

TRAINING SYSTEM OF CIVIL SERVANTS IN INDIA

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India

Training is rightly considered as an investment in human resource development (HRD). It helps in developing the human potential and in raising the level of efficiency and performance. Training of civil servants is particularly significant in the field of public administration and is accorded a crucial place in the agenda of administrative reforms.

In India, the entire training of civil servants received increasing attention after the country became independent. A variety of training institutions have been established to enable civil servants to play their new and diverse roles in Independent India.

Training of public servants in India has a long history of its own. During the last thirty years there has been considerable expansion of training activities all over the country. Institution building in administrative training has been a noticeable phenomenon leading to the establishment of Central, State and autonomous training institutions. The creation of the Department of Personnel and Administrative Reforms with additional new responsibilities in the fields of training, career management, personnel policy, planning etc, is an outcome of Government's keenness in promoting personnel development and efficiency in public service. There is no doubt that in recent years training of public servants has acquired a sharp focus.

The civil service today has a role completely different from that it had in the pre-independence era. It then played the role of the instrument of a colonial government. Collection of taxes and maintenance of law and order were the two major goals of the colonial administration. The civil servants serving the colonial regime generally kept themselves aloof from the people who feared them. But since then, things have changed vastly.

Building up a new nation became the most challenging task facing India when it became independent in 1947. The regulatory functions of the government were certainly important but planning and implementation tasks for development with a view to raising the levels of living of masses immediately outpaced them in both magnitude and priority. The state became an active agent for the promotion of socio-economic change

and development. The State became a welfare State rather than a police State as it was before independence. The civil servants in the Welfare State were increasingly called upon to shoulder responsibilities for promoting socio-economic change and development. The civil servants are now expected to enlist the cooperation of the people in pushing forward the development plans and projects in the most distant village in the interior. There is a growing feeling that civil servants who deal with complex economic political and social problems, must be provided with necessary knowledge about the changing environment and new challenges, must be imparted new skills needed for promoting development and must be attuned with proper attitudes in enlisting the confidence and cooperation of the people. These became the aims of training.

The methods of training have also undergone changes. Institutional training is coming to occupy an important place. This is evident from the fact that a large number of training institutions have now come into existence. On-the-job training is certainly essential but it is not enough. It has to be supplemented by institutional training and both pre-service and in-service Institutions are assuming greater responsibility for supervising training in the field as well.

Independent India needed the establishment of new civil services for shouldering the new responsibilities in the sphere of development. The Government of Independent India took decisions to create the new services as well as to recognise the existing ones. A major decision was taken to establish the Indian Administrative Services (IAS) as successor to the Indian Civil Service (ICS) but the IAS was not to be a carbon copy of the ICS. It was expected to play a new role in the new environment.

The civil servants in India at the national level are divided into a number of services. The services which are common to the Centre and the States are called All India Services like Indian Administrative Service, Indian Police Service and Indian Forest Service. Besides, there are a number of Central Services for well defined functional areas like Indian Foreign Service, Indian Audit and Accounts Service, etc. The members of the Central Services work throughout their career for the Central Government in the respective fields of specialisation for which they are recruited and also in the Central Secretariat.

In the changed context of proliferating governmental functions undertaken to promote socio-economic development at a fast pace, the questions regarding the size and the calibre of civil service personnel naturally came to the fore. The First Five Year Plan (1951-1956) stated "that an efficient administrative set-up with personnel of requisite

capacity and quality was one of the essential conditions for successful planning". In specific terms this implied "The higher civil service must have basic knowledge of what is happening in the country, of the history and working of the contemporary social revolution and of the history of comparable revolutions elsewhere, and that they must have the right outlook and the right attitude to fulfil the many demands of public service. Basic knowledge does not imply cramming of the mind with facts of all sorts, mostly unrelated to one another. It implies the development of the capacity of the mind to collect, analyse the related facts to draw correct inferences, to encompass the total range of a problem and to be methodical and straightforward. With such a mind, one could go in any field of activity, however, varied and new and perform with confidence and success".

In sum the civil services had to be geared up for a different role in the post-independence era.

