of 10-16 years after induction, may be offered an opportunity to specialise in certain broad areas of governmental activity.

5.5. A suggested classification of the broad areas of specialisation envisaged for middle level IAS officers, is given below:

(i) Regulatory administration including matters relating to Defence,Law and Order, Land and Estates, Land Revenue, etc.

(ii) Social Sectors, particularly Human Resource Development, Education, Health, Welfare of backward and economically deprived sections of society, etc.

(iii) Agriculture, Co-operation and Rural Development.

(iv) Development and Economic Administration, including Planning, Industrial Development and Management of Public Enterprises, Trade and Commerce.

(v) Financial administration including financing of development from external and internal sources, Budgeting, etc.

(vi) Development of Infrastructure and Energy, including Power, Coal, Transport, Mines etc.

5.6 The in-service courses at present are designed to cater to the needs of the officers of the IAS of 6-9 years seniority; 10-16 years seniority; and 17-20 years seniority. While the main thrust of the induction training in the LBSNAA is to equip officers of upto 10 years of seniority in district level assignments, it is during the middle level, i.e. from 10 years upto 20 years, that IAS officers are called upon to discharge various specialised functions mentioned in paragraph 4.5, in the state secretariat as Deputy Secretaries, Heads of Departments and Secretaries to Government and also at the Central Secretariat as Deputy Secretaries and Joint Secretaries to the Government of India. It is in this context that it would be necessary to equip the officers with the necessary knowledge and expertise required for discharging these functions. We would suggest that officers in the middle level, from 10 years upwards, may be allowed to exercise their option to specialise in the field of their choice. Officers of 10 years seniority and upto, say, 16 years, may be allowed to exercise four options, in order of their preference, for specialisation in the fields of their choice. The area of specialisation will then be assigned by the Government out of these options, depending upon the Government's assessment of the officer's aptitude and performance. The officers concerned would then undergo a training for a period of 6-9 months which may be termed as a **"Professional Development Course (PDC)"** in

the area identified for this purpose at a designated institute, which should be a centre of excellence in a particular field of specialisation. On successful completion of their training, these officers would constitute a pool of expertise in different areas, whose deployment may be considered against relevant posts in the States and Central Governments.

5.7 It has to be recognised that given the way in which the Cadre is managed both at the Centre and the State Governments, it will not be feasible for these officers, who specialise in the broad areas as indicated above, to always get postings in jobs for which they have acquired expertise through undergoing the PDC Course. However, we would like to suggest to the Department of Personnel, the Cadre Controlling Authority for IAS officers, that a conscious attempt should be made to lay down policies for Cadre Management in the Centre and the States, so that the specialised skills and expertise acquired by such officers, are subsequently utilised appropriately by giving them an opportunity to work in the area of their specialisation. A data base would be created, pertaining to IAS officers who have undergone the Professional Development Courses,, so that the relevant information is readily available to the authorities managing the cadres when posting of officers is being decided.

5.8 Certain Institutes, which would be expected to develop as Centres of Excellence for imparting training in the designated areas for the Professional Development Course for IAS officers, would have to be identified, given necessary budgetary support to enable them to develop the requisite Core Faculty and other facilities to impart such training. Such Institutions could be the Indian Institute of Foreign Trade, New Delhi, National Institute of Health and Family Planning, New Delhi, the National Institute of Public Finance and Policy, New Delhi, the National Institute of Rural Development, Hyderabad, Vaikunth Mehta Institute for

Co-operation, Pune. This list of Institutions is merely suggestive, and the identification of the Institutions will have to be done by a Committee of Experts, which may be constituted for the purpose by the Department of Personnel.

5.9 On the basis of interaction with the Institutes which would be expected to run well-structured Professional Development Courses, in the broad areas of specialisation, it may be appropriate to have provision for conferring Diplomas or Certificates for the officers who have successfully undertaken the courses. This would provide an added incentive to the officers to undertake such courses.

CHAPTER VI

IN-SERVICE TRAINING

6.1. In this chapter, we shall first discuss the various kinds of in-service training which IAS officers undergo during different periods of their careers. Later we shall examine the very real problems of linking in-service training with the performance and career progression of IAS officers. In considering in-service training, we shall deal not only with the existing programmes but also the "Professional Development Courses" (PDC) and the special short-term courses proposed by us.

6.2 As mentioned in an earlier chapter, the IAS has, in many respects,evolved as a generalist service with certain unique features. Despite the special qualifications and/or specialized experience and expertise of many IAS officers, they are often posted to work in any Department or Ministry unrelated to their background. This is the personnel implication flowing directly from the nature of the service and the way the cadres are managed. Further, the IAS is also structured on the basis of a periodical interchange between the central and the state governments/Union Territories. As each IAS officer is allotted to a state cadre where he remains till the end of his service, he is able to work in the Government of India on periodic tenures of deputation; usually (but not invariably) he stays on in the Government of India after he has reached the level of Additional Secretary/ Secretary. Many IAS officers may spend their entire careers in their states without being deputed to the Government of India.

6.3 In considering the training programmes of IAS officers, the above features of the service have to be kept in mind throughout. These aspects also affect the utilisation of the training, as well as the post-training performance and career progression, of IAS officers.

6.4 While the structure of the IAS (as outlined above) cannot, and perhaps should not, be changed, the Study Group is of the view that middle level IAS officers (say, from 10 to 16 years service) should be offered an opportunity to specialise in certain broad areas of governmental functioning. The rationale for this view, as well as a suggested classification of the areas of specialisation, have been outlined in Chapter V.

6.5 In-service training now consists of the following categories :-

(i) The three week programmes, for three different seniority groups (6 to 9 years, 10 to 16 years, 17 to 20 years), focus on management concepts, programme implementation and policy formulation based on project and policy planning/analysis respectively. (the brief description of 1 week and 3 week programmes, is based on the 'Guidelines' of the Dept of Personnel.)

(ii) The 1 week "refresher" programmes for officers of different seniorities ("vertical integration") and different career profiles to interact/share experiences, update their knowledge/skills in a particular areas and sharpen their problem-solving & analytical skills. The 1 week programmes are focused on "thematic issues of topical interest".

(iii) Some longer programmes in India to which serving IAS officers are deputed (in addition to other Central & State government servants), include IIPA's nine-month Advance Professional Programme in Public Administration.MDI's nine-month programme in Gurgoan.

Training programmes of longer duration (viz. six months and above) at foreign universities. Some of these lead to a degree/diploma. (Annexure II)

6.6 In addition to the above, there are instances of IAS officers proceeding on study leave and acquiring a professional qualification, usually in some area of applied Economics or Management in a foreign University. These cannot be strictly classified as "training" in the present context, but are nevertheless important in relation to the question of their proper utilisation in their subsequent careers; proper utilisation is obviously important in respect of these programmes also, as the government incurs substantial direct and indirect costs in deputing IAS officers on study leave for long periods. We shall revert to the question of proper utilisation of training later.

3-Week and 1-Week programmes:

6.7 Apart from several visits and detailed discussions at the LBSNAA, the Study Group had the benefit of visiting several state Administrative Training Institutes (the actual nomenclature of the state institute may be different in individual states) as well as other training/specialised institutions (public as well as private) which are involved in conducting training programmes for IAS officers. We also had detailed discussions with IAS officers of different seniority levels in different parts of the country. Details of these visits are given in Annexures I.The Study group has also had access to various reports by earlier Expert Committees as well the report of the UNDP and other consultants on these and related aspects of training . Based on the above discussions/reports and our own analysis of the requirements of in-service training for IAS officers, our

views on these two major parts of in-service training are given in the following paragraphs.

6.8 The variety of managerial and leadership responsibilities which the IAS is expected to discharge in the foreseeable future, require regular infusion of knowledge and skills of different types from time to time. We believe that the short-term programmes (1-week and 3-week) partially meet this very real need, and should continue. However, there are certain areas in which modifications/improvements should be considered. These are discussed below .

6.9 The Study Group has no special comments on the objectives of the different programmes (3- week programmes for officers of 6-9 years, 10-16 years, and 17-20 years' seniority, as well as the 1-week programmes involving 'vertical integration') . We however have certain suggestions on the frequency, duration and training methodology of the programmes to be attended. We feel that the duration of the present 3-week programmes, could be reduced to 2 weeks (including Saturdays, this would imply a 12 day programme), in respect of officers of the seniority of 10 years to 20 years (the second and third groups), as the contents of the programmes can be adequately covered in the shorter period. At about the mid-point of the programme, there should invariably be a field visit as well as a recreational outing with a view to interrupt the possible monotony of the classroom. We are aware that some programmes include these aspects, but we were given to understand that this practice is not uniform. Needless to say, adequate funds should be made available to the concerned Institutes for this purpose . While making this recommendation regarding duration, we are keeping in view the need to retain for a reasonable length of time, the focused attention of these officers who are generally in the age -group of 35 to 45. Regarding methodology, it is now

widely accepted that it should be more participative and interactive rather than largely dependent on the lecture mode. Our visits and discussions with Institutes as well as participants in many of these programmes, lead us to believe that this approach is often not followed by many training institutions in actual practice.

