Every year the public service commissions hold several combined competitive examinations for recruitment to the public services. The subjects in which the candidates are examined have no direct relationship with the work which they have to perform after taking the job. The examination is designed only to test the general qualities and capability of the candidates. Such candidates, therefore, require training which might enable them to acquire the necessary knowledge and skill to perform their work more efficiently.

The training of personnel considerably enhances administrative efficiency. Each type of work in the government demands a programme of training suited to it. In general the training of personnel is essential in all branches of administration, at the commencement of the service as well as at appropriate intervals in later years.

"Training is the process of aiding employees to become effective in their present and future work by inculcating appropriate habits of thought and action and by the development of the necessary skills, knowledge and attitudes." According to

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a Report published by U.N.E.S.C.O. in 1969, "Training is a general and complex process which includes all the steps taken to make a man able to perform a given social function, in this case to carry out duties or follow a career in the public service. His training should normally be prolonged after entry into the service. In some countries the prevalent opinion is even that it cannot begin earlier. It should moreover, be provided throughout an official's career."

The age old practice of training was to learn by long experience in the job. It was not only a time-consuming process but also unsuited to the present day needs of the developing countries like India where the pace of governmental functions is increasing and the primary aim of public service is no more merely confined to the collection of taxes, maintenance of law and order, and provision of a communications and transport system, with the overall purpose of establishing the foreign power in India and strengthening its hold. The Government has assumed itself various social and developmental functions after Independence. Apart from the traditional tasks, public services, today, perform functions in several new spheres, such as foreign relations, agriculture, commerce, industry, social welfare and a

Most of other promotional activities, all directed towards political, stability and rapid economic development. All these functions have received the impact of economic, scientific, social and political changes pervading the world today. The old method of training by experience on the job cannot fulfill the urgent requirements of a "developing situation" and comply with the complexities of a rapidly changing scene. Hence formal and specific training programmes are essential for every public servant to provide knowledge and skills needed for discharging the new functions efficiently.

EVALUATION OF TRAINING POLICY

The importance of a systematic evaluation of a training policy has been widely accepted in recent years, because training curtails costs and improves the performance of public service. Evaluation of training is a safeguard against waste of money, labour and time.

Measurement of training is based on the two things. Firstly, on the basepoint which represents the line of performance before training begins. Without an adequate basepoint subsequent attempts to measure progress will have little meaning. Secondly, on the standard of performance towards which the training is directed. It determines the extent to which the purposes of the training are being attained.
Training policy includes all the essential aspects of the problem of training such as, they study of services and posts where organised training programmes are required and desirable, forms of training, scale of the training programmes, how group training can be managed, use of outside facilities, requirements of training in promotion policies, training records and selection of instructors. Besides, it will also be necessary to study the period of training during which the goals and objectives of the programme can be achieved. Such an analysis requires a detailed study of the design of the training programmes and their contents. The process of evaluation should start from the beginning of the course and should continue till its end.

Training is a continuous process. It is not something which can be done at a stretch at a given time. Proper attention should be devoted to the conditions and situations in which training is needed. It may be required on account of low production, slow pace of service, lack of movement of personnel, lower morale, bad supervision, lack of coordination among employees and the like. Besides it is also necessary for new appointees and for implementing promotion policies.

In America a survey was made recently for the systematic planning of training. The U.S. Task Force report deals with the matters of planning, programming, budgeting and operating. Its members were influenced by a system called PPBS or Planning-
programming-budgeting system. This was first started in the American Department of Defence a few years ago, and then adopted just two years ago by all ministries. In this system, U.S. officials are now required to plan comprehensive programmes and financial plans more than one year in advance. It is like our five year plans but actually is much more specific and detailed. The most significant difference is that Planning-Programming-Budgeting System is not centralised and each ministry and department has this system. According to this system the officials must develop:

1. Specific data for top management which are required for broad policy decisions;
2. Concrete statements on objectives of agency programmes;
3. Alternative objectives and alternative programmes to meet them;
4. Evaluations of advantages of programmes and comparisons of their costs;
5. Total estimates of programme costs;
6. Reports covering more than a year on prospective programmes and accomplishments; and
7. Continuing review of programme objectives and results.

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American experts realise that detailed planning clearly indicates the need for training and procedures and support for funds from senior officials.

To take top-level decisions on recruiting and training plans, Indian officials require data on such things - as - turnover, rate of promotions in a service, rate of retirements, rate of advancement, and the training needed for new recruits.

The U.S. Task Force adds some points in the context of this manpower forecasting:

1. "Training needed to bring employees to full journeyman performance"

   Estimate amount of skills and knowledge employees have ; forecast amount, kind and duration of training needed; estimate adequacy of present training resources and need for additional resources.

2. Training needed to bring employees to master levels of professional and specialist performance.

   Estimate of journeyman who can be advanced; plan for major training and work experience stages in advance to master levels; .

   Forecaste amount, kind, and duration of training on the job, in service and at universities;

   Make cost benefit studies of the alternative kinds of training and education; and

   Assess adequacy of present training resources and need for additional resources;

3. Training needed for leadership in supervisory managerial and executive parts.1

POST-ENTRY TRAINING

Effective government must always be careful about constantly occurring changes in economic and social conditions. Employees must have the opportunity to keep themselves alert on the progress of events which have relation with the work they perform in conducting the public business. Organised in-service or post-entry training is a promising and a very helpful means of increasing the ability of employees to meet the demands of government for a continuing growth in their competence. Pre-service training has an important place in the services but it can only provide knowledge and not actual job capacity. Further it is limited to those institutions where there is large and continuous personnel demand and at the same time, which are well organised and standardized. Post-entry training is concerned with new recruits at the job for whom no pre-service training has been available. Apart from this it makes older employees more efficient in the performance of their present task and also enables them for advancement in one or the another direction. Thus, in-service training is never completed and always remains in the process. In other words we can say that there are two main occasions for training. First

there is the training on admission into the government service which will give to a man necessary knowledge to perform his duties in the capacity to which he has been recruited. Second there is the training at intervals means, to refresh his knowledge, to bring him in touch with new developments, and to keep his mind active. Both these trainings are furnished under the control of the director of training; the first is imparted mostly in the department itself, and the second through specially organised classes outside.

