CHAPTER IV

PROFESSIONALISM AND TRAINING OF BUREAUCRATS

OBJECTIVES AND PROBLEM AREAS OF TRAINING:

The first step in the training strategy should be to define the objectives of training in order to meet the challenges of development. Apart from the functional and technical components of the skills or professionalism required that all training programmes should invariably aim at:

1. Development: a maximum awareness of the political social and economic environment in which public officials operate, particularly with respect to the increasing interaction between complex organisations in both the public and private sectors.

2. Providing the public services with a maximum awareness of the multi-disciplinary influences which affect the objectives and implementation of public policy, including in particular, the economic and resource allocation problems of policy making.

3. Developing the maximum capacity to deal with the interpersonal groups and human aspects of organisational behaviour.
4. Developing a knowledge of the utility and limitations of quantitative methods and related computer technology and ability to utilize such techniques personally when required as an aid to problem solving and decision-making.

5. Developing among public services proper norms of accountability, responsibility and responsiveness, and making them aware of their ethical and moral obligations towards the public they serve.

6. Developing amongst all levels of public service, a secular outlook and positive attitudes of dedication and commitment to development goals and national interests.

There should be to evolve a comprehensive training policy, which should outline the scope of "all training activities, approaches to training needs, assessment of the priorities and financing arrangement, the roles and functions of different categories of training institutions and mechanism for coordinating their works linkage of training to career planning and development and guidelines for the monitoring and evaluation of training" (1)

A comprehensive, conceted, and coherent training policy must become an integral part of the government's personnel function and must be
so implemented. Various types of categories of training should be properly related to each of the personnel functions: recruitment, placement, reassignment, promotion, transfer, requirement of new specialised skills and ultimately to a comprehensive programme of human resource development.

The Problem Areas:

There is no doubt that training of public services in India has been a growing industry at least since independence. However, despite this boom, only a small number of public servants have been able to benefit by the training policies and arrangements both in the government as well as public sector. According to one estimate, only one senior civil servant in five is likely to have some in-service training during his entire career. Also such training has been heavily concentrated on pre-entry and post-entry courses for administrative elites, to the neglected of in-service training and the training needs of lower level staff. It is a well known fact that training has been frequently done for the wrong reasons and in the wrong way. People are sent on courses to get them out of the way, or to find a temporary placement for those
awaiting transfers or postings. Sometimes it has been
given as a reward (especially long term courses in for­
eign countries) for ones services in a particular depart­
ment, but without any pre-planning as to how the train­
ing given is proposed to be utilised after the trainees
return from the course. Bureaucratic politics and patron­
age play a more important role. such arrangements have
little to do with the nature of training or making people
more effective at their jobs. Even where the reasons for
selection of personnel have been appropriate, training
have been mostly inappropriate. Despite numerous pro­
nouncements at regular intervals that training pro­
grammes must be related to a process of systematic ca­
reer-development, the training agencies either at the
levels of the central government or state governments
have not been able to achieve this coordination.

Too often the persons who can be spared are not the
most appropriate for training. Some officers apply for
training simply to escape from the hard work or respon­sibilities of the job, or to avoid transfer to a hard sta­
tion. Besides, the non-permeation of the explicit infor­
mation about the available training Courses down the
levels of hierarchies to potential trainees and their supervisors, has been the most important obstacle in the way of training of public services, especially at the district and local levels. Most of the training opportunities are generally utilized by the senior-level officials with the result that many of the middle level officials, who are crucial players in the political process, virtually have no in-service training throughout their career.

This is the corps of middle-level officials who have responsibility for implementing specific programme in a specific relatively constricted area—a state, a district, a province or an urban Zone. These are the ones who are held responsible for programme results by their superiors. This corps of individuals, the first and the second ranks of the field administrators, maintain frequent contact with national or regional superiors: but also has occasion to interact with the clients of governmental agencies and the opponents of the programmes at local levels. As aptly described by a scholar, these middle level officials may have considerable discretion in pursing their tasks, and even when it is not defined as part of their formal duties, they may have a decided impact
on individual allocation decisions'. These are the kind of officials, who bear the most of the pressures from their own hierarchy, the local leaders and political elites and even the clientele, whom they serve. In negotiating through the pressures and counter pressures generated by all these groups, these official are motivated by careerism, a set of standards with which they can weigh pressures and evaluate the possible impact on professional standing. In the Indian situation, such officials hardly get an opportunity to train themselves and improve their capacity to withstands these pressures. To motivate and train, these band of officials have been one of the crucial problems which has been mainly responsible for the increasing gap between the targets laid and performance achieved.