6.10 Keeping in view our recommendation (to be discussed in a subsequent paragraph) that some In-service programmes (in addition to the present ones) have to be specially structured to take account of special requirements of different groups of IAS officers, we would recommend that the required attendance for 1-week programmes may be reduced to one in every three years for the groups up to 20 years' seniority.Officers of seniority levels above 20 years, will continue to participate in 1-week programmes once in two years as at present.

6.11 Specially structured 3-week programmes, may have to be developed for groups of IAS officers (in the seniority range of 10 to 20 years), with specific needs arising from their posting in departments coming under the broad categories of specialisation we have discussed in Chapter IV . Examples of such programmes can be :-

(i) A programme on Energy/Infrastructure planning and implementation problems;

(ii) A programme on urban planning/Housing etc.;

(iii) Health policy and planning;

(iv) Financial planning (at the macro-level), taxation etc.

The above list is illustrative, and not exhaustive. These special programmes will be in addition to the other short duration (1-week, 2-week & 3-week) programmes and could be for 3 weeks. These would be specially tailored to meet the requirements of officers posted in the State and Central governments in specific departments/areas. Normally, we

would expect the officers to be deputed to these programmes within six to nine months of their posting in the relevant area. As these officers would be at different levels of seniority, it could involve a measure of vertical integration within the seniority group of 10 to 20 years.

6.12 Great care must be taken in selecting the Institutes/organisations taking up this responsibility. Fortunately, there are several specialised institutions e.g. National Institute of Public Finance and Policy, Tata Energy Research Institute, National Institute of Educational Planning and Administration, Institute of Health & Family Planning etc., which could be entrusted with this work. We suggest that we may start with a few special programmes/Institutes initially, and slowly build up the strengths in various important sectors, some of which have been mentioned in the illustrative list given above.

6.13 As we have already suggested some reduction in the total duration of training periods (3 weeks to 2 weeks in some instances, and reduction in the frequency of 1 week programmes), we feel that these additional specialised programmes could be fitted into the overall training schedules quite easily. It may be mentioned that no specific periodicity is suggested for these programmes. Most officers will be expected to attend this type of programme once (or twice) in the 10 to 20 year seniority group, depending upon their posting, preferences and availability of these special programmes.

6.14 If the above approach is accepted, the following steps would be required to be taken :-

(i) A list of Institutions which could take up these special programmes, should be drawn up.

(ii) Normally, about 25 to 30 participants would be the optimum number for a programme of this nature, which should be residential.

(iii) A group of three training experts (including the Director/Joint Director of LBSNAA, and a representative from the Department of Personnel) should identify the Institutions, and finalise with them the details of the programmes in order to ensure that they fulfil their objective. This group could be a 'Standing Group' to monitor and review these programmes on a continuous basis.

(iv) Needless to say, the Institutions have to be paid a reasonable fee for running these specially structured programmes, where they may have to put in more effort and resources than the present short-term programmes.

6.15 The Study Group attaches considerable importance to these specialised programmes. Many IAS officers throughout the country (whom we met during our visits) also expressed the view that such programmes would be of great benefit to officers at various levels. Of course, it is quite possible that an officer who attends one of these programmes, may well be transferred out of the relevant area soon after undergoing the training, on account of "administrative exigencies", but we feel that a substantial number would be expected to remain in the relevant areas.

6.16 We have, in Chapter V , referred to the growing need to provide longer term "Professional Development Courses"(6 to 9 months) in designated Institutions in India or abroad, to enable middle-level IAS officers in the (approximate) range of 10 to 16 years service, to specialise in certain broad areas of governmental activity; this suggestion has been discussed in the above chapter, and we will not repeat the arguments here. However, we would like to point out that the 'Professional Development Courses' are to be distinguished from the specialised short-term training courses we have discussed above; these special 3-week courses are meant

to provide some knowledge inputs to officers in the 10-20 year seniority group, when they are freshly posted to a new area (e.g. Energy, Finance, Urban Affairs etc.), whereas the 'Professional Development Courses' are intensive long duration (viz. more than six months in the context in which we have been using this term) programmes in the broad areas of specialisation referred to earlier.

6.17 We would also like to refer to the various programmes in certain foreign universities to which many IAS officers (though not all) are deputed during their service. Some of these programmes are in well-known universities such as Oxford, Cambridge, Harvard, Princeton etc., and a few of them lead to a degree or diploma as well . However, these programmes are not exclusively meant for IAS officers, not are they structured to meet their specific requirements. Many of them are economic development courses, with a wide range of options. It is also true that the availability of these programmes for IAS officers (and others), is substantially dependent on funding available from various foreign aid sources.

6.18 While broad information regarding these programmes is available, full details and syllabuses of the courses are not so readily available. The Study Group does feel that participation of IAS officers in the academic life of foreign universities, has the beneficial effect of significantly broadening their outlook; and hence the value of these programmes cannot be judged by their course content alone. We recommend that deputing of IAS officers to foreign Universities should continue, but Government should not accept a foreign programme only because funding is available, but should be more selective. In fact, the ideal situation would be for a foreign University programme to fall within the definition of "professional development courses" discussed earlier.

However, we do realise that most of the present foreign training programmes (which are general in nature) will not fall in this category. The Government of India must seek funding in programmes in Institutions of Excellence in the areas of specialisation referred to earlier. These Institutions could be inside the country or abroad.

6.19 There are some general problems relating to the 1-week and 3-week programmes which deserve discussion here. The question of low attendance, especially in the 3-week programmes, has caused considerable concern to the training co-ordinators both at the central and state levels. A recent review (in April 1996) indicated that average attendance per programme between the period 1992-1996, was 23 in the case of 1-week programmes, and only 17 in the case of 3-week programmes. The optimum attendance has generally been considered by most institutions as between 25 to 30 officers. The low attendance in the 3-week programmes, is thus frequently a costly (both by way of time and resources) proposition for the institutions concerned. These programmes are organised for the officers on the basis of their stated options, with the state governments given the flexibility to change/replace the nominated officers when administrative exigencies so require. To some extent, the low attendance in 3-week programmes, is the result of a certain degree of cynicism regarding the utility of such training, as most short-term training is generally not perceived as being directly beneficial to the officers or their governments. Furthermore, as most middle-level IAS officers occupy administratively important (and often crucial) posts in their respective governments, it does appear inconvenient to relieve such officers for 3 weeks. This is a classic instance of the immediate taking precedence over the important!

6.20 We feel that our suggestion to reduce the present 3-week training to 2 weeks for officers in the range of 10-20 years, will improve matters in this regard. (This proposal was also agreed to in the April 1996 meeting of state government representatives and Course co-ordinators at Pune, held by the DoPT.). Our recommendation to organise specially structured 3-week programmes for officers in the range of 10-20 years seniority in selected broad areas of specialisation, may also improve the overall responsiveness of officers/state government to training programmes. Officers who attend these special 3-week programmes, should be exempted from the 2-week programmes for their seniority group.

6.21 We see considerable force in the recommendation made in the April 96 meeting (mentioned earlier) that attendance in 2-3 week programmes should be made a pre-requisite for promotion to the next grade. However, this may present several problems in practice; we would propose that the question of attendance in the 2-3 week programmes, may be reviewed after :

(i) The duration of the 3-week programmes has been reduced to 2 weeks; and

(ii) The new specially structured 3 week programmes are in place.

6.22 Many institutions with whom we had discussions, mentioned to us that the fees paid to them for the 1-week and 3-week programmes,were too low and needed to be reviewed. While the Study Group is not in a position to make specific recommendations in this regard, we would suggest that DoPT should review the fee structure and make modifications where necessary. The Study Group attaches great importance to the proposed specially structured 3-week programmes, and feels that the fees for those programmes may be kept somewhat above the

level of the regular 3-week programmes, in view of the extra effort and resources likely to be involved in organising them.

CHAPTER VII

FACULTY DEVELOPMENT AND OTHER ACTIVITIES IN LBSNAA

7.1. The Lal Bahadur Shashtri National Academy of Administration is the premier training institution in the country for the members of the Civil Services. It is the training institution as far as the IAS is concerned, but is also involved in giving initial (foundational) training to other All-India and Central Services including the Indian Foreign Service. Its three campuses at Mussoorie, viz. the main Charleville campus, the In-Service campus at Indira Bhawan and the Glenmire campus housing the National Research and Resource Centre (NRRC) undertake among them the following activities:

(i) Provide induction (foundational) training to all civil servants recruited to the All-India Services and some Central Services.

(ii) Provide training to fresh IAS recruits through a sandwich course.

(iii) Provide short-term (5 week) induction courses to all officers promoted/inducted into the IAS.

(iv) Provide In-service/Refresher training to a large number of officers in the IAS (the 3 week courses for the 6-9 years service group, 10-16 years group and the 17-20 years group; and the 1-week vertical integration courses).

(v) Act as a nodal agency for developing high degree of expertise in certain identified areas e.g. Land Reforms, Village Study Unit, Gender Studies, Panchayati Raj, Decentralised Planning, Sustainable Development, Economic Reforms, Co-operatives etc.

(vi) Provide a platform for issues relating to the National and State training Institutions.

(vii) Undertake various study and research projects with a view to improving the training components of its activities and to carry out studies on various Governmental activities.

