Though India had since long a system of training for higher civil servants, particularly for the I.C.S., it is in the post-independence period that there has been a growing realization of training, formal and informal, for middle and lower levels of civil servants. Three factors have given particular urgency to this problem; the shortage of trained personnel caused by the exodus of a large number of civil servants in the wake of independence and partition of the country, the rapid expansion of the functions which Government has been called upon to perform since independence and the need of innovation in administration to meet changes in the economic and social systems. Because of these, training has got a high priority on the agenda of development programme. The emphasis placed on it; however, has varied from government to government, Central and State. At the Centre, the emphasis was laid by all the

1. The Fort William College was established at Calcutta in 1800 and the Haileybury College in 1813. Both these institutions were meant for the training of the recruits to I.C.S. After the introduction of the open competitive examination system in 1854, the I.C.S. probationers began to be sent to the leading British Universities for one to two years (one year for candidates of the British origin and two years for those of Indian origin for training.

2. Almost all the higher officers of British origin, and all categories of officers and employees belonging to Muslim faith left the service of the East Punjab Government. The first category retired prematurely on proportionate pension, while members of the latter category opted for Pakistan.
enquiry bodies appointed in the post-war reconstruction period. However, it was with the establishment of the National Planning Commission in 1950 that a concerted systematic thought began to be given to the problem. The Commission appointed Mr. A.D. Gorwala, a retired I.C.S. Officer, to report upon the existing system of public administration and to suggest methods of making improvements into it. Mr. Gorwala made a realistic analysis of the Indian administrative system and he emphasized the need of instituting elaborate and systematic training programmes under the direction of a Director of Training for training all categories, higher, middle and lower, of the Civil Services in India. The Planning Commission emphasized the place of training in the future programme of administrative reforms in these words:

"Next to recruitment, the training of personnel has considerable bearing on administrative efficiency. In general, in all branches of administration it is necessary to provide for the training of personnel at the commencement of service as well as at appropriate intervals in later years. In addition to suggesting improvements in the existing training programmes for the I.A.S. recruits and the Secretariat staff, they indicated certain directions in which the scope for training should be widened, such as, deputing officers concerned with the administration of economic activities in well-established business organizations for training, securing greater co-ordination between the Central Ministries as well as between the Central Government and the States for getting specialized training to suitable officers under the various Technical Assistance Schemes.

and encouraging civil servants to take study leave at appropriate stages in their career.

After reviewing the administrative requirements for the implementation of the Second Five Year Plan, the Planning Commission noted that "training programmes for administrative personnel were being strengthened in a number of States and now include rural development work. Selected officers with experience and judgement should be appointed to positions in which they can provide close supervision and take personal interest in the training of junior personnel during the first year of service. Greater attention should be given to methods of training in which respect there is need for continuous exchange of information and experience between States."

The Re-organization of District Administration Committee appointed by the Panjab Government in 1961, also emphasized the need of training for officials of all ranks in their programme of improving the administrative efficiency. They proposed that the Central School of Training should be started forthwith and I.A.S. and P.C.S. Officers, Tahsildars and Naib Tahsildars should be given education in it. Besides the stereotyped subjects already dealt into in standing instruction, the School, they recommended, should impart education in:— (1) Public Relations (2) Administration in Modern India and its problems, (3) Five Year Plan (4) Economic Planning and Development including rural problems of the Panjab (5) Living and Working with the people (6) Social work (7) Leadership (8) Techniques of Execution, and (9) Agriculture.

1. Ibid, p. 122.
The Committee also gave attention to the apprenticeship of the I.A.S. and P.C.S. Officers. On an average an I.A.S. Officer should spend five to six years in service before posted as Deputy Commissioner. During this period his posting was proposed to be as follows:

1. One and half years' general training as at present.
2. At least two years in the same sub-division.
3. Thereafter a choice should be made preferably according to aptitude for posting at the Secretariat or as District Development Officer or as General Assistant.
4. So far as possible, he should also spend some period as Additional District Magistrate before being appointed as Deputy Commissioner.

With regard to the P.C.S. Officers, the Committee proposed for a larger period of training. Normally he was proposed:

1. to be posted, as early in his service as possible, to Sub-divisions. This is specially so of those officers who show promise and aptitude for the kind of work involved. He must spend, at least, three years in this post.
2. then to move to the district as General Assistant or District Development Officer and remain there for three years.
3. According to aptitude to move on the Secretariat or as additional District Magistrate if he is senior, otherwise he may be sent to the Sub-Division again.

The Committee emphasized the need of suitable training programmes not only for the administrative services but also for the clerical and ministerial staff. 

1. Report of the Committee on Re-organization of District Administration (Fletcher Committee), No. 184-F30P3/53, June 12, 1953.
2. Ibid, p. 65.
regular apprenticeship", they said, "in the office of posting are, we consider, most essential for the clerks of today are, in many cases, through no fault of their own, untrained, incompetent, inefficient and narrow in their outlook and more often find themselves stagnating or flourishing in one Branch most of their service. For their training too they recommended the establishment of training school for which the following curriculum was proposed:

1. Civil Service Rules, Financial Rules etc.
2. General correspondence, noting and drafting.
3. Shorthand and typing.
5. General principles of good administration under which head, they will be taught the value of honesty, courtesy, punctuality and expedition in the disposal of work.

The training period was to be considered as probation and a candidate who fails to pass the prescribed test at the end of the training period should not be retained.

They proposed a programme of apprenticeship even for those posts. After placement the clerk should work for specified period of equal duration in every branch so that by the end of this period of initiation he will have mastered the office details, gained an insight into the ways and problems of all branches and acquired the knowledge for assuming the more responsible position of Assistant when chance comes. "This system will create", they opined, "a new hope and spirit in our clerks, encourage them to give of their best, ensure their loyalty to and faith in administration and eliminate the corruption now prevalent in certain offices in the matter of posting clerks to certain lucrative Branches."

1. Ibid, p. 64.
2. Ibid, p. 64.
As with the lapse of time developmental activities of the State got momentum and public administration began to enter the welfare phase, training of the civil service became an urgent necessity. As candidates are recruited largely for general categories of the civil service, and not for specific jobs, it becomes necessary to orientate the recruits in the work of the agency or agencies in which they have to serve. With the increase of administrative functions and agencies, haphazard training, or training by trial and error, could no longer serve the purpose. Hence more systematic courses of training were required, and are required, to be devised so as to avoid wastefulness and increase efficiency and effectiveness. The Resources and Retrenchment Committee of the Panjab Legislative Assembly of 1950 reported that "inefficiency in the Government Departments and Civil Secretariat is on the increase. The expansion of governmental functions the inevitable result of freedom and a greater and higher expectation of service by the public at large from their own Government has thrown fresh burdens on the staff, a majority of whom are below the mark in general efficiency and despatch of work." They, inter alia, recommended to the Government the institution of suitable training and apprenticeship programmes for improving the efficiency of the employees.

OBJECTIVES OF TRAINING

Since the State entered the field of economic, business and social welfare spheres, administrative activities have become more and more technical and specialized. The result is that the cult of amateurism which prevailed in the Civil Service of India can no longer go unchallenged. The situation calls in the need of a systematic thinking on the aims and objectives of training and

of devising well-concerted programmes of staff training and development. The main challenge before the Government is to devise a scheme of training which would increase competence and expertise in the civil servants without impinging upon their broad outlook and general intellectual attainments. In Britain, where, like India, general mental culture is given preference to specialized skill in the making up of civil service, the Asheton Committee laid down a two-fold aim of Civil Service Training. On the one hand, they emphasized the need of a training for cultivating vocational expertise to enable the civil servant to do his business with precision and clarity, a flexibility of outlook to enable him to adjust to the needs of new times, and a capacity to equip him not only for performing his current duties more efficiently but also to fitting him for other duties, and, on the other, they laid stress on the "need to develop resistance to the danger of the civil servant becoming mechanized by the machine" and therefore, they pointed out the need of broader educational and of morale building programmes.