It is beyond the scope to attempt an evaluation of various types of curricula of training and the methodologies adopted by trainer's in training for development administration. Over the years, there has been a gradual realisation on the part of the government that input of various social sciences discipline is essential in many training programmes meant for development administrators.
However, except a few long term courses, meant as a part of the in-service process, many of the training programmes do not at all correspond to the educational needs of the development administrators. Nor do the methodologies adopted in most cases go beyond the traditional lecture method that has been in vogue and which is perhaps the easiest one to pick up as a training device. Efforts have been made to link training with research and consultancy. Some of the other alternatives, e.g. lateral entry of professionally trained development administrators by Universities and professional institutions have met with stiff resistance. A closer collaborative look at the various curricula with a constructive criticism is something which is urgently needed for updating the content and methodology of the training courses meant for development administrators.

Furthermore, those who are responsible for providing leadership to training activities have often treated their function as a discrete event rather than an overall programme of organisational improvement or relating it to actual work environments. A rigorous evaluation of training programmes in the context of organisational and environmental framework has been lacking in most of the training efforts. Cou-
plied with that has been the absence of systematic monitoring and followup of the effects of training on one's career development or performance on the job. If the purpose of training is to help make an organisation more effective, the total administrative system must be made conducive to human resources development and must regard training as an integral part of the whole process. A piecemeal approach to training would only lead to a massive waste of resources and a lack of coordination in their use, creating an atmosphere of frustration and cynicism.

**Challenges of Development:**

What does development imply? What are its challenges? Since the 1950's these questions have been the subject of endless discussions and debate amongst policy-makers, political scientists, economists, sociologists, the administrators and the general public. Basically, it implies two fundamental propositions.

(a) It is concerned with alleviating poverty, ignorance and diseases, thus it is related to social, political, cultural and economic factors, and

(b) The concept of development applies to every one and not just to a small privileged class or the elites in the society. In most developing countries, reduction in economic and
social disparities have been the most difficult to realise. Implicit in development today is the goal of a Good society: Wealthy, just, democratic, orderly, scientifically ordered and technically developed, and in full control of its own affairs, a society opposite to the image of most of the third world countries as "poor, inequitable, repressive, violent and dependent." The base from which the developing societies start is low and the obstacles to this visions are great. People's expectations run high and the available resources, such as skilled manpower, appropriate institutions and technology, adequate finances, are always diminishing in the face of tremendous population explosion. To Top it all, poor administration, traditional social attitudes and outlook, declining moral values, the all pervasive corruption, and the conflicts and tensions generated by the ever-growing differences of caste, class and religious bigotries tend to poss greater threat to the very survival of the society. Such challenges require that those who are responsible for the administration of the society must look beyond the traditional confines of a colonial system and instead became change oriented managers.

These developmental goals suggest that development is
a national process of comprehensively changing a whole society, directing it towards growth with trickle down effects, redistribution of social benefits and community mobilisation. Thus, the conventional thinking of individual sectoral growth is rapidly becoming obsolete, with the current emphasis being on integrative approaches. In the present context, therefore population problem is no longer synonymous with family planning alone, or rural development with agricultural growth; or the health care only providing medical facilities or removal of ignorance with the establishment of appropriate educational, scientific or technical institutions. Achieving an allround integrated development presents a major challenges for application of management concepts and techniques, in the shape of problems of inter-sectoral social planning and operations management at the national, regional and community levels.
CONSIDERABLE ATTENTION HAS BEEN PAID TO THE TRAINING AND TRAINING NEEDS OF CIVIL SERVANTS IN RECENT YEARS, BASED ON THE PERCEPTION THAT THE TASKS WHICH A CIVIL SERVANT HAS TO PERFORM IN A DEVELOPING SOCIETY OFTEN DEMAND SKILLS FOR WHICH A FORMAL UNIVERSITY EDUCATION AT A YOUNG AGE, HOWEVER BROAD BASED, CAN SCARCELY BE ADEQUATE NOR CAN THEY POSSIBLY BE ACQUIRED THROUGH EXPERIENCE ALONE.