The effort to produce civil service personnel of the requisite capacity and quality necessitated the redesigning of existing training programmes and the institution of several new ones. The IAS Training School at Metcalfe House, New Delhi was set up in 1947 to provide training to the members of the Indian Administrative Service. Another IAS Staff College was set up at Simla in 1955 to provide in-service training and to meet the training requirements of those selected through special recruitment processes in addition to the annual intake. In 1959, it was decided to merge the two institutions and to set up the National Academy of Administration at Mussoorie.

ROLE OF LAL BAHADUR SHASTRI NATIONAL ACADEMY OF ADMINISTRATION, MUSSOORIE: INDUCTION TRAINING AT THE ACADEMY

The Lal Bahadur Shastri National Academy of Administration, Mussoorie is the apex training institution responsible for imparting induction training to the officers of the All India and Central Services (Class I, now called Group A) recruited through a competitive examination conducted by the Union Public Service Commission.

The induction training to the probationers of the Indian Administrative Service (hereafter referred to IAS) at the Academy is in two parts, viz. a Foundational Course followed by a professional course.

In the case of probationers of the Central Services (Group A), the Academy only imparts the initial segment of their induction training through the Foundational Course. The Professional Course for these officers is organised in their respective training institutions, e.g. the Indian Police Service Officers are imparted professional training

at the Sardar Vallabhbhai Patel National Police Academy, Hyderabad, the Indian Revenue Service Officers (Income-Tax) at the Revenue Service (Direct Taxes) Staff College, Nagpur; the Indian Revenue Service Officers (Central Excise and Customs) at their Training Institutions at New Delhi; the Indian Postal Service Officers at Posts and Telegraph Training Centre, Saharanpur; officers of Indian Audit and Civil Accounts Service at the Indian Audit and Accounts Service Staff College, Simla; officers of Railways at the Railway Staff College, Baroda and so on.

The Academy conducts two courses for probationers recruited to the All India and Central Services-A Foundational Course and Professional Course.

FOUNDATIONAL COURSE

The Foundational Course at the Academy has been basically designed to promote a common outlook and common understanding and build up attitudes and values in the organised civil services. It attempts to instil a sense of unity and a spirit of camaraderie amongst the participants from the various services. This is based on the recognition of the premise that although members of different services are required to perform different kinds of jobs, there has to be unity of services to achieve the objectives of administration and that the attitudes and value system of the Civil Services have to be geared to the requirements of a democratic welfare society, with its main focus on the rural people, the minorities and on the weaker and underprivileged sections of the society. The specific aims and objectives of the course are to:

- (i) give the probationers, a basic understanding of the constitutional, political, economic, legal and social framework within which they have to work;
- (ii) impart basic knowledge on the 'core subjects';
- (iii) promote a common outlook and common understanding so that the probationers could appreciate each others' role in administration;
- (iv) help in building up right attitudes and values and the qualities of leadership and organisational skills which make a civil servant proficient in his duties.

PROFESSIONAL COURSE

The Professional Course at the Mussoorie Academy for the IAS officers is structured into a Sandwich pattern under which the IAS Probationers come to the Academy in two spells. The first spell is after the

Foundational Course for a period of five months after which the probationers are sent to the States of their allotment for district training for a year to study the district administration, both developmental and regulatory including the maintenance of law and order. After this, they report back at the Academy to round off their second phase of the professional training for a period of three months.

The main objective of training in the districts for the IAS officers is to familiarise them with the working of the totality of Government or the aggregate functions of the Government at the district and local levels. For this purpose, they are placed under a senior colleague—a District Collector/Deputy Commissioner for practical understanding of the administration in action, of the complex problems involved, of dealing with people, Subordinates, colleagues and seniors.

The district training briefly consists of:

- (i) Under study period;
- (ii) On-the-job training;
- (iii) attachment to district and lower level officers; and
- (iv) institutional training.

With a view to groom properly the directly recruited officers of the Civil Services in terms of helping them to acquire the knowledge and skills and to develop the correct attitudes, it is necessary to impart 'Induction Training' to the officers. The need and importance of induction training has since been accepted by all concerned. This training has to be so structured that it provides a broader view of the environment and administrative set-up so that it widens the horizon and perspective of the officers. There should be adequate stress on intellectual accomplishment and building up of sound character. It should also be as comprehensive as possible to provide knowledge and skills for specific jobs which these officers will be required to hold in the coming years.