There has been, at the national level, a progressive realization of these aims as the institution of the Foundational Course at Mussoorie and other training courses at the newly-established all India Institutes, to be discussed presently, would indicate. In addition, attention has also been given to those factors, peculiar to India, which require the setting in of other objectives. In the first place, the ever-expanding role of Government and the increasing need of competence and expertness in the public services have forced the problem of training of the civil servants not only in the current work of the administration but also to develop their potentialities for enabling them to

1. The Committee on Civil Service Training Report, Cmd.6525 of 1944
undertake any unforeseen work which administration may be called upon to undertake in future. Thus, A.D. Gorwala in his report submitted to the Planning Commission in 1951 said, "Training, besides aiming at precision and clarity in the conduct of business and improvement of staff morale, must also encourage the civil servant to see his work in its widest context and to preserve with his own educational development. It must prepare him for higher work and greater responsibilities and attune his outlook and methods to the needs of changing times." 1

Another factor which has placed the question of training in the forefront in the programme of personnel administration is the very great need of national integration and solidarity. India is a vast land, full of numerous castes and communities, speaking different languages, professing different religions and facing different types of problems of life. So, in spite of her political unity, India stands in dire need of emotional integration. And as civil service here have been considered as a lever for social and political reform, it has been increasingly emphasized, since independence, that the civil service should not only itself develop a spirit of nationalism and patriotism but should also be an instrument of fighting against sectarianism, provincialism, linguism and parochialism. This desire has reinforced the argument for providing institutional training to the civil servants and that largely accounts for the large number of civil service training institutes that have risen up in the country since independence. Therefore, emphasis is put upon developing a common outlook and esprit de corps among the civil servants. The Director of the National Academy of Administration emphasized this point in his inaugural address delivered to the 1. Report on Indian Public Administration, p. 59.
probationers of the first Foundational Course.

Yet another impact of the new socio-economic activities of the State upon the system of civil service training has been in the field of technical education and research. The Third Plan says, "Low levels of consumption, saving, productivity and employment are different aspects of the central problem which India faces in common with other under-developed countries. Basically, the task is one of developing the natural and human resources of the country through the widest possible use of knowledge and technology and improved organization within the framework of a well-conceived long term plan. The aim of India's scientific policy were set forth in the Scientific Policy Resolution of March, 1958 in the following terms:

(i) to foster, promote and sustain, by all appropriate means, the cultivation of science and scientific research in all its aspects - pure, applied and educational;

(ii) to ensure an adequate supply within the country of research scientists of the highest quality and to recognize their work as an important component of the strength of the nation;

(iii) to encourage and initiate, with all possible speed, programmes for the training of scientific and technical personnel on a scale adequate to fulfil the country's needs in science and education, agriculture and industry and defence;

(iv) to ensure that the creative talent of men and woman is encouraged and finds full scope in scientific activity;

(v) to encourage individual initiative for the acquisition and dissemination of knowledge and the discovery of new knowledge in an atmosphere of academic freedom and in general;

(vi) to ensure for the people of the country all the benefits that can accrue from the acquisition and application of scientific knowledge.

With the object of fulfilling these aims the Government decided to offer good conditions of service to scientists, associate them with the formulation of policies and give them an honoured place in national life. With a view to further fulfilment of the same aims, a number of national laboratories have been established for carrying on fundamental research and also a number of National Institutes of Technology are being started in different parts of the country for training people and carrying on research in applied sciences. As the economy of the country grows, there has to be emphasis not only on numbers but also on quality and experience. The Third Five Year Plan aims "to view the problem of producing requisite trained manpower in their broader context. On the one hand, they bear upon the character of education at each stage in school and college and on life in the home; on the other, they encompass the entire system of management and organization in industrial and other undertakings and the lines along which research is undertaken and its results applied." The Planning Commission has emphasized the desirability of reorganization and expansion of existing institutions, development of large number of new institutions, special measures for obtaining and training teachers and

1. The Third Five Year Plan, p. 617.
instructors, introduction of new techniques for intensifying training and shortening the periods needed, expanding facilities for imparting practical training and developing new ways of making use of trained personnel as a scarce key resource. They have further emphasized the need of constant re-examination of ideas and practices in vogue in the field of training in the light of experience and assessment of the developing needs of the economy. Thus, as we shall see later on, the planned economic development has been having a deep impact upon our civil service training not only in the administrative-clerical field but also in the technical, scientific and engineering fields, as well as upon the development of scientific knowledge and research.

The above analysis calls one important fact to attention, namely, that the thinking and planning about civil service training is largely being done on the national plane. Such a situation has certain advantages but also certain disadvantages. Thinking and planning at the all-India level would bring about uniformity in policy as well as in programmes. It would also tend to centralization of the training programmes which would, inter alia, secure higher standards in training. But the main disadvantage of such a system is that State Governments would begin to depend entirely upon the Union Government and would, thus, tend to forget their own responsibility in the matter. Another drawback of the system is that as the Union Government can, at the most, cater to the training requirements of the higher classes, the training of the middle and lower classes of the Service would suffer through neglect. There is already a tendency in this direction which has been causing a serious flaw in our Civil Service training programmes. It would be a much happier situation if the State Government does its own bit of thinking in the matter and devises programmes.
of training to meet the specific needs of its administration. This may be done both to supplement the training given by the Union Government and to provide proper training to those classes which do not come under the training programmes of the Union Government. There is an urgent need for having a training cell in the General Administration Department.

The regional aspect apart, civil service training here has not yet been conceived in its fuller perspective. In a welfare state, training is not only post-entry training to be given in the initial stages of one's career but is to be a continuous process throughout the career of a civil servant, if he is to be equipped adequately for the complexities of tasks which keep on increasing in these days of rapid changes. It is not limited to imparting certain information or knowledge to a certain class of civil servants but embraces the whole programme of civil service development from the base to the top for enabling the individual civil servant to meet the present and future requirements of the public service effectively. Training, when understood in this sense, becomes an integral part of management. The process does not end with the imparting of a training course at some institute. But it is a continuous process which lasts for a whole service period of the employee. In this process, the trainer's functions mesh with those of the supervisor in helping to guide and facilitate the employee's continued growth. Personnel management in this State is still far from the stage when it would take systematic and self-conscious staff development as one of the principal tools of efficiency and economy.

MODES OF TRAINING

The traditional approach to training for civil service in India has been to make the man learn the job by doing it. But
to make at-the-job training effective, a system of probation followed by a departmental examination has been in vogue for a number of civil service categories in Panjab.

**PROBATION**

Probation is the consummative step in the recruitment process and as such, forms part of both the recruitment process and the training process. No method of recruitment, however carefully and dynamically devised, can be perfect and therefore, the appointment of a recruit is not finalized unless his qualities, like resourcefulness, courage, sense of quick and correct judgement etc. which can be judged only while the candidate is actually engaged in the work for which he is being selected, are ascertained. In this context, probation appears as an important selection device. But where recruitment of the civil servants is made for broad categories of public office and where new recruits are largely left to themselves to pick up the know-how of their jobs, probation becomes a means of training. In this State, as in other States and Central Government of India, probation has also been utilized as a training device. Usually one to two years are provided as a probationary period, during which the selected candidates have to acquire the knowledge and skill required in the performance of their job, for ascertaining which the Government has prescribed certain departmental examinations. In case of the administrative and revenue services these departmental examinations are conducted by the Financial Commissioner's Department while in the case of the clerical-supervisory services, they are conducted by the Chief Secretary's office. These two departments maintain separate examination branches for the purpose. These departmental examinations are of a specialized nature and they mostly test the candidate's acquaintance with the departmental rules and
regulations as well as his general competence to understand the typical administrative situations, which an officer of that department has to encounter in the ordinary course of his official activities. These examinations are held periodically, usually twice a year and it is upon the results of these examinations that a candidate's confirmation in his post and seniority in his service or cadre are based.

However, this system is applied only to the administrative and clerical services and not to the specialist services where the confirmation of the appointees is based only on the confidential reports of the heads of the office. As no objective criteria has so far been devised to assess the qualities or efficiency of the appointees this system of confidential reporting is largely a matter of subjective opinions and, therefore, does not produce a healthy effect upon the morale or administrative efficiency of the civil servants. It is only rarely that the probationary system is used as a selection device to eliminate the incompetent and, as the Fletcher Committee said, "an adverse confidential report is more a presentation of the superior's animus against an unyielding subordinate than a correct report of his past year's performance or capacity." So, in order to make probation an effective means of personnel management it should be raised above the level of a ritual to which it has descended and be made an effective device of eliminating incompetence and improving efficiency. The system of departmental examinations, so far as it goes, is all right. But neither it can be universally applied nor is it a

1. Conclusion based on the information drawn from interviews with higher officers.

sure test of one's personal capacities. The existing system of confidential report is by far the best, provided it is re-inforced through some objective device of efficiency rating and the employee concerned is given an opportunity to see the report and represent his case before the finalization of decision of the Government. Besides this, the promotional policy of the Government should be properly linked up with its training policy so that there may be maximum opportunities in the Department for the fuller development of the potentialities of its personnel. At present, there appears to be no correlation between the two, with the result that many a brilliant chap gets disgruntled with the pace of his progress and either quits the civil service prematurely or gets rusted.

The above is, however, only an informal method of training. The State has of late also developed a system, or rather systems, of some formal training which has now taken the following different forms:

1. Administrative training.
2. Job Orientation training, and
3. Office Methods training.

Before we pass on the analysis of these training courses, it appears necessary to point out two things, viz., first, that courses studied herein are only illustrative rather than exhaustive, and second, that the major part of these programmes is managed by the Union Government.