(viii) Act as a centre of excellence for highlighting and promoting innovations in administration.

(ix) Organise and carry out inter-institutional activities for development of training material in Public Management such as case studies, role play, exercises and to promote relevant action oriented research, etc. on issues and problems in public administration.

(x) Undertake DoPT & UNDP sponsored courses on topics such as Panchayati Raj Institutions, Direct Trainers' Skills, Communication Skills, Economic Liberalisation etc.

7.2. The above summary of activities at the LBSNAA, based on the Plan Document (Annual Plan 1996-97) of the Academy, brings out clearly the varied activities of the Academy. It is of course basically a training institution for the higher civil services, primarily the IAS. However, it has expanded its horizons in recent years to include some research activities in the Government sector as outlined above. It is, therefore, essential for the Academy to have well-qualified and experienced faculty and supporting staff to discharge its varied functions, and to establish and maintain its status and credibility as a centre of excellence in training and research related to key areas in public administration.

7.3. The faculty at the LBSNAA has to be equipped to deal not only with the academic content of the programmes, but also be able to handle a large group of civil service entrants of varying educational and social backgrounds. The calendar of the Academy is also somewhat discontinuous, and in fact consists of several separate programmes in the

year. An IAS officer, for instance, goes through the Foundational course along with other All India and some Central Service officers for a few months, then the Phase I Professional Course, followed by district training and then returns for the second part of the 'sandwich' (Phase-II). There are some short-term Courses (1-week and 3-week, conducted at the Academy), for officers of differing seniority groups. The Academy also runs a short induction course for State Civil Service Officers entering the IAS on promotion. The variety and the discontinuity of the programmes taken together with the varied backgrounds of the trainees, presents a formidable challenge for the faculty in many respects. The programmes also are not expected to be academically rigorous in the manner of a University, but have to be tempered with analyses of real-life situations. As we shall see presently,all these characteristics of the Academy's calendar, have implications for faculty selection and development.

PRESENT FACULTY POSITION AT THE ACADEMY

7.4. The total number of vacancies in the faculty is 21 as against the sanctioned strength of 50.The sanctioned strength includes the five posts at CEMPRES, in which there is one vacancy.

7.5 The above brief statement of the overall faculty position is itself disconcerting. However, if we go into individual departments/sectors, the position is truly alarming. While the position in respect of the language faculty is reasonably comfortable, areas such as Economics, Management and Political Concepts & Constitutional Law are practically not represented; there is a designated Professor in Economics who has been on leave for more than three years for reasons not directly connected with the Academy's interest. Two other faculty members, a Professor of

Management and a Deputy Director have been on leave practically since they joined the Academy, and their present leave is upto 15th August 1999! These three faculty members' posts are not shown as vacant for the technical reason that they are on sanctioned leave. If we add their posts to the vacancy list, we actually face a vacancy position of 24 out of 50 sanctioned posts, i.e. virtually 50 percent!

7.6. Another disconcerting feature about the Academy's faculty situation, is that there are very few faculty members in several areas drawn from the academic stream. For example, the Professor of Indian History and Culture and Professor of Social Management are incumbent IAS officers. Most of the other academic posts are vacant as already mentioned.

7.7. It is also true that the recruitment rules and procedures inhibit the Academy in filling up of several academic posts. Posts filled up under the 'Central Staffing Scheme' present very little difficulty from the recruitment point of view, though there may be real difficulties in getting the right kind of persons. For example, if an IAS officer is to be appointed as Deputy Director (or Joint Director or even Director), procedurally there is no problem, once the person (of requisite seniority etc.) is identified and his/her cadre state, the DoPT and the Government of India, agree to post him/her at the Academy. Real difficulties arise,however, if the Academy wishes, for example, to appoint a Professor of Management or Economics from outside the government (e.g.from a University or an Institute). The procedure of selection provides for the UPSC to approve the candidate. Very few University teachers are perhaps willing to join the Academy on a permanent basis, as the opportunities for professional academic advancement are obviously limited in such an institution. Currently the Director of the Academy, even if he is able to identify a suitable and

willing candidate, has the authority to appoint him/her only for a period of 1 year, during which he has to get UPSC concurrence.

7.8. It is clear that we have to think of several major steps to improve the faculty availability in the Academy. One suggestion that merits consideration is to take the Academy faculty appointments outside the purview of the UPSC. The appointment of faculty involves personal 'search' and contacts by the Director with Universities/Institutes throughout the country, and a somewhat flexible approach can yield beneficial results. Where the Director is able to identify a potential candidate (by personal contacts or by soliciting a panel of names from various institutions or by advertising), the actual selection can be subject to approval by a committee which can include a DoPT representative, and an outside expert in the relevant area. We feel that the Government of India should seriously examine the suggestion to take the Academy out of the UPSC's purview, as has been done in the case of some other organizations/departments.

7.9. We feel, however, that even the above change will not be a satisfactory solution for the Academy's problems. The question must be faced — is it in the Academy's interest to have permanent professional staff? The Academy cannot offer much by way of academic advancement or even a real academic environment to University or other similar faculty. It is also doubtful whether good quality academic faculty will be generally attracted to the Academy on a long term basis. The Academy has recently started working on research studies/case studies in certain specific areas where it perceives that it has a comparative advantage, and some of this work is expected to attract academic faculty from outside , to work in the Academy for a reasonable length of time. However, we feel that even such persons should be encouraged to join the Academy for a period of

three years or so, and they could contribute to the teaching at the Academy and work in specific identified areas, case studies etc. The Director should have the authority to recruit such staff for a period of three years in the relevant departments. In order to attract good faculty, it is necessary to give certain incentives such as appointment to the next higher grade (e.g. a suitable Assistant Professor is appointed as Professor in the Academy). These appointments could also be made by a committee of the type mentioned earlier.

THE VISITING FACULTY ROUTE

7.10. It is not always that a long term appointment to an academic post is needed or even desirable. For example, the subject of Economics now encompasses so many sub-disciplines that it may be difficult for one or even two teachers in Economics to meet all the Academy's requirements. It may also be necessary to introduce new modules in the regular training programmes (viz. the Foundational and the Professional programmes) as well as the short-term programmes conducted by the Academy. Modules on macro-economic policies, financial institutions and markets, foreign trade etc. require faculty with specialised knowledge and skills.

7.11. It is for the above reasons that the Study Group feels that it may be worthwhile and cost-effective for the Academy to adopt the 'Visiting Faculty' route in obtaining the faculty for selected modules, in addition to the core staff, not only in Economics, but also in other areas such as Management etc. The core staff will be expected to take the 'basic' courses, and also courses/modules which fall in their area of expertise. In addition, the core staff in each area would be looking for short-term

visiting faculty to teach specific modules, each of which may require the consultant visiting faculty member to be present in the Academy for a month or so. We are aware that the Academy is adopting this arrangement at present in respect of one or two modules in Management, where faculty from the Indian Institute of Management, Ahmedabad assists them. We are suggesting that this approach may be adopted for a large number of modules. To revert to the example of Economics, the Academy at present has a sanctioned strength of two Professors and one Reader, all of which are vacant. It would be more practicable and cost-effective to have one Professor's (or Reader's) post filled up by a three year deputation arrangement, and have short-term visiting Faculty on a consultancy basis taking specific courses/modules. The core faculty member will co-ordinate the selection of the visiting Faculty and structure the required modules after getting the requisite approvals from the Academic Council of the Academy and the Director.

7.12. The existing delegation of powers to the Director to engage consultants is inadequate, and does not meet the requirements envisaged by us. In fact, we are suggesting that visiting faculty take up the teaching of specifically structured modules as *part of an organised course*. This is qualitatively different from the present approach to consultancy; it is also obviously different from the guest faculty approach. To take an example, we are envisaging something like a faculty member of the Delhi School of Economics visiting the Academy for a month, and teaching a module on 'macro-economic policy and economic reforms'. Such examples can be easily multiplied, especially in Economics and Management.

7.13. If this approach is accepted, the Academy should prepare, in advance every year, a list of modules/courses where visiting faculty would be

required, in different departments. The approximate costs can be worked out, but we expect that the total costs may only be slightly more than appointing full time regular faculty in all departments. The delegation to the Director has also to be made more realistic; it is difficult to propose any specific figures, but we expect the Director to be given the powers to pay such visiting faculty an adequate lumpsum amount, in addition to their travel and stay expenses. From the point of view of total costs, four to five one- month modules may cost the equivalent of one faculty member's salary and other facilities.

FACULTY APPOINTMENT, INCENTIVES AND DEVELOPMENT

7.14. A training institution such as the Academy requires specialised faculty. The faculty, especially the Director, Joint Director and Deputy Directors, who are usually chosen from the IAS, need to be motivated, articulate and be interested in the kind of work involved in the Academy.

7.15. The crucial appointment is, of course, of the Director. The Study Group feels that it is important for the Government to take exceptional care in appointing the Director. It would be useful if he has served a term at the Academy or other civil service training institutions earlier at a lower level e.g. as Deputy Director . In such a case he already would have what might be called the "rhythm of training" flowing in his veins ! Secondly, it should not be treated as a mere posting on the basis of seniority. The Director must be able to relate to young people, be interested in teaching/training, and be able to provide leadership to a truly mixed group of varying backgrounds. The present policy of keeping the seniority of the post flexible i.e.level of Additional Secretary/Secretary to Government of India, is quite appropriate in the circumstances. We also

feel that the Director, once appointed, should stay for a term of four to five years, and that this should be made clear at the time of appointment.