For equipping these officers for their responsibilities during the initial years of their service, it is necessary to give them an understanding of the constitutional, legal, political, economic, social and administrative framework within which they have to work. They have to be acquainted with the organisation and processes of government, and the principles and practices of public administration and management. In addition to help them to acquire necessary knowledge and skills, there has to be a stress on civil service ethics and proper attitudes relevant to the prevailing political and socio-economic system and general fabric of the society and the expectations from the

administration.

Most of the Central services have by now come to have their own professional training institutions. The few which do not have facilities for institutional training follow a blend of on-the-job training and attachment to specialised institutions, punctuated by some special lecturers by subject-matter experts.

IN-SERVICE TRAINING PROGRAMME

Apart from the induction training to the new recruits to the All India and Central Services Officers (Group A), the Academy also runs a number of in-service programmes for senior officers. These are not just refresher courses, but advanced programmes keeping in view the progress of modern management techniques, impact of science and technology on administration and development of behavioural sciences relevant to public services.

INSTITUTE OF SECRETARIAT TRAINING & MANAGEMENT

The ISTM conducts post-entry foundational, professional refresher as well as specialised training programmes for different grades of officials working in the Central Secretariat and its attached offices upto and including the Middle Management Level, as well as employees of levels in some State Governments, Union Territories and autonomous organisations. Its training courses could be broadly classified as follows:

- Foundational and Refresher Programme
- Management Programmes
- Specialised Programmes
- Training of Trainers Programmes
- Behavioural Science Programmes
- Secretariat Programmes

OTHER TRAINING INSTITUTIONS

In addition to the National Academy of Administration, several Ministries and Departments in the Government of India took steps to establish full-fledged institutional facilities for the professional training of members of services under their control.

STATE TRAINING INSTITUTES

The States did not lag far behind. A number of them set up training institutions for the training of State Civil Services which were newly created income cases.

Specialised Autonomous Training Institutions

In addition there are a number of autonomous/private training institutions in the country to meet the training needs of the experienced higher personnel. Indian Institute of Public Administration is the premier apex institutions in the field of training and research in public administration.

Specialised National Training Institutions

The Training Division of the Department of Personnel has invited a scheme of collaboration with various specialised training institutions in the country such as Indian Institute of Public Administration, Indian Institute of Management, Ahmedabad, Administrative Staff College of India, Hyderabad, Institute of Economic Growth, Delhi and Institutes of Development Studies, Bangalore and Trivandrum. Specific research and teaching programmes are built up with the faculty of these institutes and funds are provided to them to develop suitable case studies and teaching and technical notes.

DEPARTMENT OF PERSONNEL WITH PARTICULAR REFERENCE TO TRAINING DIVISION

The need for a central personnel agency entrusted with personnel functions in the Central Government has been felt for quite some time, particularly in the context of rapid expansion in the number of civil service independence. The Estimates Committee of the Third Lok Sabha recommended that the ever expanding role of the Government in a welfare State with its natural concomitant of a large civil service calls for effective personnel control through a single agency. The Administrative Reforms Commission (ARC) also emphasised that it was necessary to set up a central personnel agency with overall responsibility in all important matters and manned largely by specialists and would be able to devote concerted attention to formulation of new policies, set new standards and raise the quality of administration. The Central Government accepted this recommendation and as a consequence, the Department of Personnel was set up in August 1970 and placed within the Cabinet Secretariat.

In the beginning, the Department of Personnel was set up as part of the Cabinet Secretariat and thus functioned directly under the Prime Minister. In 1973, the Department of Administrative Reforms hitherto located in the Ministry of Home Affairs was transferred to the Department of Personnel and latter's name was changed to the Department of Personnel and Administrative Reforms.

The Department has the following six divisions:

- (i) Policy and Planning Division

- (ii) Training Division
- (iii) All India Services Division
- (iv) Establishment Division
- (v) Vigilance Division
- (vi) Establishment's Officer Division

The Department of Personnel and Administrative Reforms which was previously one of the Departments of the Union Ministry of Home Affairs is now upgraded to the Ministry and its new nomenclature is Ministry of Personnel and Administrative Reforms, Public Grievances and Pension, which is under the overall charge of the Prime Minister of India.