1. Administrative Training may be defined as a systematic study through lectures, seminars, syndicates, foreign tours and refresher courses, of management of men, materials, the human aspect of administration and certain aspects of public relations of work etc.
Administrative training for the civil service of the State is comparatively better organized than others. But even here training is, for the most part, organized by the Union Government and the administrative personnel of this State avail of these facilities along with their compatriots in other States of the Indian Union and such training is mostly available to only the top civil servants.

**Indian Administrative Service:** The best organized training is provided to the I.A.S. Officers. Immediately after his appointment, every recruit to the I.A.S. enters the National Academy of Administration where he undergoes a course of training for one year. During the first five months, the I.A.S. probationers get, along with the fresh recruits of other all-India and Central Class I Services, training in the foundational course which comprises of general academic subjects, such as:


2. The Constitution of India—its evolution, basic principles and main provisions.


4. Indian Economy;

5. State and Social Services;

6. Science and Technology

7. Statistics;

8. Population Trends according to Census Report;

9. Indian Culture and recent History of Progress in Science, Art and Literature;

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1. The Academy was established at Mussoorie in September, 1959 by the amalgamation of I.A.S. Training School, Delhi and the Indian Staff College, Simla.
(x) Phonetics and Linguistics along with common features of the various languages prevalent in India;

(xi) Basic principles of law, including personal law, equity and jurisprudence; and

(xii) Hindi.

The I.A.S. probationers continue this study for the remaining seven months of the year even after the close of the foundational course. The object of this training is not to fit the probationery for any particular job, but to cultivate his mind, broaden his outlook and give him an understanding of the essence of the Indian Constitution and of the role he is meant to play as officer of the higher civil service operating under that Constitution. Stress is also laid on the basic training for the formation of the right mental attitude to questions of personnel and public conduct.

At the end of the year, the probationers have to undergo an examination conducted under the supervision of the Union Public Service Commission. The Examination is both written as well as oral. The written papers are on General Administrative knowledge (mainly embracing Economics, General Administration and District Administration) and Indian Criminal Law and Procedure. There are written as well as oral tests in Hindi and the regional languages as also qualifying tests in horse riding, motor mechanics and rifle and revolver shooting. There is

1. Explaining the object of the foundational course at the time of inaugurating the first course on 16th May, 1960 Shri A.N. Jha, the Director of Academy observed, "The syllabus of study for the foundational course has been so framed as to provide officers of the higher services with an understanding of our history and culture and of the constitutional economy, social and administrative framework within which they will have to function. Then again, the concept of a democratic welfare state which you, civil servants, have to serve requires that you should not merely understand the mechanism for the exercise of power and authority but should be fully imbued with the ideals of service and must have a humanitarian approach to the problems that you will be called upon to solve". The Foundational Course J.N.A.A.A., Vol. V, No. 3, p. 1.

2. S.B. Bapat (Principal of the I.A.S. Training School at that cont
Finally a personality test by an interview board of the Union Public Service Commission to assess how far the recruit has really benefitted from the basic training made available to him. Those who have passed in all these tests enter the active service of the State. Here, in the Panjab, an I.A.S. Officer is exposed for the first five to six years to the stresses and strains of administrative situations in minor and less responsible jobs before he is assigned the full charge of a district or department. After a few months' stay in the district, he is usually sent to the Revenue Training School, where he along with the P.C.S. probationers, Tahsildars and other revenue staff, undergoes a course of training in the revenue and general administration for a period of seven months. The School is located at Chandigarh and has on its staff a Principal, who is a senior P.C.S. Officer, and some instructors from amongst the ranks of Tahsildars and Qanungoes. The course of study at the Training School is organized into five stages. Stage I comprises of introductory lectures on the general outline of the Revenue Work and Dowie's Settlement Manual which are spread over fifteen days. Stage II comprises of practical work in Survey and Record of Land. Trainees are required to use correctly mutation register, daily diary of events (Roznamcha Waqiat) and mapping papers for tatimas in various capacities as Patwaris, Qanungo and a Revenue Officer. They are also required to write all survey and record papers in their own hands. This stage also includes lecture work as well as tour of Tahsil office to see time), "Training the Indian Civil Service in IX I.J.P.A., Vol. I, No. 2, p. 123.

1. Ibid, p. 123.

2. Information drawn partly from the Prospectus (mimeographed) of the Panjab Revenue Training School and partly from the interview held with the Officer Incharge of the Training Programme at the School.
the actual working of land Revenue. This stage is stretched over 2 months. Stage III includes a general training in village administration. Each trainee is placed formally in charge as Naib Tahsildar for one Janungo circle in the neighbourhood of the School and has to deal with the revenue work of the ilaqa. They are also taken to Tahsil headquarters to explain to them the points for inspection of Tahsil and of Sadar Janungo's offices. This stage is covered up in one and a half months. Stage IV includes lectures on Development and Public Administration, Five Year Plans, Community Project and National Extension over fifteen days. Stage V covers up practical training in assessment and is meant only for the I.A.S. and P.C.S. Officers. During the first week a camp in rural area is organized and trainees visit places concerned with revenue training. On return to the School, each trainee has to write a brief assessment report of a block of about 10 to 20 villages on the model sketched in the Settlement Manual. They are also required to prepare brief survey of the revenue and economic conditions of a village. This covers up a period of two months. The training is organized from the 1st of October to 30th of April, every year.

Obviously, what the Revenue Training School aims at is only a job orientation rather than any administrative training. And as there is no other administrative training institution for the training of the State Civil Servants, members of the P.C.S. and other junior administrative services have no advantage, like the I.A.S. officers, of getting the general administrative training. After the completion of the revenue training, the officers are given assignment either in the district administration or in the Secretariat according to their service and status. For the I.A.S. and P.C.S. officers, the first five or six years of service are considered as training
period when they are supposed to undergo a at-the-job training which is technically known as the *Circular Training Method! Under this system, the probationer is, first, attached to the revenue department of a district. The District Officer entrusts this revenue training of the probationer to the Revenue Assistant. Here he learns the general outline of revenue assessment and collection as well as the maintenance of revenue records. Then, he gets training in executive and judicial matters under the Additional District Magistrate. Here he acquaints himself with the work of the various branches of the District Officer's office. At this stage, he is often appointed as the General Assistant, in which capacity he takes administrative charge of the Deputy Commissioner's office. He is also given training in the duties of the police and jail officers. After that he is sent to some Community Project Centre or Development Block in order to get practical training in the Community Project Administration and have an insight in other social welfare activities of the State. After a spell of two to three years in the District Administration, the probationer is sent to the Secretariat as an Under Secretary or in some other administrative capacity where he is acquainted with the organization and procedure at the policy-formulation and directional level. This period also lasts from two to three years. During all this period of training, the probationer have to pass departmental examinations periodically. Only then are they eligible to hold posts of higher responsibility and authority. After the successful completion of this period, the I.A.S. Officer is promoted to the senior scale of his salary and he begins to hold full charge of the office either as Deputy Commissioner in a District or as Deputy Secretary or Director at the Headquarters. The P.C.S.

1. Information secured from the Chief Secretary's Office.
officer also becomes eligible to the full charge of the junior administrative offices, such as sub-divisional officer or Revenue Assistant or District Development Officer in the District Administration or Deputy Director or equivalent office in the Secretariat.

During the British rule, this training at the job used to be very well planned. From the beginning to the end of his training period, the probationer was placed under the tutelage of some senior officer. Usually a junior I.C.S. Officer on first appointment stayed for the first few days at the house of the Deputy Commissioner as his guest and, thus, had boundless opportunities of seeing things for himself and learning things without any formal teaching. He started work at the bottom of the official hierarchy and got first-hand experience of the working of the various departments of the Collectorate. The Deputy Commissioner often took him out on tour where he learnt the nature of work in the villages and there he saw for himself the various village agencies at work. Similar training went on in the Secretariat. At all these stages, the probationer learnt and worked under the guidance of a senior officer who took keen interest in the development of his junior partner.