The present emphasis on training also reflects the recognition that in a world of growing professionalism and fast changing technology, those who run the country must update their knowledge periodically and be familiar with the trends of current thought, developments in the technological field and application of new concepts and approaches to solution of problem in important areas of public administration. If the pace of development is to be quicked and the country is not to be left behind. The precise objectives of the training sought to be imparted are, however, not defined clearly and, consequently the form and content of training programme remain hazy and their orientation uncertain. As a result, training effort lacks direction and there is a widely shared feeling that
the results achieved, hardly commensurate with the time and resources spent. Attempts to define the objectives are marked by mixed feeling and inconsistencies as to what is sought to be achieved. The ambivalence manifests itself in the directives given by the authorities sponsoring the in-service training programme for civil servants on the non-technical side to the training institutions regarding the tasks envisaged for them. In one breath they are called upon to organise the training programmes around a given theme, and at the same time they are told not to try to structure the course as such but only to provide facilities for the participants to unwind and interact among themselves, exchanging notes and so on especially when the courses are of such short duration as a week. The objective is stated to be to develop qualities of leadership, involvement in the country’s development and welfare etc. Not knowing how to inculcate such sterling qualities within a week or a month, the trainers go about their task to the best of their understanding with the resources available with them. What the trainees gain at the end is not known. It would appear that while there is appreciation for
courses which focus on transactions analysis and the like, scepticism, if not strong dislike, is openly expressed of focussed courses which seek to go into subjects like public economics in some depth, even when the subject is deal with by known experts. Not often one hears that when asked what for they go out to join the courses? trainees promptly reply, 'A paid holiday'.

All this raises a fundamental question Granting that periodical training for public servants is essential, should training be focussed and, if so, what should be the focus? The question, though apparently simple, raises some basic issues, such as what are the tasks of a civil servant in a developing society, what should be the role of generalist, generalist and specialist in public administration and what would be the appropriate personnel policy of the government to maximise the efficiency of training in improving public administration.

The reasons advanced for this proposition are simple that development administration involves providing public service and not profits in the market place, It follows that the training for public servants in development administration should aim at inculcating a general educa-
tional and questioning approach rather than teaching technical skills. Viewed thus, what a public servant would seem to need is, a general administration training rather than professionalised training. Only those who have to handle specific development project should have professionalism.

Specialised training may be provided separately for meeting the needs of individual departments. While services of specialists are also availed of, the generalist civil servant usually has the decisive voice. That is to say, the senior administrator does not remain confined to the task of development administration in the field all his life but plays a crucial role in government activity in all areas including specialised ones as well.

No doubt, the changed context and the need for a change in the character of civil servants intellectual equipment to discharge their duties has been recognised by those incharge of formulating training programmes in the current phase of particular professionalism such as ecology, energy, forestry, education, agricultural and industrial and so on. As has been noted earlier, experience shows that while programmes with
specialism in behavioural and managerial skills seem to have gone down well, attempts to provide professionalism in some depth in other areas, like public economics, do not evoke much enthusiasm. "Mismatch of programmes curricula and methods might also have something to do with this apathy." But it was evident that partly it was due to the lack of interest also in the subjects presented and or the degree specialisms sought to be provided. A common reaction to professionalism was that they are theoretical and 'academic' and of no relevance to the professional requirements of the participants. This reaction to professionalism was only to be expected among generalists whose experience and interests had developed among different lines for some in the field of rural development and employment programmes, some in land reform, and for others in tax administration or small scale industry.

Training for Bureaucracy in India:

The experience of many developing nations as of India during the past fifty years suggests that the development of a modernizing nation is extraordinarily difficult and requires highly skilled human resources. Not
only there is a growing for capable persons in the fields of science, education and technology to provide the basic reservoir of manpower, a developing nation in particular requires a highly qualified and trained public service, who can cope with the challenges of development and facilitate the delicate process of making policy decisions and manage the complex of activities to implement them. The fact that in India a number of studies have time and again attributed the gap between plans and their performance to "unsatisfactory administrative and organisational arrangement" "lack of adequate project management and monitoring" "organisational deficiencies, delays in supply of materials and equipment and inadequate supervision", "bottlenecking in building up requisite additional technical and management capabilities" and "lack of adequately trained development administrators," have once again brought into focus the need for a deliberate and systematic training for the public service to enable it to meet the challenges of a turbulent society in the process of development. A number of question arises in this context. The most fundamental of these are: What are the basic "objectives of training
in the context of development? What are the characteristics needs for which development administrators should be prepared? What form should their preparation take? What should be the content of their training? Where should they get it and so on. Answers to these questions are neither easy nor straight. Despite the proliferation of literature on 'development in the last three decades, knowledge in this areas in still uneven and debatable."