7.16. The faculty at the Academy appointed under the central staffing scheme, is given a special pay of 15% per month; this was 30% some time back. We feel strongly that a core of 'trainers' must be built up among civil servants (IAS in particular) from the long-term point of view . We would therefore recommend a conscious programme of faculty development. Formerly, the faculty at the Academy had an opportunity to strengthen their expertise in training under a UNDP programme of fellowships in selected foreign Universities. This programme is no more available. The Study Group is of the view that the faculty, especially the newly appointed IAS Deputy Directors, may be deputed to suitable programmes in foreign Universities to strengthen their expertise in specific areas where they could be of use in the Academy's work. Such programmes should not be part of the normal training programmes available to IAS officers and other central government services, but specially earmarked for the LBSNAA faculty. This would not only strengthen the Academy's faculty , but also act as an incentive to new faculty to join the Academy. It would also help to build a core of trainers in the IAS and other central services.

7.17. Learning is a life long activity.Besides exposure to structured training, institutions like LBSNAA can play a pivotal role in the development of a National Resource Centre for field officers. Distance learning packages or resource support would make learning an ongoing activity.Sharing of success stories, analysis of failures, video and slide documentation of social development programmes, case-study method for understanding law and order situations - are all very useful inputs.The Study Group is of the view that LBSNAA should emerge as a nodal institution for providing resource support to field officers who always feel starved for new

information and knowledge related inputs once they reach remote districts.

7.18. If the LBSNAA emerges as a nodal training agency which can provide guidance to the Administrative Training Institutes and other training institutions, it will also serve as a distance learning institution for field officers. We need to concentrate on developing a faculty of excellence and for doing so, much greater flexibility is required both in matters of recruitment and for preparation of relevant modules. LBSNAA should be associated even in the preparation of in-service modules of various institutions.

7.19. Although the Department of Personnel does recognise LBSNAA's important role in relation with the ATIs in the preparation and use of training materials, the effective sharing is not very satisfactory at present. This requires much greater co-ordination and the language faculty at LBSNAA could be utilised for translating training material into regional languages to meet the needs of the respective states.Similarly, recruitment systems in ATIs and other Central Training Institutions would also require modifications in order to ensure excellence in choice of personnel. If a faculty member is very good, he/she can be offered contractual appointments which can ensure the association with a training institution for a period longer than a central deputation. LBSNAA at present selects its faculty by inviting interested persons to give a Faculty seminar - the performance determines eventual selection. This method has worked well. The Study Group recommends adoption of a similar procedure in Central Training Organisations and ATIs. Articulation and willingness to learn are essential requirements for a trainer. These are qualities that even an otherwise able officer may not possess. The Study Group visited Administrative Training Institutes and some other government

institutions. Although the infrastructure is impressive in many cases, it is not backed up by motivated and competent faculty. Many training institutions would require a core team of competent trainers which could be suitably supplemented by guest faculty.

7.20. For the LBSNAA to develop as a Resource Centre, there will be a need to provide greater interaction with the field research units which have come up in the Academy. Any research unit in the Academy must generate training material and other resource material that could be of direct relevance to field officers. The primary focus in all research units must be on providing distance learning packages. Effective training would require facilities for duplicating good video films and slides and also preparation of a large number of well illustrated case-studies and other publications which can reach district level development teams. There is a need for starting a dialogue between field officers and the Academy. This would be an effective way of improving training inputs being provided by LBSNAA. A good resource centre would require very good documentation and a systematic dissemination of success stories.The Study Group is of the view that the facilities in LBSNAA incuding its research units, can provide the training materials required for undertaking systematic interaction with district teams.

7.21 Training, by its very nature, is a continuous activity; it is a cyclic and reiterative process, starting with identification of training needs, organisation of training programmes in response to these varied needs, and evaluation with a view to finding out whether specific training objectives, and goals have been fulfilled. The Study Group attaches considerable importance to developing the LBSNAA as a national resource centre for training and HRD for the country's civil servants. To achieve this end, the LBSNAA, should receive a certain primacy among

similar institutions of training and HRD at the national level. Keeping in view this broad objective, the Study Group would suggest the following :

(i) A training data base and documentation centre at the national level for collection, collation and storage of relevant information should be established. To enable immediate retrieval, it would be important to provide facilities for development of institutional memory. Necessary infrastructure (computers, etc.) for development of such memory, is available. Development of institutional memory can be improved through proper documentation and a suitable mechanism needs to be instituted for its dissemination, updating information from time to time, storage of information and its retrieval. It is suggested that the resource and documentation centre at the national level comprising training modules, case studies, and all relevant information on training, be established in the LBSNAA.

(ii) It is equally important that the required facilities are provided and the LBSNAA equipped adequately so that it can effectively function as a clearing house of information and promote exchange of ideas and information on all matters relating to training among identified training institutions in the country.

(iii) The LBSNAA should provide leadership in regard to all action research projects designed to improve work efficiency and provide measures as may be relevant for ensuring mid-course corrections. Action research projects should be designed primarily to improve the quality and impact of training programmes. This, in our view, assumes importance with the shift in emphasis from a supply-led approach to training to a demand-driven approach. The matrix of all training activities and programmes envisaged at the national nodal centre in the LBSNAA would require

extensive networking and establishment of institutional linkages with a view to promoting exchange of relevant training programmes between the LBSNAA on one hand and the ATIs in the various States, training institutions for other All India Services and Central Class I officer, reputed training institutions, such as IIMs, ASCI, and TMTC, on the other.

CHAPTER VIII

METHODOLOGY FOR OBJECTIVE EVALUATION OF TRAINING PROGRAMMES.

8.1 It will be readily agreed that training is not an end in itself and it can be evaluated as successful or useful only if it equips the officer to perform better in his or her job. Although training is being given importance by most organisations, there is an increasing demand for proof that investment in training does make a difference to the trainee as well as the organisation utilising the trainee's skills. It will be readily agreed that any training is only as good as the result it achieves. These results can be evaluated from a variety of view points. Trainers and training institutions will view training in terms of the process and whether the learning objectives have been achieved. The immediate superior of the trainee would obviously be interested in knowing what he or she will be able to do on return from training.The top management (this would include the Central and State Governments), would like to know whether the investment in training was worthwhile from an overall organisational point of view.

8.2 In this study, we are specifically concerned with the training of IAS officers. Even in respect of training programmes for other categories of officers (e.g. engineers, specialised departments such as Income Tax, Customs, etc.) there is considerable difficulty in objective evaluation, because it is generally difficult to directly relate the training given with the post -training performance in specific jobs. Of course, in the case of specialised functionaries, objective evaluation becomes a little easier as the responsibilities of the officers are more specific in nature.

8.3 However, objective evaluation of training programmes for IAS officers is much more difficult. The difficulty arises because of the nature of the IAS, which is a multi-functional service, covering a variety of disciplines and responsibilities. In spite of this, it is necessary to try and develop methods for objective evaluation of training programmes for IAS officers in view of the large investments in time and financial resources involved in the process of training. Also, not having an assessment may well lead to: (i) trainers not having a feed back to enable them to improve the quality of the programmes ; (ii) trainees not knowing whether they have achieved the desired outcomes; (iii) resources being wasted on training that does not meet its objective ; and (iv) management not being able to associate improved performance with training.

8.4 There are two methods of assessing the impact of training programmes , viz. internal validation and external validation. Internal validation has been defined in the "Glossary of Training Terms" as "a series of tests and assessments designed to ascertain whether a training programme has achieved the behavioural objectives specified". Internal validation can be done in various steps. The first step is to assess the quality of training provided by questioning the trainees if they found the learning satisfactory and how it can be improved. In all training programmes for IAS officers, for instance, feed-back forms for the reaction of the participants on various parts of the programme, have been developed for eliciting their reactions immediately after the programme. The second step is to assess the quality of training by asking the trainer whether the learner has improved his knowledge/skills as a result of the training. In IAS programmes, for instance, there is continous interaction between the trainers and trainees during the programme itself, and many of the trainees are expected to make presentations during the programmes. The

trainer/training institution would be able to make the assessment on this basis.

8.5 External validation is defined in the "Glossary of Training Terms" as "a series of tests and assessments designed to ascertain whether the behavioural objectives of an internally valid training programme were realistically based on an accurate initial identification of training needs in relation to the criteria of effectiveness adopted by the organisation". It is clear that external validation has considerable importance because any training can be considered a success only if there is discernible improvement in the job performance. Very often, however, such a direct link between training and job performance is difficult to establish, specially in the case of IAS officers. For instance, there are several training programmes specifically directed to improving the knowledge and skills in specific areas,which may or may not be directly used by the trainee in his job for a long period after the training. To take an example, consider the case of an IAS officer attending a programme on Financial Management. The evaluation of the training programme must basically depend on whether the officer's knowledge in the area has been strengthened by undergoing the training, because it may take quite some time before this knowledge can be put to use in any specific responsibility the officer is subsequently assigned. Even though it is difficult to establish a direct link between the training and post-training job performance, a sincere attempt must nevertheless be made in this regard.