This method of training has much to commend for. The real aim of training is to open up the minds of the trainees by bringing them into direct contact with administrative life, with concrete problems and with different human and social conditions so as to give them a feel of life and reality. This object is better achieved when the trainee learns things actually at the job under the guidance of an experienced administrator. But since independence, the system has lost much in substance, although it still continues in form. The main causes for this unhappy state of affairs are two; firstly, the scarcity of
experienced officers most of whom have drifted towards the Central and State Secretariats, Public Corporations and diplomatic services, and secondly, the lack of personnel planning which does not allow recruitment to keep pace with the personnel requirements of the fast-expanding administration of the State, because of which officers have to be prematurely put into responsible jobs. For instance, very junior P.C.S. Officers are being put to the post of District Development Officer, a fact which even the Government admits that "it is correct that Government has not been able to provide experienced officers for District Development Officers' posts and transfers have been frequent", that this has been so due to the expanding demand on the P.C.S. cadre owing to huge programmes undertaken by Government and that till the position stabilises "this position is inescapable". It is very essential that the training of the officers in working charges should be carefully planned and directed. In spite of the fact that senior officers are pre-occupied with the ever-increasing responsibilities of the administration, it should be an important part of their duty to supervise and oversee the work of junior officers, for the forging and tempering of the raw human material into an efficient instrument of administration is the foremost step in increasing administrative efficiency. Placement and transfer are, again, important instruments for the at-the-job training of the officers. Wrong assignment of work makes the probationer lose interest in his work and hampers the development of his inherent potentialities. Similarly, too long a stay of an officer on the same type of work tends to staleness and inefficiency,

while too frequent changes have an upsetting and retarding effect. So the optimum development of the available manpower requires a proper personnel planning where adequate attention is paid to the qualities and shortcomings of individual officers and postings and transfers are carefully planned so as to give the right experience to the right officers at the right time. "The exigencies of public interest must, naturally be given due weight", as Mr. A.K. Chanda says, "but it should not be forgotten that, in the long run, the needs of the administration are better served by long term personnel planning even when it includes a short term sacrifice of immediate convenience". Likewise, the U.N. Committee on Technical Assistance has maintained that "difficult though it may be to spare valuable officials from their desks when workloads are heavy and personnel is in short supply, there is no better investment of time and money than a considerable commitment in the field of training".

TRAINING FOR HIGHER ADMINISTRATION

The exigencies of a developing dynamic administration are such that they require a continuous change and development in the ideas and temperament of the administrator. Hence, the civil servants need a continuous doze of inservice training or orientation to be periodically administered in some formal or informal way; opportunities of some such training exist for the civil service of the State, though scarcely for the junior services. They appear in the form of refresher courses

and seminars as well as in that of study leave and deputation for higher education and training abroad. For training within the country, four institutions deserve special mention: namely, the National Academy of Administration, Indian Institute of Public Administration, the Central Institute of Study and Research in Community Development at Mussoorie and the Administrative Staff College at Hyderabad.

NATIONAL ACADEMY OF ADMINISTRATION

The Planning Commission had pointed out the need of improving our training programme in the very First Five Year Plan. It had then observed, "It is necessary to provide for the training of personnel at the commencement of service as well as at appropriate intervals in late years." In pursuance of this object, it had recommended that the I.A.S. Training School should be developed as a kind of staff college for the higher grades of administrative services serving both at the Centre and in the States. Similar views were expressed from time to time by other bodies and persons.

A beginning was made in 1957 by starting a Refresher Course at the I.A.S. Staff College, Simla for the I.A.S. officers with a standing of six to ten years. Only very few officers from the States could, however, avail of this course. Meanwhile, the Home Ministry further examined the question of training of the higher administrative personnel and as a result of its incessant efforts the National Academy of Administrative was started from September, 1959 by combining the I.A.S. Staff College and the I.A.S. Training School. Besides

1. First Five Year Plan, p. 124.
running the Foundational Course and the I.A.S. training course of one year, the Academy also runs a six weeks' Refresher Course for Officers of a seniority of ten to fifteen years. To start with, this course is proposed to be run for I.A.S. officers but in due course it would be thrown open to senior officers of the other services also. The importance of such a course for senior officers of all the services, general as well as technical, cannot be minimized in the context of a dynamic administration with its rapidly increasing activities in the social and economic spheres. It is vital for senior civil servants to get together to exchange notes and to keep abreast of the latest thinking on the various problems facing the administration. With the type of dynamic administration that we need and with all the variety of problems that our administrators have to face in their day-to-day activities, it is all the more necessary that civilians of adequate seniority and experience should come together for acquiring a fresh understanding of these problems for sharing their experiences with their colleagues elsewhere and for making an objective study of the various administrative experiments which are being undertaken in different parts of the country. Such an exchange of views is not only desirable but essential in view of the vastly changing nature of the duties of the civil service and the fast-expanding sphere of governmental functions. But the Academy, being a training institute, can provide only a limited opportunity for the advancement of one's knowledge. It cannot help the individual civil servant to extend his knowledge of the fundamentals of the administrative and other Social Sciences and get acquaintance with the latest trends of thought.

1. Ibid, p. 7.
and research-things so essential for civil servants of a social welfare administration. To meet this need, the Government of India sponsored the Indian Institute of Public Administration in 1954. The Institute is a voluntary organization registered under the Indian Societies Registration Act, drawing its membership mostly from amongst the civil servants and university teachers, engaged in the study and teaching of public administration. Its most important objective is "to promote and provide for the study of Public Administration and Economics and Political Science with special reference to Public Administration and the machinery of Government". The Institute has drawn an ambitious plan to lay the foundation of administrative reform and, at the same time, to give Public Administration both a professional and practical basis. For this purpose, the Institute has started a School of Public Administration which, jointly with the Institute, maintains a library of basic reference books and documents on the subject. It imparts training to internees and civil servants and also runs a postgraduate diploma course to which university teachers and young civil servants are attracted through fellowships and deputation allowances. The short-term courses run by the School are generally attended by officers of the rank of Deputy Secretaries to State Governments and of University Lecturers. They have been found to be useful for middle rank officials. The importance of such special courses is that, besides providing opportunities

1. Some of the Training Programmes carried out in the institute are as follows:

(1) Four months Training course held from November 14, 1960 to March, 1961 for non-technical graduate apprentices. The major subjects of study were: Administration in Public Enterprises; O & M; Personnel Administration, and Labour Relations. IIAPA Newsletter, Vol. IV, No. 10.

contd.
to such officers to exchange ideas about their problems with their counterparts in other States, they bring them in contact of the most up-to-date thinking on the problems which face them. The Institute has also organized regional branches in the different State headquarters, including one in Chandigarh, and local branches at various other places which act as discussion forum and a focal point in stimulating, outside the Government and inside it, interest in and action towards a continually improved public service. The Institute also maintains a professional journal entitled 'Indian Journal of Public Administration' which has proved to be very informative and stimulating source of knowledge on Indian Administration. The Institute has also taken certain steps towards guiding and directing a basic research programme in Indian Administration. The Institute is also trying to develop teaching materials for Government personnel.

(ii) Seminar for University Teachers on "Public Administration Study, Teaching and Research", from March 7 to 11, 1960. The subjects of discussion were: The Place of Public Administration in the Curriculum, syllabus and Teaching methods, Methods of research, Comparative and International Administration as field for attention in teaching and research; India's distinctive needs in the teaching of Public Administration and Research. II PA Newsletter, Vol. IV, No. 3.

(iii) A Workshop on O & M Problems was organized by the Institute in collaboration with the Central O & M Division from January 27 to 31, 1961 on: (1) Elimination of Bias in Administration; (2) Distribution of Executive Time; and (3) Techniques of Project Preparation and Progressing. II PA Newsletter, Vol. V, No. 2, p. 1.

(iv) Refresher Course for senior officers of the Indian Airlines Corporation from 31st July to 22nd August, 1961. The major subjects of study were: (a) General course dealing with latest theory and practice of the Industrial Management (b) specialized course dealing with aspects of peculiar interest to different departments of the I.A.C.; Engineering and Operations, Stores and Traffic. II PA Newsletter, Vol. V, No. 6.

To develop a higher executive capable of shouldering the ever-increasing responsibilities of community development administration, the Institute of Community Development was established in June, 1958. It provides facilities for study in community development to top-level administrators and technical personnel, drawn from the States and also to the Central and State legislators. The Institute conducts orientation courses of twenty-five days in the form of Syndicate Studies and group discussion. The main objective of these courses is to bring the key personnel in the political and administrative life of the country together and to enable them to interchange ideas and experiences, get a better understanding of the inter-relationship between the Community Development Programme and the over-all national plan and appreciate how the respective official and non-official roles complement each other in the achievement of the national goals. These courses are not in the nature of organized training of the normal administrative pattern but primarily aim at stimulation of thinking in the key personnel engaged in the programme and exchange of thought and experiences. In the words of the U.N. Mission, so far as officials are concerned, "Thus the intention of the courses is to get the trainees to take a new look at what may seem to them an ordinary job of administration, to clarify the new dimensions imported by the Community Development Programme in their assignment and to promote their sense of social responsibility in terms of their dimensions." Thus the Institute's training aims to orientate and 

The programme of each course comprises of:

(a) Presentation of Field Problems by individual members.
(b) Syndicate Study of Selected Problems.
(c) Talks by Guest Speakers.
(d) Presentation of papers by individual members.
(e) Consideration of the result of Research Studies and
(f) Book Reviews.
refresh the top administrators' mind in the philosophy and technique of a dynamic developmental administration.