In comparison to most of the developing countries, training for public servants in India has been a long established practice dating back to the 18th century during the times of East India Company. Even before Independence, there was an effort on the part of then Imperial government of Britain to provide a modicum of immediate post-entry training to its higher civil servants. However, it was only after Independence in order to meet the requirements of a new government that training became a integral part of the personal policies of the government. Almost all the reports on administrative reforms from Gorwala Report(1953) to the reports of the Administrative Reform Commission (1966-72) and those in the post ARC era have invariably emphasized the need for a sys-
tematic and coherent training and career development of public services. As a result of these attempts, there has been a proliferation in the number of training institutions and the number of employees receiving training in various technical and generalised aspects of public administration. The availability of foreign assistance and collaborative arrangements with academic institutions in the USA, Britain, France, Canada, Japan, West Germany and many others countries under various international development programmes and bilateral arrangements have been responsible for significant expansions in the infrastructure for public administration management training programmes in the country.

The growing network of training in India includes some newer types of institutions and modes of trainings. There are now a large number of institutions dealing with research, education and training in public administration and a national level institute of Public Administration (IIPA) for research and in service training in public administration. The administrative staff college of India at Hyderabad provides the necessary inter sectoral interactions. The Lal Bahadur Shastri National Academy of Administration at Mussoorie
imparts training to the new entrants in all central services of the government. Almost all the different central services of the government also have their own training establishment e.g. police, income tax, railways, forests, telecommunications, foreign trade, etc. A majority of state governments have established state training institution in their respective states for providing post entry and in service training to their employees.

Besides, many university Departments of Public Administration have established programmes of pre-entry and short-term training courses which cater to the generalised and specific needs of public services in different government departments. During 1960s and 1970s a number of rural development training institution have come into being providing much needed training in rural development. The two national institutes at Hyderabad and Vallabhbh Vidyanagar are doing some pioneering work in training for management of rural development. In addition, during the last three decades, management institutions on the pattern of Indian Institute of Management Ahmadabad, have come into being in some of the states and Departments of Business Management have been established in almost all the universities in
India. Many banking institution and public sector undertakings have organized their own training centres to cope up with the new and changing needs and project related training of their employees. Some of these institutions have experimented with newer and more relevant modes of training using action learning mode in the context of field programmes, making training more relevant to practitioners, particularly in those development programmes, which are basically people oriented.

The contents of training programmes have undergone substantial changes. While in the 1950s, the initial training programmes concentrated exclusively on traditional public administration subjects, such as public personnel administration, organisation and Methods (O&M), government accounting and auditing, principles of organisation and so on, the new training programmes besides these topics also include policy analysis, organizational development, industrial relations, attitudinal and behavioural changes and information system. Emphasis is also placed on management training for specific programmes and institutions, like rural development, health care, family planning, educational institutions etc. 10
However, despite the proliferation in the number of training institutions and the number of employees receiving training, it is indeed a very debatable issue in India. Whether the efforts at training have produced any substantial results, and led to any better management of plans or policies. While it is difficult to argue that massive investments in training programmes have led to significant improvements in the capability of administration to respond to the challenges of development, it can however be maintained that the absence of such training facilities would have certainly led to a greater failure of development efforts. "The expectations that training would transfer a person's thinking from the old 'colonial' ways to some mysterious dynamics approach to administration has been completely belied. This is due to the fact that training has been a much misunderstood concepts. Its potentialities and limitations have not been sufficiently understood. Training has been taken to be a panacea to all administrative problems and bureaucratic pathologies. It should be realized that training can neither be a solution to all administrative ills related to what is known as 'organisational philosophy', nor a substitute for sound development policies and programmes. It cannot also fulfill the gaps cre-
ated by defective administrative structures, cumbersome rules and procedures, and inadequate resources. At the same time all training efforts have not been in vain. Training has not altogether been a failure, a simple waste or totally unproductive. It has to be regarded as one of the several necessary inputs in the development process and must be seen as a catalyst to equip the development administrators with the requisite capacities to enable them achieve their developmental goals.