THE TRAINING DIVISION

The Training Division was established in April 1968 in pursuance of the recommendation made by the Committee on Administration dealing with the progress of implementation of the Cabinet decisions on administrative improvements. The Officer on Special Duty was appointed by the Director of the Training Division. Since then, the functions and responsibilities of the Training Division have grown manifold.

The ARC in its Report on Personnel Administration made comprehensive observations and recommendations concerning training. It observed that training of the various functional cadres should be the responsibility of the individual departments and ministries. However, the Training Division should have the overall responsibility for training in headquarters work as well as preparing personnel for entry to senior management. It should also be its task to formulate a national policy for civil service training, ensure its translation into operational plans and oversee their implementation.

These recommendations have since been accepted by the Government and have provided useful guidelines for the organisation of the Training Division and its work programmes.

The Indian Institute of Public Administration

The Indian Institute of Public Administration has been in the forefront of in-service training in public administration and is considered to be the premier institution in the country for the training of senior level civil servants of both Central and State Governments and executives of public sector undertakings.

The training courses at the Institute fall into two broad categories: (A) Sponsored Programmes: including (a) those sponsored by the Training Division, Department of Personnel and Administrative Reforms, Government of India (b) sponsored by Ministry of Works & Housing in relation to

programmes of Centre for Urban Studies and (c) sponsored by other Ministries and agencies such as Department of Rural Development, Central Electricity Authority etc.

(B) Those conducted by the Institute on its own and for which participation fee is charged.

In each course, the accent is on some particular facet of broad areas like rural development administration, urban administration, financial administration, personnel administration, social policy and administration and application of quantitative and other techniques in the field of administration. The Institute conducts about 50 to 60 such courses every year with the participants numbering 1200-1500. The training programmes are designed in a pragmatic way to see that the course content is closely related to the problems of the day-to-day working of the participants. The training methodology and techniques include lectures, discussions, workshop sessions, presentation of case studies and discussion thereon, library work etc. Full interaction among academics, policy makers and administrators in an intimate and objective environment of the Institute is a special feature of the training programmes.

Since 1975 the Institute has been conducting an Advanced Professional Programme in Public Administration. The course running over one academic year commencing from 1st July and concluding on 31st March, is intended to train middle and senior level government officers of the Centre, States and Union Territories and public sector undertakings. It is a post-graduate course, designed to promote effective administrative leadership.

The Institute continues to take initiative in identifying and designing new courses. Some of the new courses established in recent years are those on Management of Motivation, Attitudinal Changes in Administration, Ethics in Administration, Vigilance in Administration, Report Writing, Development through participation, Management for Agricultural Marketing, Quantitative Methods in Management, Economic Analysis for public sector management, Multi-level planning, Public Administration and Environmental Management. Recently, the Institute has taken up the responsibility for conducting courses on Policy Formulation for officers of Indian Administrative Service in pursuance of the direction of the Prime Minister that the civil servants of all categories must compulsorily undergo training programmes.

Training in Local Self Government

The local government, since independence has been serving as a partner in the process of nationwide development, searching out,

creating and developing areas of cooperation between the people and their government by administering a variety of services of local nature on behalf of Central Government as well as on its own self.

Local Government employs about two million persons. This truly constitutes a big numerical force. It has to be trained to live up to the responsibilities of the modern local government.

So far as rural local government is concerned, varied training programmes were organised at the initiative of the Central Ministry of Community Development and Panchayati Raj by a number of institutions at Central, State and regional levels. At present, the National Institute of Rural Development supported by the State institutes conduct programmes in the field of Rural Development and Rural local government.

For municipal India there are not many institutions. The All India Institute of Local Self Government has done pioneering work in the field of municipal training. It was established in 1951 having its headquarters at Bombay and various permanent as well as peripatetic centres spread all over India. The Institute conducts various training programmes regularly at its different centres providing its training services to people from all parts of the country.