The Institute is also endeavouring to become a clearing house of information on community development by making a systematic compilation of the material and providing bibliographical service for keeping the Development Commissioners and other programme workers, training centres and participants of orientation courses abreast of the essential knowledge on the subject. Besides, the Institute has also taken up an ambitious programme of conducting fundamental research in community development in co-operation with Universities and Research Institutes in social sciences. It is also trying to compile a book of case studies in concrete action situations arising in the process of rural community development in India on the lines of E.K. Spicer's "Human Problems in Technological Change". It has also programme of studies in the methods of recruitment of staff and in evolving criteria and aptitude tests for selection of suitable village level workers. The Institute has also been given a responsibility of providing academic guidance to community development training centres.

All these measures would, it is expected, gear the administrative personnel to the task of community development programme and would, thus, enable the State to transform itself into a Welfare State. In the words of B. Mukherjee, the main purpose of refresher courses is "to help in stimulating and guiding the process of self-education which the initial training should start off in the workers". So far as they go, these

1. B. Mukherjee: Community Development in India, p. 262.
courses have been serving a useful purpose in the reorientation of the outlook of the senior officers. However, the share of the Panjab in this training programme is so insignificant that it would take quite a long time to produce any tangible effect upon the outlook of the Panjab civil service. To take up, for instance, the Panjab sent a quota of fourteen trainees inclusive of non-official participants in a total strength of two hundred and thirty-three. Out of these fourteen, one was a Deputy Secretary, three Deputy Commissioners, one B.D.O., two Deputy Heads of Executive Departments, five Regional Officers and two M.L.A.s and M.L.C.s.

ADMINISTRATIVE STAFF COLLEGE

India's determined effort to industrialize the country rapidly has created the need of Business and Industrial Management studies and training in the country generally and of developing an entrepreneurial skill in the public servants in particular. Soon after the attainment of independence, the Government of India constituted an all-India Council for Technical Education. A State Council for Technical Education was constituted in Panjab in 1954. Through the initiative of these Councils, a programme of management studies is being developed in the various parts of the country and of the State. In 1967 the Government of India established in Hyderabad an Administrative Staff College on the pattern of the Henley-on-Thames College of England. These two Colleges have grown out of "the belief that the scale and complexity of modern industrial and commercial enterprises and governmental functions had outstripped managerial and administrative practices". Their

primary object is to cultivate administrative skills and talents and to develop an awareness in the trainees drawn both from the Government and the industry which would help them to tackle their own jobs with a broader vision and deeper understanding. Only senior executives from Government and industry are sent to take up this course. The training method followed therein is through the Syndicates and Seminars. The courses of training extend over six months and generally comprise of six parts, viz.,

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<tr>
<th>Part</th>
<th>Course</th>
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<tr>
<td>A</td>
<td>Comparative Administrative Structure</td>
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<td>B</td>
<td>Internal Relations</td>
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<td>C</td>
<td>Specialist Functions</td>
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<tr>
<td>D</td>
<td>External Relations</td>
</tr>
<tr>
<td>E</td>
<td>Constructive Administration and Role of the Directing Authority</td>
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Part A is a general preliminary survey in which each member of the Syndicate describes the outline of the structure of the organization to which he belongs. Part B deals with matters relating to direct internal control of an organization, such as, inter-relation of departments, delegation, control and accountability and management of the individual. Part C covers specialist functions, such as, Production, Management, Office Services, Personnel Management, Marketing, Sources of finances, and Research and Development. Part D discusses the inter-relations between two or more authorities, particularly, relations between industrial management, trade unions and Governments, Central and State. The increasing role of Government in this country, as initiator of economic development, is also studied in this part. In Part E, the participants have to apply the conclusions reached in the study of the earlier Parts to the problems of constructive administration and have, more specially, to think of the theory and practice of dynamism in management. Part F is a summation of the whole course in the light of the role of the directing personnel in organizations of different
types. In addition, the participants are also given instructions in the use of figures by management for purposes of control, the study of biographies of some of the personalities who have made their mark in different fields of administration or public life and the study of a special subject relating to correct problems.

**OTHER METHODS OF ADMINISTRATIVE TRAINING**

Mention may here also be made of the other means of administrative training for the top personnel. These methods are seminars, conferences, deputation and study tours to foreign countries and to the international organizations. Seminars and conferences have come very much in vogue since we started our economic and community development programme. Seminars have been more specially used in the Community Programme. They have been held at the all levels—block, district, State and inter-State—and in them all classes of workers, official as well as non-official, have participated. Through these seminars, participants were given general acquaintance with the community development programmes and an understanding of some of the problems. They also aimed to create in the participants the capacity to think individually and in groups. These seminars have also helped to promote mutual understanding and fellow-feeling among the official and non-official workers, on the one hand and the generalist and specialist officers, on the other. In the beginning, these seminars were meant to be only discussion forums and no conclusions were reached or decisions taken on the subjects discussed. But in the latter seminars more emphasis began to be placed on reaching conclusions and decisions and these tended to become repetitive and the discussions followed 1. Administrative Staff College; "A Note on the Courses of Study held at the College"; 1960.
the old beaten tracks. The holding of further seminars in the community development administration were accordingly stopped in 1959. In other fields of administration, however, seminars continue to play an important part in reorienting the views and outlook of administrators.

Conferences of different classes of administrators and professionals are, like seminars, an effective media of promoting personal acquaintance among individual officials with common interests and problems and of advancing programmes of action in their respective fields. In the field of community development, the Development Commissioner's annual conference, for instance, has been playing a very important role in pinpointing the defects of the development programme and machinery and in finding out solutions to many ticklish problems which the field officers have to encounter in their day-to-day work. These periodical get-togethers foster dissemination of professional knowledge among a large number of people and stimulate joint and individual researches and help in solving many an important problem in the profession. In other countries, they have also proved to be of much benefit in turning up the general tone of public services. "By the growth of the number and influence of these professional groups," says Dr. L.D. White, "the competence of the Public Service is favourably affected; its impartiality and objectivity are more nearly assured; its capacity to some long time programmes intelligently increased, its prestige is elevated."

Another way open to the higher civil servants to refresh their minds and brush up their knowledge is to go abroad.

on study tours or on delegations or deputation. Under the British rule, a large majority of the higher civil servants were educated in foreign Universities and members of the I.C.S. were selected in India, after selection to the service, sent to the United Kingdom to be attached to certain leading Universities in that country for a period of two years. This system helped the officers to broaden their outlook and mental horizon and better equip themselves intellectually and culturally for the higher type of administrative work. These opportunities having now gone, there arises a greater need of encouraging officers to go abroad on "sabbatical leave". The Government of India and certain other organizations, like the Indian Institute of Public Administration, the Central Institute of Community Administration and certain foreign and international educational foundations award fellowships to the civil servants to go abroad for higher studies. Besides, opportunities exist for selected officers to serve in the U.N. Secretariat and other specialist organs of the United Nations Organization, as also to go abroad as members of the Indian delegation on some State business. With the increase of India's trade and industry and of her importance in the international, political and economic life, more and more Indian officers would get this opportunity. If selection to these deputation and delegation and fellowship assignments is properly devised, then it can be possible to spread the benefit of foreign training and experience over a much wider field of the civil service than is being done at present. At present, not only the selection of officers for fellowships to foreign countries is at random, but there is also no proper utilization of the trained officers after their return. For instance, two senior officers of the State went abroad for O & M training and on their return one was posted in the Agriculture Department and the other in the
Legal Remembrance’s Department where they did not have the remotest contact with the O & M Branch. Another officer got training through the United Nation’s fellowship in Personnel Management, but a few months after his return, he resigned from the Government and joined a private business firm.