8.6 Objective evaluation of specific training programmes is needed in order to improve future programmes in the same areas and to eliminate programmes which are not effective. It is also required to up-date training programmes and introduce new subject areas depending on the requirement of the officers, as well as Central and State Governments, in a

continuously changing economic and social environment. Evaluation of training programmes will be based on various factors, viz. the number of personnel trained, the link between training and performance, the social impact of the training and the contribution to the skills of the group and last but not least, the value for money or cost- benefit aspect of the programmes. All these aspects must be kept in view in both internal and external validations. The whole process of objective evaluation (i.e. internal and external validation) can, therefore, be best considered if broken down into logical steps after considering the view point of trainees, trainers and the organisation.

8.7 There are several approaches to internal and external validation of training programmes, which have been propounded by several authors and practitioners, and which are also applicable to IAS training programmes. These are briefly described here. Firstly, there are objective-oriented validation approaches, where the focus would be on specifying the goals and objectives of training programmes and determining the extent to which they were achieved. Secondly, there are consumer oriented validation approaches. Here the primary concern is on developing evaluative information on training product-types such as seminars, instructional media, related software hardware etc. , in order to help the "consumers" of the training programmes in choosing among the different products. Thirdly, there are expertise-oriented validation approaches, which depend primarly on direct application of professional expertise to judge the quality of training programmes. All the three approaches have to be used some time or the other in the internal and external validation process of IAS programmes. Using these approaches a detailed evaluation report should be prepared for each training programme.

8.8 Some questions that need to be asked in the evaluation process of training programmes for IAS officers, are given in Annexure V. These relate to (i) training advisory and planning system, (ii) training development and acquisition system, (iii) training, staffing and delivery system, and (iv) training evaluation systems.

8.9 The present system of evaluation of training programmes of IAS officers, is not adequate if we consider all the aspects discussed in the above paragraphs. As an example, we shall briefly discuss the prevalent system of evaluation in the LBSNAA for induction and in-service programmes.

(i) Induction Programmes : In all the four components of the Induction Programme viz. Foundational Course (FC) , Phase-I, District Training & Phase II, internal validation process is followed. At the end of FC, Phase I & II the officer-trainees are asked to assess the training from the point of view of achievement of objectives and its relevance. However, it must be noted that neither external validation nor evaluation is undertaken. It would be difficult to undertake these two exercises, as no systematic training needs assessment is carried out. The course design largely depends upon the internal validation results of past courses and experiential wisdom of the faculty.

(ii) In-service Courses: The Academy conducts in-service courses for officers of the IAS of 6-9 years seniority, 10-16 years seniority and 17-20 years seniority. It also conducts an induction programme for State Civil Service Officers, on their being inducted to the IAS. In all such courses, only internal validation is carried out. External validation and evaluation are not undertaken.

8.10 In the light of the foregoing analysis, it clearly emerges that results of training imparted in the Academy are not assessed at the performance level. Therefore, it is often difficult if not impossible, to meet the

argument that investment in training does not show tangible results. Thus, it is imperative that both external validation and evaluation are conducted. Evaluation becomes meaningful if conducted by an outside agency. However, both these exercises call for careful designing of instruments and administering them with due care,in order to achieve optimum results. Therefore, an expert team of faculty members from the Academy and training specialists may be constituted to undertake the task. The same team could also be entrusted with the task of evaluating all in-service training programmes organised for IAS officers at different levels. The objective of such evaluation should be to upgrade, improve and modify the training programmes, and their content and methodology in the light of changing requirements..

8.11 The Study Group is of the view that a system of performance based evaluation of the training interventions must be developed by the Training Division of the Department of Personnel & Training. Such performance evaluation should lead to changes in course designs, change in institutions that have been given the responsibility of conducting these courses, and disseminating findings of these evaluations to training institutions. This Expert Group should be located in the LBSNAA and should have academics as well as administrators as its members. The Study Group feels that there is a need for a permanent Expert Group on Training of IAS Officers that could make suitable changes as and when required. The evaluation reports prepared for each training programme, may be maintained both at the LBSNAA and the Training Division, so that they can be used to continually monitor, improve, update and add to the existing training programmes both at the LBSNAA and other institutions.

CHAPTER IX

LINKING OF TRAINING WITH PERFORMANCE AND CAREER PROGRESSION

9.1 Training is not an end in itself, but an important input in building up the officers' professional expertise and skills in order to enable them to discharge their duties more efficiently.

9.2 An IAS officer can expect to get the following training inputs during different parts of his/her career :-

(i) Induction training including foundational training, professional training in Phase I, District training, and Phase II training. State Civil Service officers inducted into the IAS on promotion, get a separate 'induction' training input at the LBSNAA;

(ii) Short term In-service training programmes, at present mainly consist of 1-week and 3-week courses on specific themes/areas; we have proposed some modifications in these programmes in an earlier chapter;

(iii) Specially structured 3-week programmes covering specialised areas (as proposed by the Study Group;

(iv) "Professional development courses" of longer duration of six months and above (as proposed by us);

(v) Training programmes at foreign universities, mostly in the broad area of economic development, which largely depend on availability of aid/funding.

9.3 Apart from the above, many IAS officers attend a few long duration programmes such as the IIPA's annual post graduate programme in Public Administration. Some IAS officers take study leave and participate

(with government approval) in programmes in some foreign universities, but this is not part of any structured training programme.

9.4 In this chapter, we are mainly concerned with the utilisation of training, its effects on post training performance, and implications for the officers' post training careers.

9.5 As far as the probationary period (at present two years) of IAS officers is concerned, the stated objective of the training inputs is to broadly prepare the officer for the first few years of the service (which could extend up to 10 years) when he/she mainly discharges responsibilities and duties in district administration. This part has been dealt with in chapter III, where we have made some suggestions regarding reduction of this period, and certain modifications in the training inputs.

9.6 The objectives of the subsequent (post probation) training i.e. in-service training of various types described earlier, are broadly two :

(i) To provide knowledge and skill inputs at different stages of an IAS officer's career, which could help him/her to discharge his/her duties in different areas/departments;

(ii) To equip officers posted in specific departments/areas with specialised knowledge and skills. Both short-term and long-term programmes (present as well as those proposed by us) would fall in one of the above categories. We should reiterate here that, throughout our discussion, we shall be considering not only the existing inservice programmes, but also the specialised programmes suggested by us in this Report.

PROPER UTILISATION OF TRAINING

9.7 The term 'In-service Training' is generally taken to refer to the post probation career of an IAS officer. However, an officer has to attend Foundational Course, Professional Phase I, District Training and Phase II immediately after joining service, and hence a few brief observations regarding the induction training are made here. The stated objective of this period of induction training inputs, is to prepare the officer for his initial few years in the field. The basic knowledge of laws (including revenue laws during district training), the state language etc. are examples of the type of knowledge/skills imparted during this period. Other inputs include computer skills, sensitisation to communal/caste and poverty issues, forestry and environment etc. We have discussed this part of the IAS officers' training in an earlier chapter in some detail.

9.8 It is when we come to the other kinds of in-service training, both short term and long term, that questions of proper utilisation, personnel policies, post training career progression etc. become relevant. Even in this category, the regular short term inservice programmes (1-week, 2 to 3 weeks) do not have direct implications for post training careers, as these programmes are only meant to provide knowledge/skill inputs of various types from time to time, to help IAS officers to discharge their varied duties in different department/areas. However, it is important that IAS officers undergo these programmes regularly as prescribed by the DoPT, with the modifications suggested by us earlier. In order to ensure that they do attend these programmes, perhaps a condition may be laid down that attendance of these programmes will be a factor in the

promotion to the next grade. However, the Study Group is at present not in favour of making such attendance mandatory for such promotion.

9.9 Regarding the proposed "specially structured" 3- week programmes recommended by us, a stricter approach will have to be followed. These programmes have to be designed for officers joining a particular department or area where specific knowledge inputs would be useful in helping them to discharge their responsibilities more efficiently. Attendance should be mandatory in this case. To ensure that officers take these programmes seriously, we would propose that towards the end of this programme, officers may be asked to participate in group presentations from a range of topics given to them. In this interactive process, officers are expected to learn from each other in analysing various policy issues in their sectors. Such presentations can be evaluated by the Course Director and his faculty, and the evaluations sent to the officers' departments at the end of the course for keeping them as part of their service records .

9.10 As far as the foreign training programmes (which are available at present) are concerned, we have already pointed out that most of them are general courses in the area of economic development. We feel that they are of some value to IAS officers in broadening their outlook, sharpening their analytical capabilities in an academic environment etc., but do not give them any specific inputs related to their responsibilities; we are aware also that they are not at present intended to do so.

9.11 The "Professional Development Courses" suggested by us as a step towards developing/strengthening some degree of specialisation, fall in a different category altogether. These can be in Indian or foreign institutions/universities. If these courses are made available to IAS

officers, much time, effort and resources would have gone into their planning and organisation. It is very important that officers completing these courses, should be judged, evaluated and graded strictly and awarded a suitable certificate/diploma/degree at the end of the programme. It is also essential that officers completing these programmes, be given responsibilities keeping in view their newly acquired knowledge and skills.