The need of the hour is to explore ways to make it a more effective instrument in improving the standard of administrative performance.

What can be done to improve the situation, to make training face the challenges of development, to make the investments in training pay off, and to make the best use of the training offered? Although answers to these questions are not easy to come by, but an attempt could be made to adopt some new strategies to make training pay the required dividends.

**Removing Barriers to Training Effectiveness:**

A final step in the strategy for making training effective is to strengthen a programme of research and development
for training. The central nodal agency responsible for training in the governmental setup can play a key role in this direction by coordinating the assessment of training needs by different agencies and using their evaluation reports in different training activities for evolving new curricula and methodologies to improve training effectiveness. Above all, such an agency through frequent conferences, meetings and seminars and collaborative research projects should establish a continuous dialogue between the universities and training institutions to provide a much needed linkage between 'education and training' for developmental goals. At present the training policies in India do not adequately take into account the complementary role which the universities can play in imparting education for development administrators. Part of this problem arises from the persistence of the generalist' philosophy, which still dominates public recruitment in India. There is certainly a case for education to be intimately associated with the expanding research and training efforts of the various training institutions. While education provides conceptual and methodological insights and empirical data, the training institutions focus on the practical administrative needs of development in the country. Education must be
seen as a part of the larger effort to improve administrative capability for national development.

Apart from adopting the above strategies for making training more effective at macro-level, it must be remembered that development administration calls for some revolutionary changes in the attitudes, behaviour, orientation and outlook of public services at all levels of administration. This is all the more important at the middle and lower levels - the cutting edge of administration where the officials interaction with the public is most frequent. Although there is a point of view that "a change in attitude and behaviour cannot be brought about by training effort alone." Yet it must be said that sufficient attempts have not been made to reflect upon the situations and circumstances in which many of such official operate, nor any efforts have been made to bring these cadre of employees within the ambit of some kind of training designed to make them better aware of their roles and responsibilities and enable them to improve their attitude, behaviour and performance. Such an imbalance in training needs to be reduced, if it has to become an innovative instrument to help meet the challenges of development.
TRAINING OF DEVELOPMENTAL PERSONNEL:

The wealth, security and well being of a country are its people. The achievement of people, whatever purpose or tasks, depends not only on their innate abilities but also on their education and training. Training is a key to rural development. An important element in organizational effectiveness is the development of people capable of carrying on the varied activities involved in administration at all organisational levels.

The contemporary strategy of development finds expression in target group and areas development oriented poverty alleviation programmes. Schemes, such as IRDP, NREP, RLEGP, TRYSEM and DWCRA constitute a major part of the massive budgetary outlay of Rs. 9,072 crore envisaged under the seventh plan for rural development sector. The thrust is expected to continue during the Eighth Plan period too with greater vigour and resources.

A gigantic endeavour targeted at reducing poverty and unemployment calls for adequate preparation and motivation of the functionaries and beneficiaries in the delivery system. All those involved officials, non-officials
and people need to be appraised of the concepts, strategy and expected outcome from the programmes. Further, it is imperative to equip them for the tasks through skill transfer and inculcation of desired attitudes. This is expected to facilitate efficient and effective discharge of assigned role responsibilities, similarly, training of people, who constitute the response system, would enhance their understanding and utilization of services.

Evolution of Training:

Sponsors of community development saw training as a 'sine quo non' for the success of the movement. Pandit Nehru too felt that if the community development movement ever failed in achieving its objectives, it will not be for lack of money, but for lack of trained personnel. In view of this 27 villages level worker training centres and five training centres for social education organizers were started during 1952-53. The institutional training of Gram Sevikas started with the setting up of 25 Home Science Wings as part of Extension Training centres during 1955.

The vital role of training in rural development was highlighted by various studies and reports of expert
committees. The Ashok Mehta Committee expressed its displeasure at the unsatisfactory staffing pattern, lack of proper physical facilities, defects in syllabi and training methodology with regard to existing training institutions in rural development. Detailed ESCAP studies in several Asian countries show that developmental personnel were not being trained effectively. At the field level, the main hindrance they found was lack of a clear understanding of the job they were meant to do by functionaries.