But further education and training of the civil service is not entirely a responsibility of the State. The individual civil servant is as much responsible for his advancement as the State and, therefore, every civil servant should avail of whatever opportunity by way of study leave or night courses he can get to advance his knowledge and educational qualification. For training the individual official for a higher job, the State’s responsibility should be confined, for the most part, in providing a liberal system of study leave. In U.K., the Asheton Committee had recommended that selected officers should be granted a year’s sabbatical leave about the middle of their service to broaden their minds by overseas travel and by a study of public administration in other countries. In this matter, the Universities in India also owe responsibility to the country. They must devise short part-time courses in Public Administration and through night classes equip the middle and lower rank officers to advance their qualifications and knowledge. There are courses of this type run by the London School of Economics and Political Science and the Washington University. The Panjab University in this State is best suited to institute some such courses, as it has set up a Department of Public Administration recently. These courses may be regular as well as periodical. They would immensely benefit the middle and lower ranks of the civil service.

our administration which are really the weakest link in our personnel administration. Public servants should not only be encouraged to take advantage of these University courses but there should also be arrangement of seconding them for, say, a period of six months to other States of the Indian Union and to public corporations or some big business concerns. This would broaden their experience so as to enable them to get better insight into the methods and problems of the commercial and industrial world. It would also equip them with the latest organization and method technique, at present so much lacking in our administration. As the middle and lower middle hierarchies are the backbone of our administration, they have to be better equipped both intellectually and emotionally to carry the increasing burden of our welfare administration. Unless there is a change of the hearts and minds of these classes of the Civil Service, our administration cannot become welfare administration for it is they who carry the welfare programme into execution and who come in contact with the citizens for whose welfare the programmes are executed.

Apart from this, our civil service, at all levels, stands in dire need of a grounding in the principles of Social Sciences. It would be impossible to achieve the ideal of the democratic welfare administration unless our civil servants are imbued not only with the philosophy of democracy and the welfare state but also with those basic concepts which sustain the modern society in all its forms and ramifications, functions and relationships, and belief and dogmas. Until the end of the British rule, public administration in India remained something like a mystery which could be known only to those who were privileged to enter the precincts of the civil service. Moreover, to the practical mind of the Britisher, there has remained here,
as in Britain, a reluctance "to consider public administration as a science with a body of fundamental principles and the insistence on treating it as an art or mystery revealed only to those who have followed the initiatory rite, through which they have passed on alternately as a faculty inborn, which is denied to all who are not blessed with it at birth? No doubt, administration is a human process largely depending upon first-hand experience drawn from actual administrative situations, but experience cannot help raise a person from the drudgery of routine action unless his mind is capable of grasping a situation in all its facets and of weighing each and every problem in all its pros and cons. The development of such a theorising faculty needs a sound training into the principles of Public Administration. Theorizing does not deprive Public Administration of its pragmatic nature, but, in fact, reinforces it. For "theory is not doctrine;" as Dr. Herman Finer says, "it does not lay down commandments regarding what ought to be done. Theory is neither more nor less than the quintessence of many generations of experience ranging over many areas and countries - it is necessary to become aware of all the possibilities by assimilating a body of principles drawn from the study and analysis of innumerable experiences sifted out and compared with each other? The role of a civil servant in a welfare state is, as explained earlier, that of a social scientist in action. In order to be able to act properly and effectively, he must have a scientific acumen of both observation and reflection. This acumen he can develop only by a systematic and sustained education in the theory and practice of social sciences. In fact, there is, in this country, as already pointed in the

1. Harvey Walker: Training Public Employees in Great Britain.
a class of thinkers who even ask for radical change in our recruitment system so as to draft into the administrative class persons who have had advanced training in higher educational and research institutions and who have developed advanced techniques of research in social subjects, like Economics, Sociology, Public Administration and Social Psychology. The need of a basic training in the fundamentals of social sciences becomes all the more necessary in the context of our civil service recruitment being based on lower age limits which debar the advanced research students from entrance to the civil service. In fact, the present recruitment practice presents a unique social problem that while, on the one hand, the administration suffers due to lack of properly trained social scientists; on the other, some of our scholars trained in research institutes become a victim of unemployment as the civil service doors get blocked for them due to advanced age and other job opportunities of comparable significance do not exist. Job opportunities in an under-developed country do not grow at a rapid pace. Both the social as well as administrative factors impel our administration to adopt the education in social sciences as a necessary part of its recruitment and training programmes. Mr. A.D. Gorwala, who had been requested by the Planning Commission in 1951 to report whether the present administrative machinery and method were adequate to carry the burden of the Five Year Plans, although advised that there was no need for a special economic civil service, yet he felt that the present system was inadequate for the task and therefore, he recommended that, from this point of view, it would seem to be desirable to bear in mind while recruiting, for instance, to the I.A.S. the necessity of choosing some specialists in particular fields of economics, like Industry, Finance, Transport
etc., and that it might be worthwhile to send selected people abroad for two or three years' research in specialized field. They would then get, he opined, that proper perspective of the various links in the economic system which the policy-making official in the financial and industrial field must have. With the expansion of the economic and social welfare base of our administration, the administrative pattern should be synchronized with the increasing technological trends in the country. At present, thinking on administration is done on a 'hand-to-mouth' basis. As a matter of fact, the entire piece of Indian literature on Public Administration arose in the form of reports of Inquiry Commissions as a result of the most pressing needs of the country. The result has been that "there is not only lack of forward thinking but there is a definite time lag in our administrative thought on many problems of administration." In order to remove this deficiency, it is most essential that senior officials, Universities and other institutions and organizations engaged in the study and research of administration should join hands and engage in aggressive skirmishes to open up "new frontiers" of Public Administration in this country. In this context, the role of the newly-started Panjab University's Department of Public Administration and the Regional Branch of the Indian Institute of Public Administration is clearly indicated. These institutions could take up the challenge of the new administrative needs/increase their utility by greater creative efforts.

1. A. D. Gorwal, op. cit., p. 60.
2. For example, the Macaulay Committee Report, 1854; Aitchison Commission Report, 1887-88, Decentralization Commission Report, 1907, Islington Commission Report, 1912 etc. etc.
1. FOR COMMUNITY DEVELOPMENT PERSONNEL

For training the community development staff there are two types of institutions in the State, one is the Community Development Training Centre at Nilokheri and the other are the Gram Sewaks' Training Centres at Batala, Nabha and Sirsa. These institutions are maintained by the Union Ministry of Community Projects but they are primarily meant for training the public personnel of this State, although the Nilokheri Centre attracts trainees from the neighbouring States also.

The Nilokheri Centre runs two different courses, one of the orientation courses is meant for all the community development functionaries who have to work at the block level and the other is the job-training course meant only for the Block Development Officers. The former extends over a period of one and a half months and aims at providing among the trainees a common understanding of the objectives, methods and ways of measuring progress of the Community Development Programmes. The main part of the course comprises of class lectures (108 in number) through which knowledge of the rural social and economic conditions, principles, philosophy and the technique of the Community Development Programme and of the Extension Method, block planning programmes, group mobilization and community organization and teamwork and administration coordination is imparted. Theoretical training is supplemented by practical work of twenty seven days which includes stay in villages where stress on actual participation in the village programmes, organizing and conducting of seminars and preparation of text literature, group discussions and recreational and cultural
activities is given.

The B.D.O. participants stay on even at the conclusion of the above-mentioned course and they then get a further job training for a further period of one and a half months. The main purpose of this training is to give the B.D.O.s an insight into the nature of duties they have to perform, the problems they are likely to face and their possible solutions. This course involves class room work of eighty four periods at the rate of four periods per day for twenty-one days. Seminar and symposium for two days, Study Tours for seven days and village practicals for seven days. Besides, every trainee has to put in manual work daily for one hour each day on all the working days. There is also provision for group discussion, library work, recreational and cultural activities. The training is highly practical and aims at equipping the trainees with all the information and techniques needed for a programme supervisor.

Gram Sewaks' Training Centres train Gram Sewaks (Village Level Workers) to man the National Extension Service Blocks located in the Panjab, although they function under the administrative control of the Director of Extension Training for the Union Ministry of Food and Agriculture. The Centres run a two years' job training course through which the trainees are imparted both theoretical and practical training in Rural subjects, like Agriculture - soil and crop, Animal husbandry and


The Centres also conduct training for other functionaries - official and non-official-connected with the Rural Extension work. For instance, it organizes one year course in Home Science and Management for Gram Sevikas (Women Village Level Workers) and another course of training for the Panchayat Secretaries for a period of three months. Currently, the Centres have also been participating in the Panchayat Raj Training by organizing Orientation Training of the selected Panchayat Raj Officials and non-officials, such as Sarpanchas, B.D.O., Social Education and Panchayat Officers and other district level officers.

2. FOR COOPERATIVE SERVICE PERSONNEL

There are job orientation courses for the State Government personnel belonging to the Co-operative Departments.

Like the Community Development training, Cooperative Training also is organized by the Union Government, although it is primarily meant for the State personnel. There is a Central Committee for Cooperative Training, established in 1953, jointly by the Government of India and the Reserve Bank of India. The Committee has drawn up a programme of training for the officials of the regular Government departments as well as of other co-operative institutions in the country. The Reserve Bank of India meets all the cost of training of the senior and intermediary categories of officers and the respective State Governments meet the cost of the training of the junior officers. The Central Committee organizes the training for the following
categories of officials:

1. Senior Co-operative Officers.
2. Intermediate Co-operative Officers.
5. Specialized Personnel for Co-operative Marketing.