9.12 Training therefore has important implications for personnel policies. While the structure of the IAS makes it difficult to lay down rigid rules in this regard, we feel that the availability of these different kinds of expertise in various specialised areas, will by itself motivate serious thinking about proper utilisation of such training. The DoPT could perhaps incorporate this approach in a "training and personnel policy" paper which could be placed before the Union Cabinet; it would also be important to make the State Governments fall in line in this matter; as most IAS officers will be serving them for long periods; concerted steps will have to be taken in order to ensure this . The objective should be to utilise the officers' special training in the PDCs, in the respective areas , both in the Central and State governments.

How to make training more effective :

9.13 In this and the previous chapter, we have discussed mainly in-service training and its proper utilisation, and especially its implications for personnel policies and career progression of IAS officers. However, certain steps can be considered for making training more effective in meeting its objectives. These are outlined in the following paragraphs.

9.14 Firstly, there is an urgent need to review the present training programmes/institutions, in order to maintain/improve their quality and impact . Our discussions with participants/institutions throughout the country, have led us to believe that some of the institutions conducting these in-service programmes, are not 'up to the mark', to put it mildly. This may not be a direct reflection on their overall functioning; it is just possible that they may not be able to adjust to the special and specific requirements of IAS officers. Some institutions have told us that they are willing to conduct the 1-week "vertical integration" programmes, but not the longer 3-week programmes. We propose that the 'Standing Group' suggested earlier, should review all the existing programmes/institutions, and where necessary, reduce the number of programmes, in order to maintain quality. We are aware that this may turn out to be a fairly elaborate and time-consuming exercise, but we think that this ought to be done in the interest of maintaining the effectiveness, quality and credibility of the training process.

9.15 Secondly, it is important to evaluate the participation, and to some extent the performance, of the officers especially in the present 3-week programmes. Group presentations are frequently used effectively by some of the institutions for this purpose. We have received some complaints from institutions that many IAS officers take these programmes lightly by frequently arriving late for the sessions, and even being absent for some of them. We propose that institutions should send a written report at the end of each programme regarding the discipline (or lack of it !) and participation of the officers; where there are group reports/presentations, they may be suitably evaluated. As suggested earlier , these would be kept in the service records of the officers.

9.16 Thirdly, it may be useful in some of the 3-week (or 2-week as recommended by us for some groups) programmes to combine officers from other department/services with IAS officers in mixed groups. This could be done with Central Service officers in the first instance in respect of specific programmes e.g. financial management, macroeconomics policies etc. We are aware that this would involve considerable co-ordination by DoPT with the Cadre management authorities of other Central Services, but feel that the benefits of such interaction may well make the effort worthwhile.

CHAPTER X

RECOMMENDATIONS

10.1 The training programme for IAS officers seeks to enhance their competence, prepares them to shoulder higher responsibilities and tries to improve their decision-making ability. Training of IAS officers in the first 10 years must place emphasis on the following basic objectives:

(I) inculcation of a strong sense of discipline;

(ii) building a strong character and personality, and

(iii) development of the intellect.

(para 2.6)

10.2 The recommendations contained in the report of "Managerial Training Needs Analysis of Senior Administrators in the Civil Services of India" conducted by the United Nations in 1992 *inter-alia* suggesting manner of bringing about adaptive efficiency, move to new management change, managing a transition from command planning state to new pattern of economic reform and accountability and transparency in management may be kept in view while designing training programmes for IAS Officers.(Para 2.10)

10.3 We need to shed the cafeteria approach and make the training more directly relevant to the needs of the participants. These programmes should be looked upon as an opportunity for human resource development among IAS officers and the focus should be on problem solving and development of appropriate public management skills that can improve delivery systems in government. The need is to design a programme which can concentrate on specific skills which can be picked up in a training

situation and which provide an exposure to excellence in the concerned areas. (para 2.11)

10.4 This may necessitate the need for officers volunteering for a particular training course, and government must encourage volunteering officers to participate in the course of their choice and in the institution that they feel can provide them with the right opportunity for learning. (Para 2.12).

10.5 A systematic effort must be made to inculcate at the time of induction training, the right values, adequate standards, norms and behaviour and personal conduct expected of an IAS Officer. (Para 3.12)

10.6 The personal examples of the faculty and guest speakers who come to address IAS officers are a useful method of inculcating values. The research units at LBSNAA can play an important role in preparing case-studies and other analytical material on successful initiatives undertaken by the IAS officers. We must also have a number of case-studies where IAS officers have behaved arrogantly and not demonstrated strength of character. (Para 3.13)

10.7 Cohesive group behaviour and the ability to work as part of the team is important for IAS officers. There is a need to re-formulate training so as to build greater self-esteem among officers and greater respect for colleagues. There is a need to build team spirit and group cohesiveness in order to achieve objectives of public service. (Para 3.14)

10.8 It has to be recognised that many values, by their very nature, would not lend themselves easily to be taught in an organised manner. It was brought to the notice of the Study Group in the course of discussions and interactions with IAS officers at several places that the major constraint in

imbibing right values was the absence of role models. It may be suggested that the methodology to be adopted for inculcating values would be through lectures by eminent people who could be held up as role models and by arranging interactions with such people, suitable case-studies, management games, and appropriate documentary films. (Para 3.19).

10.9 Modules pertaining to macro economic policies, which provide the backdrop for macro economic reforms, the role of Banks and financial institutions, the problems of infrastructure in the economy and their resolution, could be developed and included for coverage in the Foundational Course .(Para 4.8)

10.10 Splitting of the Foundational Course is detrimental to the achievement of the espirit de corps among officers of the All India Services and the Central Services. The long term solution to this problem is to build up a campus which would have the requisite infrastructure to handle Foundational Course for all. Such facilities could be developed at a second campus, under the aegis of the LBSNAA, not necessarily located at Mussoorie, but with strong linkages to the mother institution.(Para 4.10)

10.11 Till such time as the recommendation made in Para 10.4 can be implemented, distribution of All India Service Officers and Central Service Officers in Foundational Courses organised simultaneously at many venues should be horizontal and not vertical, so that there is a mix of all Services at all the venues.(Para 4.10)

10.12 The contents of the foundational course need to be examined to eliminate repetitive coverage of the areas covered in the General Studies paper of the Civil Services Examination. (Para 4.11)

10.13 A Steering Committee should be constituted of all the Training Institutions handling Foundational Course for ensuring a common course design, which excludes what is already prepared for the General Studies Paper in the Civil Services Exams. The LBSNAA would be the nodal agency for co-ordinating matters relating to the foundational course.(Para 4.11)

10.14 Training has to be perceived in terms of response to a need as identified. Any criteria of objective evaluation to be adopted by the training institution should reflect the attributes of changed behaviour of the officer-trainees which may include the following attributes:

- increased confidence;
- basic leadership qualities;
- better decision making ability
- broadened outlook/wider perspective;
- improved communication skills;
- better analytical ability, and attention to details, and
- systematic clear view of issues/situations (Para 4.12)

10.15 There is a need to reframe the basic objectives of the IAS Professional Course, keeping in view the changing training needs. (Para 4.18 gives the list)

10.16 Inputs in Applied Economics must be improved to cover basic theoretical concepts of Economics. This has been necessitated by the changing global perspective and economic reforms.(Para 4.22)

10.17 There should be a module in Professional Course Phase - I for imparting skills in official correspondence, drawing up notes, drafts, and familiarising the Probationers with office procedures. There must be an emphasis on improving writing skills of officers.(Para 4.23)

10.18 During the District Training IAS Officer Trainees must get opportunities of "hands on" training, and independent charge must necessarily be insisted upon. There is a need to reiterate this aspect.(Para 4.27)

10.19 It is necessary to evolve in the consultation with the Chief Secretaries of the States and Union Territories, a standard pattern of district level training with adequate scope for regional variations, keeping the field situation in view. (Para 4.28)

10.20 It is necessary to take up with the States and the UTs the question of conferment of the requisite Magisterial, Judicial or Revenue Powers, so that probationers get benefit of actually dealing with cases and acquiring valuable experience. (Para 4.29)

10.21 LBSNAA should not give more than two assignments to the Officer Trainees during District Training in order that officers get enough time to devote to other activities. One assignment could be a detailed village study and the other could be an action Project.(Para 4.30)

10.22 No theoretical inputs should be given in Phase - II and it should largely be experience sharing.(Para 4.36)

10.23 To prevent training fatigue , there is a need to reduce overall duration of Induction training without detracting from the objective of preparing an officer fully for the functions he has to discharge in posts to be held in the

first ten years of Service. The duration of Foundational Course should remain 15 weeks and the Professional Course Phase - I should remain 24 weeks. The period of District Training should be reduced from 52 weeks to 38 weeks and of Phase - II from 10 weeks to 6 weeks.(Para 4.40, 4.41 and 4.43)

10.24 Overall duration of Induction level training will be reduced to 83 weeks from the present 101 weeks.(Para 4.44)

10.25 The Induction Programme for the Officers promoted to the IAS should be for a minimum period of 8 to 10 weeks instead of the present five weeks and their Bharat Darshan should be increased from the present 10 days to three weeks. It is also suggested that the promoted officers be given a priority in nomination to one week and three week courses.(Para 4.47)