The Central Government appointed in April 1963 a committee to examine the available facilities, if any, for the training of municipal employees of all categories and suggest the structure of the training programme required for such employees as well as the courses and training period for such category of officers. In pursuance of the recommendations of this Committee, the Central Government established a training institution at the national level known as Centre for Training & Research in Municipal Administration. Its main objective is to stimulate and strengthen municipal administration and to create a national awareness about the problems of urbanisation and urban administration.

The Central Government also agreed to establish the Regional Centres for Research and Training in Municipal Administration. These Centres have been established in places like Calcutta, Bombay, Hyderabad and Lucknow for imparting training to the municipal personnel in the region.

It would be pertinent here to mention the Centre for Urban Studies of the Indian Institute of Public Administration which was established in December 1966 with full financial support from the Central Government. Its main objectives are:

1. to organise training courses in urban and municipal administration;
2. to hold seminars and conferences on urban and municipal problems;

3. to undertake research relating to urban and municipal affairs;
4. to develop a documentation unit and organise a clearing house of information on urban administration; and
5. to collaborate with other regional centres and academic institutions in training and research in urban administration.

The Centre organises a number of short-term specialised courses for senior officers from the municipal corporations, municipalities, urban development authorities and state government departments dealing with urban administration on subjects such as financial management, personnel administration, valuation and assessment of property tax, urban plan administration, solid waste management, urban management, shelter for urban poor, information system in urban planning, vigilance in urban authorities, urban research methods, integrated development of small and medium towns scheme management, etc.

Mention may also be made of the National Institute of Urban Affairs which is an institute for urban research in India. Its main aim is to assist and strengthen the decision-making process by making available to policy-makers, a critical and objective analysis of the urban situation, as well as alternative sets of approaches to the urban problems faced by them. Training with the object of building up planning capacities of mid-career, senior level functionaries involved in urban and human settlement development programmes is among the newly-added activities of NIUA.

The Institute has three major training assignments:

1. Training of functionaries engaged in the planning, implementation and management of Urban Basic Services Programme
2. Training in Human Settlement Planning
3. Urban Development Workshops.

NIUA started functioning in 1976 as per the decision of the Ministry of Works and Housing.

Training & Civil Service Development

At no time training of civil servants has received more attention than it has been receiving now. Prime Minister has been stressing the need for the creation of a new administrative culture for service of the masses. To achieve this end, there is a greater need for the training of civil servants of all categories to develop their competence and commitment to the basic values of our society. Training in Government has thus to be perceived and designed with a higher purpose and

responsibility.

Under the direction of the Prime Minister himself a meaningful programme of training of officers of the IAS related to the important phases in their career path has been worked out. The first phase is the early nine or ten years when the officers belonging to the Indian Administrative Service have to work in the field implementing various programmes. During this phase the officers will participate in the training courses related to programme implementation. During the next phase, from nine to 18 years of service, the officers will have opportunity to participate in the courses related to techniques of management which could be applied in dealing with problems of public administration. Finally, at the beginning of the senior phase of career, when the officers start getting opportunities to contribute to process of policy formulation, they will undergo training programmes related to policy analysis.

Though there has been an increase in expansion and diversification of training programmes during the last few years, the three-tier programme of training for officers belonging to the Indian Administrative Service marks a new beginning in the approach to training for civil servants related to the new emphasis on administrative reforms, with the objective of building up an efficient, clean, goal-oriented and result bound administration. There are four assumptions underlying the new approach to training. First, that as an officer advances in his career, it becomes necessary for him to assimilate new concepts, ideas, techniques and skills. Secondly, that these can be assimilated not only through experience on the job but also through intensive programmes conducted at the institutions like the Indian Institute of Public Administration. Thirdly, the new concepts, ideas and techniques can be put to use in the actual process of administration and fourthly participation in the training programmes is not a matter of individual inclination or a chance occurrence but a compulsory condition of career advancement. What is visualised is a training ladder which must necessarily correspond the career ladder of the civil servants. It is to be hoped that the civil servants themselves will become more aware of the place of training in improving the calibre of civil servants and standard of public administration in country. We are living in a fast changing world and we have to continuously update ourselves if we are to be of any relevance.