The G.V.K.Rao committee recommended creation of additional training facilities to offer orientation and refresher training to all functionaries involved in development. Stressing the vital role of training, the seventh plan noted that renewed attention will have to be paid to question of motivation, morale and orientation of extension machinery.

**Clientele and Centres:**

The clientele for the training of Developmental personnel is very wide and large necessitating a massive infrastructure to train people at central and state levels, district level, sub-divisional level and village level. The cli-
ent groups include official and non-officials of directly as well as indirectly related agencies to development, beneficiaries of programmes and members of voluntary bodies. There are administrators, legislators, chairman and members of Panchayati Raj Institutions. Project Directors and Assistant Project Officers of District Development Agencies, Block Development officers, banking and cooperative personnel, village level workers, official and non-officials of voluntary organisations, Youth, farmers, beneficiaries of anti poverty programmes and other interest groups of villagers.

As per available information, there are 7,613 BDOs, additional BDOs and Deputy BDOs, 30,684 extension officers, 51140 village level workers and 40,000 bank personnel and Assistant Project officers dealing with only rural development. Through no accurate information is available, it is estimated that 16 percent of the middle level functionaries and 25 percent of the junior level functionaries are trained.

Training centres exist at various levels for developmental task. At the apex level, there are national institutions. At the state level there are 14 state institutions
of rural development, 11 state Institutes of Administra-
tion, 77 Gram Sevak/Extension Training centres, 21
Home Science wings/ Gram Sevika Training centres, 50
Bank Staff Training College. 114 Farmers Training cen-
tre, 89 Krishi Vigyan Kendras, 18 Khadi Gramudyog cen-
tres and a large number of other training institutions.
Despite the wide network, the nations institutional infra-
structure for developmental training is not fully equipped
to take care of all those to be trained. The gap is more
pronounced with regard to training of the target groups
such as farmers, women, youth and weaker section.

Cooperative Sector:

Cooperative play a major role in the developmental
task specially in the area of rural Credit. During 1984-
85 there were 0.92 lakh primary agricultural Coopera-
tives 350 central cooperatives banks, 50,919 milk coop-
eratives, 7,542 fishermen's cooperative and 1581 forest
labour cooperatives. The training of officials, non-offi-
cial and members in cooperative sector is undertaken by
17 cooperative training colleges and 83 Junior Coopera-
tive Training centres besides an apex institution.
Panchayati Raj Institutions:

Out of the 13 states for which data is available, only nine have facilities for training of non-officials of panchayat bodies at block level and only four states have arrangements to train non-officials of panchayati raj institutions at district level. The infrastructure for training panchayati Raj representatives needs considerable expansion from the existing 128 training centres.

People's participation in rural development is institutionalised through panchayati raj bodies. Their pattern, however, exhibits variation from state to state in terms of bodies at district level, block level and village level. There are 2,00533 Gram Panchayats, 3,858 Panchayat Samities and 345 Zila Parishads. All the Panchayat secretaries at village level are trained. The duration of training for Panchayat secretaries ranges from 3 to 6 months.

Training of VLWs:

The Grow More Food Enquiry Committee recommended the appointment of village level workers (VLW), each of whom will have the jurisdiction of 5-10 villages where he would be the joint agent for development pro-
grammes. The introduction of training and visit system in a majority of the states brought about shift of a number of VLWs from block office to department of Agriculture. Thus, there are two categories of VLWs: one Category known as VLWs under T and V system and the other as general VLWs. While the farmer deal with agriculture, the latter are responsible for poverty alleviation and other rural development programmes. The change in job content is not adequately reflected in the training content of VLWs. Besides male VLWs, there are Gram Sevikas who are trained in Home Science Wings of VLWs Training Centres.

VLWs are trained at the time of joining the post and at periodic intervals. The Balwant Ray Mehta Committee recommended a two years training for VLWs. However, the period of induction training varies from one to two years in different states. Many VLWs have not undergone refresher training due to the reluctance of their superiors at district and block levels to release them for training. With a view to overcoming such difficulty, in states like Bihar VLWs were trained with the aid of mobile teams. A major challenges of training of VLWs relates
to enthusing them to learn. It arises partly due to organisational factors like lack of motivation born out of stagnation up to 25 years at the same level.