10.26 The multi functional nature of the IAS has to continue and the basic character of the service should not be diluted inasmuch as the members of the Service cannot be restricted to unifunctional roles in Public Service. Nevertheless, middle level IAS Officers of 12 - 16 years seniority may be offered opportunities to specialise in certain broad areas of governmental activity. A six to nine month Professional Development Course in an Institution of the Officers' choice would help in building up this specialisation.(Para 5.4)

10.27 Suggestive broad areas of specialisation envisaged for middle level IAS Officers is suggested in this para. (Para 5.5)

10.28 Officers of 10 years seniority and upto 16 years may be allowed to exercise their option in order of preference for specialisation in the fields of their choice. (Para 5.6)

10.29 On successful completion of training, a pool of expertise in different areas be constituted, whose deployment may be considered in the relevant posts in the States and Central Government.(Para 5.6)

10.30 Department of Personnel should lay down policy for Cadre Management in the Central and the State Governments, so that specialised skill and expertise acquired by the officers are utilised appropriately by giving them opportunity to work in the areas of their specialisation. (Para 5.7)

10.31 Data base regarding the specialisation of Officers should be created so that at the time of the posting such details could also be looked into.(para 5.7)

10.32 Certain institutes, which would be expected to develop as centres of excellence for imparting training in the designated areas for the Professional Development Course for IAS Officers, would have to be identified, given necessary budgetary support to enable them to develop the requisite core faculty and other facilities to provide such training.(Para 5.8)

10.33 The provision be made for conferring Diplomas or Certificates for officers who have successfully completed the Professional Development Course. (Para 5.9)

10.34 The duration of the three week in service programme could be reduced to two weeks (including Saturdays, this would imply a 12 day programme) , in respect of officers of 10 to 20 year seniority. At about the mid point of the programme, there should invariably be a field visit or a recreational outing with a view to break the possible monotony of the class room. Adequate funds should be made available to the institutes for

this purpose. Regarding the methodology, it should be more participative and interactive rather than just the lecture mode.(Para 6.9).

10.35 Keeping in view our recommendation that inservice programmes have to be specially structured to take account of special requirements of different groups of IAS officers, it is recommended that the required attendance for one week programmes may be reduced to one in three years for the groups upto twenty years' seniority.(Para 6.10)

10.36 Specially structured 3 - week programmes are required for officers with specific needs arising from their postings in specific departments.(Para 6.11)

10.37 The specially structured 3 week training programmes will be in addition to the other short duration (1 - week, 2-week & 3 - week) programmes . These would be specially tailored to meet the needs of officers posted in the state and Central governments in specific departments/areas.(Para 6.11)

10.38 Great care must be taken in selecting institutions offering specially structured courses and fund support should be provided to them to develop their capabilities fully.(Para 6.12)

10.39 A list of Institutions which could take up these special programmes should be drawn up. (Para 6.14(i))

10.40 A Standing Group of three training experts (including Director/Joint Director of LBSNAA and the representatives of Department of Personnel) should identify the institutions and finalise with them the details of the

programmes. This Standing Group should monitor the utility of the programme on continuing basis (Para 6.14(iii).

10.41 A reasonable fee may be paid to the institutions for conducting the specially structured programmes. (Para 6.14(iv)).

10.42 Deputing of IAS officers to foreign universities should continue, but government should not accept a foreign programme simply because funding is available. The ideal situation will be for a foreign university course to fall in the category of a " Professional Development Course ". (Par 6.17, 6.18).

10.43 Modification in fee structure of institutions offering one Week and three Week courses should be made in order to ensure that the quality is not compromised.(Para 6.19)

10.44 The Department of Personnel and Training should review the fee structure of the fees paid for one week and three week programme. (Para 6.22).

10.45 The Government should seriously examine the suggestion to take the Academy out of the purview of the UPSC, for making appointments to the faculty posts. (Para 7.8).

10.46 Academy should attract academic faculty from outside to work for reasonable length of time and the authority to make such recruitment for a period of three years should be vested in the Director, LBSNAA. (Para 7.9)

10.47 It may be worthwhile for the LBSNAA to adopt the ' Visiting faculty route' in getting the faculty for selected modules . The core staff should look for Visiting faculty to cover special modules especially in Economics and Management.(Para 7.10, 7.11, 7.12).

10.48 The Director of the LBSNAA should prepare the details of Visiting Faculty requirement and should have the authority to pay for it.(Para 7.13).

10.49 Special care must be taken in the selection of the Director, to ensure interest in training as a criteria for selection.(Para 7.15)

10.50 Financial incentives alone cannot attract better faculty. A conscious programme for faculty development should be undertaken and freshly appointed Deputy Directors should be deputed to foreign universities to improve their expertise in selected areas.(Para 7.16)

10.51 LBSNAA should emerge as a nodal institution for providing resource support to field officers who always feel starved for new information and knowledge related inputs once they reach remote districts.(Para 7.17).

10.52 The language faculty at the LBSNAA be utilised for translating training material into regional languages to meet the needs of the respective States. (Para 7.19)

10.53 The recruitment systems in ATIs and other Central Training Institutions be modified in order to ensure excellence in the choice of personnel. (Para 7.19)

10.54 The system prevalent in LBSNAA of selecting the faculty by inviting interested persons to give Faculty Seminar is recommended for adoption of similar procedure in Central Training Institutions and ATIs. (Para 7.19)

10.55 The facilities in LBSNAA, including its research units should provide the training materials required for the systematic interaction with the district teams. (Para 7.20)

10.56 The LBSNAA should provide leadership in regard to all action research projects designed to improve work efficiency and provide measures as may be relevant for ensuring mid-course corrections. Action research projects should be designed primarily to improve the quality and impact of training programmes. This, in our view, assumes importance with the shift in emphasis from a supply-led approach to training to a demand-driven approach. The matrix of all training activities and programmes envisaged at the national nodal centre in the LBSNAA would require extensive networking and establishment of institutional linkages with a view to promoting exchange of relevant training programmes between the LBSNAA on one hand and the ATIs in the various States, training institutions for other All India Services and Central Class I officer, reputed training institutions, such as IIMs, ASCI, and TMTC, on the other. (Para 7.21)

10.57 A systematic approach for performance based evaluation of the training interventions must be developed by the Training Division of the Department of Personnel & Training. Such performance evaluation should lead to changes in course designs, change in institutions that have been given the responsibility of conducting these courses, and disseminating findings of these evaluations to training institutions. This Expert Group could even be located in the LBSNAA and should have

academics and administrators as its members. There is a need for a permanent Expert Group on the training of IAS officers that could make suitable changes as and when required.(Para 8.6)

10.58 **An expert team of faculty members from the LBSNAA and training specialists be constituted to undertake external validation and evaluation of programmes. The same team should be entrusted with the task of evaluating all in-service training programmes for IAS officers at different levels. (Para 8.10)**

10.59 **The Study Group is of the view that a system of performance based evaluation of the training interventions must be developed by the Training Division of the Department of Personnel & Training. Such performance evaluation should lead to changes in course designs, change in institutions that have been given the responsibility of conducting these courses, and disseminating findings of these evaluations to training institutions. This Expert Group should be located in the LBSNAA and should have academics as well as administrators as its members. The Study Group feels that there is a need for a permanent Expert Group on Training of IAS officers that could make suitable changes as and when required. The evaluation reports prepared for each training programme, may be maintained both at the LBSNAA and the Training Division, so that they can be used to continually monitor, improve, update and add to the existing training programmes both at the LBSNAA and other institutions. (Para 8.11)**

10.60 **Attendance in in-service training programmes of IAS officers may be made a factor to be considered for the promotion to the next grade. (Para 9.8)**

10.61 In specially structured programmes, the presentations made by the participants be evaluated by the Course Director and the Faculty and evaluation sent to the Officers' Departments at the end of the course for keeping them as part of their service records. (Para 9.9)

10.62 DoPT should prepare a "training and personnel policy" paper which could be placed before the Union Cabinet, incorporating linkage between training and the placement policy. (Para 9.12)

10.63 The Expert Group suggested earlier should review all earlier programmes/institutions, and where necessary, reduce the number of programmes in order to maintain quality. We are aware that this may turn out to be a fairly elaborate and time-consuming exercise, but we think that this ought to be done in the interest of maintaining the effectiveness, quality and credibility of the training process. (Para 9.14)

10.64 It is important to evaluate the participation, and to some extent the performance of the officers especially in the present 3-week programmes. We propose that the institution should send a written report at the end of each programme regarding discipline and participation of the officers. These should be kept in the service records of the officers. (Para 9.15)

10.65 It may be useful in some of the 3-week (or 2-week as recommended by us) programmes to combine officers from other department/services with IAS officers in mixed groups. This could be done with Central Service officers in the first instance in respect of specific programme e.g. financial management, macroeconomics policies etc. We are aware that this would involve considerable co-ordination by DoPT with the Cadre management authorities of other Central Services, but we feel that the benefit of such interaction may well make the effort worthwhile.(Para 9.16)