For training the senior officers, there is a Central Co-operative Training College at Poona which runs two courses of six monthly duration in a year. The purpose of the training is to give these officers sufficient knowledge in the theory and practice of co-operation. For the intermediary category of cooperative officers, there are five zonal training centres located at Poona, Madras, Indore, Ranchi and Meerut respectively. Officers from the Panjab get their training at the Meerut centre. Each centre admits forty to fifty candidates at a time, admission being usually restricted to candidates coming from the States within the zone. The session runs for about eleven months, during which period the candidates are given theoretical and practical training in cooperation.

The Block Level Co-operative Extension Officers get their training at Dhuri. (Specialized training in co-operative marketing is imparted in the zonal centres.) The duration of the course is four months. For the junior cooperative personnel there are three training centres in Panjab, one each at Patiala, Jullundur and Rohtak. There is a six months' course of training which includes elementary knowledge of the co-operative law, co-operative banks and other forms of co-operation.

1. II Has: 'Education and Training for a Developing Economy', (mimeographed), p. 10.
3. **OFFICE METHODS TRAINING**

The Government has now been running a three months training course for office work for the fresh recruits to the clerical service. The training classes are held in the Civil Secretariat under the supervision of an instructor. The training is in the form of a job orientation course which aims at acquainting the new recruits with the office procedure and the work method. The Government itself has found the training inadequate to the needs of a Secretariat whose activities are rapidly growing in volume as well as complexity. Hence early in 1960 the Government decided to establish a full-fledged course in Office Management under the aegis of the Panjab University. The University appointed a syllabus committee comprising of Government officials, University members and experts. The Committee drafted a course of study as follows:

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<th>Paper</th>
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<tbody>
<tr>
<td>I</td>
<td>General Knowledge</td>
<td>100</td>
</tr>
<tr>
<td>II &amp; III</td>
<td>English</td>
<td>200</td>
</tr>
<tr>
<td>IV</td>
<td>Office Management and Procedure</td>
<td>100</td>
</tr>
<tr>
<td>V</td>
<td>Rules and Regulations</td>
<td>100</td>
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<tr>
<td>VI</td>
<td>Type-writing (Theory &amp; Practice)</td>
<td>100</td>
</tr>
<tr>
<td>VII</td>
<td>Shorthand or Elementary Accountancy</td>
<td>100</td>
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Practical Training in office Routine— for four weeks

The course would be open to Matriculates with Ist or second Division and would cover up a period of one year, at the end of which an examination in the above-mentioned papers would be held. The Committee proposed that all recruitment to the clerical jobs in the State Government should be made from out of the Diploma holders in the order of merit as ascertained in the annual examination. But so far the Government has taken
no decision on the matter and the proposed course stands in
abeyance to-date.

The scheme may create constitutional difficulties, if the Government accepts the recommendation of the Committee
to recruit all clerical jobs in the State from out of the
Diploma holders in the order of merit as ascertained by the
University in the annual examination, then it would be virtually
deleagating its power of recruitment to the University - a
power which the Constitution requires the Government to
exercise on the advice of the Public Service Commission. The
constitutional flaw apart, will it be a sound policy to restrict
recruitment to a public service, like the clerical service which
is not a technical one, to the holders of a particular diploma?
It may probably be better, both in theory as well as in practice,
to have a secretariat training school, as in the Central Govern-
ment, to train the new entrants to all clerical jobs in the
State whether belonging to the Headquarters or to the field
offices. A professional training after recruitment imparted
through regular civil service trainers will not only be more
relevant and hence, more useful, but would also help in developing
amongst the trainees an esprit de corps and public spiritedness.

The plea for the establishment of one more training
institute forces to mind the defects in the functioning of the
existing training institutions in the country. To make a course
of training effective, two pre-requisites are essential. One is
a team of competent and dedicated instructors and the other,
well-qualified adequate literature. Many of the existing
institutions lack in both. The teachers engaged in these
institutions are not dedicated men who might instil any
professional zeal or public spirit among the trainees. The
existing relationship between the trainers and trainees in the Institutes at Nilokheri, Patiala and Batala is formal and distant and the method of instructions not much different from the one followed in academic instructions. There appears to be no coordination between the two training centres situated at Nilokheri. Moreover, there is hardly any good literature in the Indian languages available in these centres. Very often the language used in lectures and discussion at these centres is English which, obviously, cannot become as adequate means of communication as is needed in the training process. In fact, the whole atmosphere of these institutions appears to be pedantic and cramp. Actually civil service training, for most of the classes, is not the imparting of any pre-existing knowledge and the civil service trainer is not a universal compendium of management. In the words of Harold Leavitt, managerial skills are learned, rather than taught. According to him, "if the word 'teaching' can be applied, it must be applied in the sense of structuring situations in which such learning is possible." As such, the training institute is merely a controlled extension of the administrative agency in which the training persons help the group of trainees to perceive issues, to explore the implications of various solutions of the issues raised, to see complexities and to acquire insights and skills for dealing with the intricacies of the materials considered. The training programme itself is such as enables the participant both trainees and trainers - to freely communicate with one another, pooling and dissecting ideas about administrative


strategies and tactics. There is no literature which can be used as text books, but there should be enough material, both fundamental and applied, which enables a group of knowledgeable people to consider the common interests and issues and, with the resourceful guidance of the training persons, create useful subject matter for their future guidance when they go back to their respective jobs. When viewed in this perspective, the role of the training institute is "merely to establish a problem-solving situation which serves as the outline of the training programme and to provide the material relevant to the "need system" of the trainees. While planning problem situations, the institute must see that the situations are such as are relevant to the whole organization and as are directed towards the future of the organization rather than being limited only to the past.

Besides, there must be a close co-ordination between the training institutes for higher level personnel and those meant for the lower level ones. A note should be taken of the fact that training is a method of improvement which does not stop at the man who has been trained but has its effects, by way of stimulating or otherwise according to its quality, on his colleagues, his subordinates and also his seniors. As reported by an experts' Committee of the U.N. Technical Assistance Programme, "it should be remembered that in practice public administration training at certain levels stimulates training at other levels. For example, clerical-secretarial training may require instruction of supervisors and other officials so that they may learn how to use trained

1. Ibid.
secretaries and clerks effectively. Similarly, the training of such specialists, as personnel and budget officers, may make it necessary for senior administrators also to attend courses in order to appreciate the fullest implications of administration and to understand how these specialists fit into the general pattern of organization and how their services can be most effectively used. In fact, coordination is necessary not only between the training institutes of the same department inter se but also of all others with the National Academy of Administration which should function like a central training institute and be responsible for policy in matters of training common to all the departments, exercising leadership in the field of training and improving general training standards by organizing trainers' training courses.

On the whole, within the State administration there appears to be no realization of the need of any training programme for public service. There is neither any machinery for thinking or devising any scheme for training nor scheme or programme for training. Probably the State Government considers training to be either a responsibility of the Union Government or of the individual civil servants. Most of the existing training programmes are conducted and financed by the Union Government. While it is good that in the important fields of administration there is a uniform system of training equally available to the personnel of all the State Governments, the benefit of the training programmes sponsored by the Central Government can at best be available only to the senior officers.

1. Training in Public Administration; United Nations publication, Sales No. 58.II.E.I, pp. 7 & 8.
and, thus, the very large majority of our middle and lower ranking officers are bereft of all systematic training. As a foreign expert on Public Administration has observed, "India in these services (i.e. the I.A.S.) shares with Britain the distinction of having the best body of generalist civil servants in the world. In both nations, however, their sufficiency is exaggerated. In both what has been learned in the achievement has not been sufficiently applied to the larger problem of improving the whole personnel body*. "The development of lower ranking personnel here is especially crucial" he said, "if future governmental needs are to be well met and such development requires more than in-service training."

Further, these training programmes are not adequate to meet the future needs of our administration. There is already an administrative lag which would further grow with the increase of administrative functions under the Third Five Year Plan. There is an urgent need to develop the training facilities to meet the present and future needs of administration both in numbers and quality. Realizing this, the Prime Minister laid down on August 10, 1961, a statement before the Parliament in which the Government pointed out the measures it would take for improving the administration of the country. The statement, inter alia, pointed out that 'Training arrangements will be undertaken to develop individual and group responsibility. Several measures are being devised under the following broad heads:-

"(a) Techniques for fostering initiative, ability

to programme and responsibility of individual officers (e.g. encouragement to officers to work out their own programmes of work and to suggest criteria for judging their performance;)

(b) Increase in capacity for improvement in performance (e.g. by sampling activities to improve time distribution of various types of jobs, by organizing case-studies and decision-making training)?