Training of BDOs:

Training of Block Development officers has passed through three phases. During the first phase, from 1954 to 1967, their training received considerable attention. During this period, Orientation and study Centres (OSC) were set up by the central government to train BDOs. The second phase from 1968 to 1979 was characterized by decline and fall of the orientation and Study Centres (OSCs). The training centres were neglected and many were in moribund state. The third phase from 1980 saw a revival of interest in these centres with financial support from the central government.

A central sector scheme to strengthen the institutions for training and research in developmental areas was introduced during the sixth plan period. The scheme provided for recurring and non-recurring assistance to the tune of Rs ten lakh to a state level institutions declared as apex institute rural development by the state concerned on an equal sharing basis of expenditure among
BDOs training is viewed as significant for poverty alleviation and model courses devised. Many OSCs were rechristened as state institutes Rural Development.

It is generally noted that there is an under-utilization of the training capacity of training centres causing wastage. Several reasons account for less capacity utilization (a) agency holding administrative control of training agency and agency controlling the trainees are different; (b) Scarcity of staff at operational levels ; (c) lack of advanced planning on the part of state governments with regard to personnel training; (d) lack of interest in and appreciating of training programmes (e) improper training of the courses; and (f) lack of coordination among officials responsible for deputing personnel for training.

**Training of Bank Personnel:**

The banking organisations are charged with the additional responsibility of developmental task. They are required to reach out to the sectors of agriculture, village and cottage industry and weaker sections. Hence, banking personnel need sufficient knowledge and skills
to deal with these tasks and to cultivate relevant attitudes. Bank personnel includes those from Cooperatives, Commercial banks and regional rural Banks. A working group to review the Training Arrangements (1980) and the NABARD felt that there are 38,000 officers in 28 public sector banks who need training. Besides general training centres, four banks have separate rural banking institutes. Training content of banks shows that there are two streams in developmental tasks. One in specific rural banking training and other with a slant towards development. The regional rural banks which were introduced during 1975 have about 26,000 functionaries to be trained in rural development. The induction courses for RRB personnel is organized usually by sponsoring banks. RRB need separate facility for refresher as well as induction training of their personnel. 'The Kamath Committee' highlighted the need for proper evaluation of bank personnel training.

The nature of training courses for developmental personnel encompass.

(a) Foundation courses for directly recruited personnel
(b) Induction programmes for the promotees soon after promotion.
(c) Refresher Courses to officials and non-officials for skill upgradation,

(d) Functional Courses.

Bolar suggest for specific areas of training in the developmental context. These are

(a) Values and motivations.

(b) Skills for dealing with people, communication, leadership etc.

(c) Information and intellectual capacity to understand a situation to apply knowledge to be self reliant and inventive, and

(d) Development of a sense of group identity and mutual problem solving capacity.

A crucial aspect of training in development is to relate classroom work to the problems in the field. The ideas in their contents relate to pre-service field experience for the trainees, adoption of a development block, drawing faculty from field practitioners etc. Training courses should adopt adjoining blocks for field work and concerned officials and non-officials be coopted on the advisory committee of the training centres. It was envisioned that the block would serve as a laboratory.
Field orientation of training may improve through
(a) wider use of cases in training
(b) periodic revision of syllabi to make it field related
(c) organising study tours.
(d) organising more vertical integrated programmes; and
(e) better follow up

Value orientation and attitudinal change are two crucial facts which have not found a proper place in developmental’s personnel training. As the seventh plan rightly pointed out, it is essential to transmit values, such as honesty and integrity, through training to minimize rampant corruption eroding the flow of benefits to the poor. In tune with the movement for responsive administration, attitude may change towards the public. Vertical mix of trainees can bridge the gap between the policy makers and the implementing agencies by bringing them together in training programmes. At the moment such courses are confined to civil servants from district level to above. Current status of training suggest that a wide gap still exists between various measures recommended for strengthening the training machinery for development and the extent to which they are practiced. More than the
training centres, the state governments hold the key to refurbishing training functions. The gap appears to be the weakest link on account of administrative and organisational issues. If it is narrowed by affirmative action by respective Governments, training for development will receive a magnetic boost, improving productivity of human resources towards poverty alleviation. A perspective training should be prepared in every state for all developmental personnel at various levels development administration. Training should be viewed as an integral part of personnel policies by including recruitment, training, promotion and career opportunities for middle and lower level development personnel.
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5. Ibid P. 6.


16. Ibid.