ANNEXURE I

LIST OF INSTITUTIONS VISITED BY THE STUDY GROUP MEMBERS

Dates of visit	Institute visited	Persons who attended the meeting
19.6.96 to 21.6.96 New Delhi	Department of Personnel IIFT NIPFP HSMI TERI	1. Shri P.C. Hota, Secretary,DOPT 2. Shri R. Ramani, JS, DOP 3. Shri L.N. Gupta, DS, DOP 4. Dr. V. Ramachandraiah, IFFT 5. Dr. Pawan Kumar Aggarwal,NIPFP 6. Shri Anoop Sareen, IMI 7. Shri A.N. Krishnamurthy, NIFM 8. VK Gupta, NISTD 9. Shri PV Sridharan, TERI 10. Shri D.S.R.K. Srinivas, TERI 11. Dr. Y.K. Sharma, NIC 12. Dr. Prem Prashan, HIPA,Gurgaon 13. Prof. George, HIPA, Gurgaon 14. Shri R.S. Tolia, Director,UPAA,Nainital 15. Shri R.K.Singh, UPAA, Nainital 16. Prof. SC Gupta, RIPA, Jaipur 17. Dr. R.K.S. Arora, RIPA, Jaipur 18. Shri R.D. Tripathi, MANAGE,Hyd. 19. Shri KC Srivastava,Principal Secretary, , GAD,Hyderabnad 20. Shri N.K. Rastogi, Secretary,GAD, Hyderabad
8th & 9th July,1996 Hyderabad	MANAGE, Hyderabad ASCI, Hyderabad NIRD, Hyderabad	Shri L.V. Subramanyam Smt. Chandana Khan Sri Amitabh Bhattacharya Shri Bhale Rao Shri Raymon Peters Shri Pradeep Chandra Shri Adhar Sinha Shri Hiralal Samharia Shri P.K. Rastogi

		Members from the other Institutions Dr. U.B. Rao, NISIET Shri N.V. Koteshwar Rao, Director,NIC Dr. K.S. Ramesh, ASCI Dr. B. Yarram Raju, ASCI Dr. Vakif,SCI **MANAGE** Shri S.K. Arora Shri B.D. Tripathi
11-12th July, 1996 Pune	1. YASHADA 2. Central Institute for Road Transport(CIRT) 3. Vaikunth Mehta National Institute for Cooperative Management(VMNICOM)	1. Smt.Shashi Mira, Director, YASHADA 2. Shri Shashi K. Sharma, YASHADA **IAS officers who attended meeting** Shri Amitabh Chandra Shri Rajiv Agrawal Shri Subhash Lalla Shri Manoj Saunik Smt. Sujata Saunik Smt. Shashi Misra
21-22nd August,1996 Guwahati	Assam Administrative Staff College,Guwahati	Additional Chief Secretary, Assam and Senior IAS officers and also meeting with IAS officers of the Assam Govt. who have undergone one-week or three-week programme.
23rd August,96 (Forenoon)	Indian Institute of Management, Calcutta	Meeting with Faculty Members and participants in the In-Service Course.
23rd August,96 (Afternoon)	Secretariat, Calcutta	Meeting with Chief Secretary, West Bengal and 8 IAS officers who have undergone one-week and three-week Training Programmes.

ANNEXURE - II

FOREIGN TRAINING INSTITUTIONS
(9 Months to 1 Year)

SOCIAL PLANNING/RURAL DEVELOPMENT:

1. Name of Institution	Name of Course
2. London School of Economics	MSc in Social Planning in Developing Countries.
3. University of Reading	M.A. in Rural Social Development
4. University of East Anglia	MA in Rural Development
5. University of Swansea	MSoc(Econ) in Social Planning.
6. IDPM, University of Manchester	Economics & Management of Rural Development

DEVELOPMENT STUDIES AND DEVELOPMENT ADMINISTRATION.

1. University of Birmingham	Diploma/MSc in Development Administration
2. University of Bath	Diploma /MSc in Development Studies
3. Glasgow Caledonian Univ.	Masters in Development Management
4. University of Manchester	MA/Eco.) in Development Admn. & Mgmt. or Development studies.
5. University of East Anglia	Masters in Development Mgmt.

ECONOMIC PLANNING AND DEVELOPMENT

1. London School of Economics	MSc in Economics
2. University of Glasgow	MPhil in Economic Planning
3. University of Bradford	MSc in Macro-economic Policy & Planning in Developing Countries.
4. University of Birmingham	MSc in Public Economic Mgmt.

MANAGEMENT AND IMPLEMENTATION

1. University of Manchester	MSc in Project Management
2. University of Bradford	MSc in National Development and Project Planning.
3. University of Exeter	MBA in Public Sector Mgmt.
4. University of Strathclyde	MBA

NOMINATIONS TO BE WITH THE BRITISH COUNCIL DIVISION FROM THE DEPALRTMENT OF ECONOMIC AFFAIRS.

1. Queen Elizabeth House Oxford	Visiting Fellowship
2. University of Hull	Masters in Business Administration
3. IDS, Sussex	Public Management & Poverty Reduction in a Market Economy.
4. University of Bradford	Commercial Public Enterprise Management.

ANNEXURE - III

INSTITUTIONS CONDUCTING ONE WEEK AND THREE-WEEK TRAINING COURSES.

Name of Institution	Type of Programme being conducted
Indian Institute of Foreign Trade, New Delhi	Both 1 and 3 week
Indian Institute of Public Finance and Policy, New Delhi	Both 1 and 3 week
IMI, New Delhi	1 week
HSMI, New Delhi	1 Week
NIFM, Faridabad	1 week
NISTD, New Delhi	1 week
Tata Engery Research Institute, New Delhi	1 week
NIC, New Delhi	1 week
Haryana Institute of Public Administration, Gurgaon	1 week
UP Academy of Administration, Nainital	Both 1 and 3 week
Rajasthan Institute of Public Administration, Jaipur	3 week
MANAGE, Hyderabad	1 and 3 week
Assam Administrative Staff College, Guwahati	3 week
YASHDA, Pune	1 and 3 week

ANNEXURE - IV

ISSUES TO BE COVERED DURING THE 38 WEEK FIELD TRAINING OF THE IAS PROBATIONERS

1. Office Management (including record room, noting on files drafting of letters, inspections and tours).
2. Court procedures, recording of evidence and writing of order in quasi-judicial and judicial proceedings.
3. Financial Rules/Procedures, and Treasury Procedures.
4. Conducting raids under EC Act, Cinematograph Act, etc.
5. Socio-cultural background of the different regions of the State.
6. State specific Acts/Rules.
7. Land records and land revenue administration.
8. Working of Market Samitis and Mandis.
9. Management of certain popular schemes like the JRY, IRDP and NRY.
10. Government Hostels for students from weaker sections of the Society.
11. Functioning of Panchayats at Village, District and Intermediate levels.
12. Functioning of Municipal Bodies.
13. Land acquisition.
14. Inquest procedures and techniques
15. Functioning of Co-operatives of different varieties.
16. Organisation of special drives/camps for Family Welfare, Samll Savings, revenue collection, etc. pros and cons.
17. Interaction of young officers, especially SDOs, with private companies/factories.

18. Issues connected with State Excise.

19. Administration of redressal of public grievances.

20. Protocol.

21. Vehicle Driving.

22. Writing letters, notes, orders in local language.

23. Disciplinary proceedings.

24. Police-Executive Magistracy relationship.

25. Policy of the State Government towards weaker section, especially the scheduled castes, tribesand backward classes.

26. Financial Management of District level.

27. Inter departmental co-ordination at District level.

28. Conducting meetings at district level.

29. Conduct of elections.

30. Involving people in development scheme/programmes.

31. Bankable schemes-coordination with banks.

32. Powers of the executive magistrates under different Acts/Rules.

33. How to interact with non-officials/political executives.

34. Handling the Bar (Advocates).

35. Census operation

ANNEXURE V

(a) Training Advisory and Planning System

I. How is training linked to the goals and strategies of the organisation?

II. How is expected return on investment (ROI) for training determined?

III What advisory systems exist to provide strategic direction for training decision.

IV. What other systems exist for defining training needs?

V. How does the organisation design a training curriculum to effectively use training resources?

(b) **Training Development and Acquisition System.**

I. How are instructional methods or activities developed?

II. Are courses well designed?

III. How are delivery strategies and medica choices made?

IV. Are courses developed in a cost-effect manner?

(c) **Training Staffing and Delivery System**

I. How are trainers identified and selected?

II. What kinds of backgrounds do trainers have?

III. How do new faculty members receive their training? Is there an internal training curriculum for them?

IV. How capable are the faculty (e.g. content, knowledge, delivery skills, facilitation ability, understanding of principles of adult learning and education, etc.)?

(d) **Training Evaluation Systems**

I. How is training evaluated at four levels?

Level 1- particiapnts' reactions to the course.
Level 2- Participants' mastery of course content.
Level 3- Participants' on-the-job application of course content.
Level 4- Return on investment (ROI) (does it make a different)

II. How are evaluation processes and instruments development and administered.

III. How is participant and faculty feedback captured?

IV. How is that feedback used?

V. How are trainers assessed on their instructional effectivenss?