For improving office management the statement pointed out that "work-study will be introduced as a compulsory subject in the initial training curricula of all established services. Courses in work-study for in-service personnel will also be expanded". It further said that "training in supervisory techniques will be stepped up for all types of personnel in service".

Although these measures are to be adopted by the Union Government for its own personnel and for services lying under its jurisdiction, yet they were brought to the notice of the State Governments and the Union Government is willing "to give such assistance to them as may be possible in implementing them". It would be a timely step if the Panjab Government takes advantage of this offer and after thoroughly reviewing, with the help of a committee of experts, its whole administrative machinery and by taking into consideration the difficulties of the Second Plan and the projected needs of the Third Five Year Plan, draws out a combined plan of training/its civil services

4. The Resources and Retrenchment Committee of the Panjab Vidhan Sabha had pointed out the need of such a committee as early as 1950. See its Report Para 55, p. 44.
for a five year term. While the contours and contents of such a plan should be determined on entirely practical considerations drawn out from the findings of the suggested committee, it may be of some help to be informed of some current training programmes undertaken by countries with similar ideals for purposes of social and economic reconstruction. One such programme, which immediately strikes a student of comparative public administration, is that of France.

For all the classes of her civil service, France has a combined training system. The training is organized in the École Nationale d'Administration and is elaborately planned and phased over a period of three years. The notable feature of the training course is the harmonious blending of training in the theory of administration, politics and economics with practical experience of field responsibilities, the theoretical training emphasizing the human values and broad intellectual attainments, while the field training aiming at giving the trainee a feel of life and the social reality.

During the first year, candidates are sent to the Provinces under a senior administrator, either Prefect or the Civil Governor, who takes the candidate as his personal assistant, brings him in close touch with his day-to-day work and progressively makes him responsible for the preparation of official work. During this stage, one of the three directors of the School remains personally responsible for supervising the training of the candidates and keeps in personal touch both with the candidate as well as the supervising officer by constantly travelling throughout the year. Besides attending to day-to-day work, the candidate is also required to prepare a brief thesis on some subject of local interest which he submits to the School through his supervisor. At the conclusion of this
stage, the supervisor submits a report covering the candidates' activities, capacities and competence through a specially prepared questionnaire. The candidates are also required to send to the School periodical reports of their activities during this stage. The School awards marks at the end of this stage.

At the conclusion of this stage the candidates come back to the School where they pass a year in theoretical education. All the candidates are allotted to the four major divisions in which the French Civil service is divided, namely, the General Administration, Social Administration, Financial and Economic Administration and Foreign Affairs. Education is both general and specialized; general education is common to all the candidates, while specialized education is specially designed for the needs of the different divisions. The School does not employ any teaching staff of its own for this purpose, but draws upon the co-operation of the senior civil servants, University teachers and directors of nationalized industries. At the end of the year, the final examination is held. The marks obtained in this examination are added up to those already acquired and the candidates are finally allotted to the various departments of the Government on the basis of this list. Allotments are, however, made within the respective divisions to which the candidate belongs. Through this classification, the candidate is finally allotted to some branch of the administration. He is now passed as finished civil servant fit to shoulder the responsibilities of the branch of administration to which he has been assigned.

During the third year, however, the candidate is given a final retouching and is equipped to the particular tasks of his branch of administration. The first two to three
months are spent in a large industrial, commercial or agricultural undertaking, where/has to study, at first hand, the administrative relationships that subsist in a large enterprise. After that, the candidates return to the School where they get specific instructions relating to their future tasks. Lecturing at this stage also is handled by practising administrators. At the conclusion of this course, they enjoy a period of leave for the remaining part of the year and then they get into harness.

This course of intensive training has produced administrators, as Dr. Chapman says, "of breadth, intelligence, competence and administrative and humanistic culture rarely to be found in administrators of comparable age in other countries," and the greatly improved quality of administrators is well worth the expense in time and money involved in it. The one year course of training for the I.A.S. in India is hardly sufficient to generate the qualities of head and heart, so greatly needed in the civil service of a dynamic welfare administration. There has been for long a public demand for extending the period of training of our higher civil service and in response to this demand, the Government of India has recently decided to increase the probation period for entrants to the I.A.S. from one year to two years. Earlier the officer's record during the one year stay in the Academy of Administration was the basis on which the termination of probation was judged. Now their one year performance in the field will also be taken into account before confirmation.

1. Brádn Chapman, op. cit., p. 121.
Lastly, there is need of similar training arrangements for the officials at the middle and lower rungs of the State Administration. There should be an Officers’ Training College at the State, or preferably at the Zonal, level. It would be more useful to organize such a College for all the States falling within the Northern Zone. The College should devise, like that of the National Academy, a combined course of foundational training for the personnel of all the State services as well as for the job orientation and advanced training of the members of the P.C.S. The College should be under the administrative control of the Zonal Council, if it is a Zonal institution, or of the State Government, if it is a State institution. But for technical purposes, the National Academy of Administration must have a co-ordinative power over it in more or less the same way in which the Central Institute of Community Development exercises over the Regional Training Centres. The principal of this college should be a senior civil servant of the rank of Commissioner who may also be the Director of Training for the State, or if the college is zonal, then he may be an advisor to the participating State Governments in matters of civil service training.

Such a system will not only develop the much-needed potentialities of the middle and lower ranking personnel, but would also generate a single civil service consciousness among all the civil servants. It would also remove the imbalance between the capacities and powers of the higher and lower classes of the civil service and may, thus, become a panacea

1. This question actually came before the Northern Zonal Council at its meeting held in March, 1960, although no decision has yet been taken.
methods and the like. The British system has much to commend itself to this country. There, the Training and Education Division of the Treasury runs four different types of Instructors' Courses, lasting from four days to two weeks, designed to meet the different needs of Departments and the different levels of those to be trained in Departments. The two weeks' course is designed for the fresh entrants to the Instructors' ranks. It aims to equip the instructor trainee not only in the theory of teaching and the psychology of learning, but also to give him practical training in the preparation and presentation of material, the use of visual aid and the drawing up of a time table. The Treasury tutors give them demonstrations of how to lecture, how to run discussion groups, how to make the best use of the visiting speaker and how to use role playing. The other courses are in the nature of refresher courses meant for the experienced instructors so as to keep them abreast with the latest material and techniques of training. These courses do not only improve the standard of training but also help in bringing about uniformity in the training programmes conducted by the various Departments of the Government.

In India, the Community Development Instructors' Training Institute at Rajpura is the only example of the Government's solicitation for looking after the standards of their civil service training programmes. In no other sphere is

3. The Government of India has recently decided to merge this institute with the Central Institute of Study and Research in Community Development and to permanently locate it at Hyderabad.
there a similar arrangement. The result is that in many cases, the training courses do not make a lasting impact upon the minds of the trainees, and in the absence of any assessment system, we cannot even know whether they are at all making the right impact. Britain maintains, for the purpose of regular assessment, a National Institute of Industrial Psychology which, in conjunction with the Post Office, has been devoting itself to assessing the results of the civil service training. There is a very great need of such an institute here, more particularly for assessing the results of training of the middle and senior grades of civil servants where the purpose is more to change the attitudes rather than to inculcate knowledge or skills.

Equally important is the need of developing teaching materials and training techniques. The ordinary lecture method is, in many cases, not effective in civil service training. For this, other methods have to be found out. Even for the classroom purpose, proper types of textbooks have to be written on the principles and practice of public administration, and general community development, social and economic, in this country. Then, while lecturing would have a place in the training programme for new entrants, much of public administration can best be taught in terms of practical experience, and for this, discussions on current problems in small groups, reproduction of typical situations through role-playing, film and film strips and analysis of examples of good and bad administration (as illustrated in Case Studies) can be much more rewarding. Civil Servants, as Miss Avice Turnbull has said, "are mainly hard-headed practical people, who eschew the..."

academic or theoretical as a waste of time, and the barriers which they put up against what they consider purely theoretical teaching may be justified, for the real need is not so much to implant principles or standards of administration in their minds, which might lead to a woolly discussion of generalities, as to help them to be more alert to the implications of their work, more self-critical of their own standards and more alive to the possibilities of improvement. So all these new techniques, to be effective, need to be properly developed here, and developed quickly if we have to avoid large scale wastage involved in the training programmes now being conducted without well-developed techniques and teaching materials. So far only a beginning has been made here by the Central Institute of Study and Research in Community Development and in the Indian Institute of Public Administration. But the results of these attempts have yet to be known. More strenuous and venturesome steps need to be taken to fill in this lacuna in the training programmes of this State. The State Government should itself take initial steps in conjunction with the Regional Branch of the Indian Institute of Public Administration and the Panjab University Department of Public Administration.


3. II PA Newsletter, April, 1961, p. 1.