Post-entry training involves these points—education, training, and development. The Institute of Public Administration in Ireland has defined education as "a system of enlarging intellectual capacity, up to the full needs of the public service, for those destined for higher duties. This may be at two stages formal education when the individual's intellect is at its most receptive, and again later in life when those with the capacity to reflect on experience, and make it yield its riches in some orderly form are in a position to profit from the opportunity to do so." \(^1\)

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Training connotes the inculcation of knowledge, procedures, and techniques connected with one's work. It may be of two kinds passive and active, "passive training", according to the brochure of the Institute, "is the conditioning process given by experience so that response to current stimuli because predictable and almost instinctive. This aims to expose each officer to such variety of stimuli as will insure that complex administrative problems will be met with adequate responses and that no part of his intellectual equipment suffers from lack of use." Active training means "imparting knowledge to the trainee through (1) a process of formal teaching, (2) his participation is guided discussions, and (3) experience gained while working under the guidance of immediate superiors."

A third phase of post-entry training is Development. "Development is concerned not with the intelligence of efficiency but with personality, with the normal characteristics of the public servants integrity, responsibility, initiative residence and the like. The higher officer moves up in the public service the greater the call on these qualities. These exist in most officers, but at varying degrees of development, and development means the effort to have those qualities habitually, displayed and used at the highest level of which the officer is capable.""}

2. Ibid., p. 6.
TRAINING DIVISION

Only the allocation of resources for training is not enough. Training needs should be identified for each category or level of employees, training material should be systematically assembled and organised, and new training techniques should be developed. For this purpose, recently, Union Government has established a Training Division to co-ordinate training policies and programmes of the Government of India in the field of administration which will sponsor training programmes for officers at the various training institutions. The Division will also help and advice to the states in their training programmes wherever such help is necessary. Although training of the various functional cadres, would be the responsibility of the individual Departments and Ministries, Training Division should have the overall responsibility for training in headquarters work as well as for preparing personnel for entry to senior management. The most important task of the training Division is to place trained persons in jobs where the best utilization of their training may be possible. The Research/Materials Production wing of this Division should have close contact with institutions like the National Academy of Administration, the Central Secretariat


Training School, and all other institutions where the practical base and research materials are available. This practice will be helpful in developing the new techniques.

Similar arrangements may be made in states and in each Department of Central Government by establishing the Training cells. The cells should not be big and should devote their attention exclusively to coordinating or directly administering all the training activities of civil servants in the states or the Central Departments.

TRAINING PROGRAMMES AND FACILITIES:

After independence much progress has been made in respect of setting up of the training institutions at the Centre and in the States.

TRAINING AT THE LEVELS BELOW CLASS I

The aim of training at these levels is to equip the public servant with the ability to perform the specific tasks expected of him. The quality of his performance will depend on his knowledge and capacity of doing the job. Training is the most promising means of increasing the effectiveness of the public servant and his usefulness to Government. Much attention has been devoted to this fact since Independence. But still
facilities of training are not adequate and sufficiently modern to keep themselves abreast of the fast changing techniques of administration. In India, estimated expenditure on training of public servants is about 0.4 per cent of the wage bill of the public service. The Hoover Commission made the recommendation regarding the American Public Services a decade ago, that training expenditure should not be less than one per cent of the wage bill. In India where the standard of pre-entry education at the Universities and colleges is not so high as in the U.S.A., even one per cent of wage bill would not be adequate. The present outlay, therefore, demands more expansion. There is a need of general awareness and acceptance of the crucial importance of training for public servants. Training is a good resource of development which is needed for better administration. Mr. Y.B. Chavan, the Union Home Minister, in a conference at the Indian Institute of Public Administration stressed the need for providing adequate training to the lowest functionaries of the Government who project the administration's image before the people.

**TRAINING OF THE HIGHER SERVICES**

The higher public services cover a wide variety of research scientists, and technicians, which fall into two broad categories. Technical or specialist, and non-technical or

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generalist. These services constitute less than 2% of the whole service, but the efficiency, vitality and morale of Government largely depends on the higher services. Their importance also increases because it is this proportion which provides personnel for staffing of higher administrative services. Therefore, training of the higher services needs more attention. The need of this training has been emphasised by the Ministry of Home Affairs in the following words:

"It is now increasingly realised that such officers also should acquire an understanding of the constitutional, economic, and social framework within which they have to function, for these largely determine the policies and programme towards the framing and execution of which they have to make their contribution. They should further acquaint themselves with the machinery of government and the principles and distinctive features of public administration. For higher classes of civil servants knowledge and understanding of their own departments is not considered enough. It is essential that they should have an understanding of the whole machinery of Government and the inter-relationship of its different parts. In addition, civil servants should start their career with basic indoctrination and motivation for the public service. They have to learn that it is essential that public servants should not only be just and efficient but also human in their dealings. They should so conduct themselves that the citizen may fully assured that his
personal feelings as well his rights would receive due consideration at the hands of the public servant. The public is now more concerned with what the civil servant does or fails to do."

The services of class I and All India Services are given two types of training, one is concerned with the subject matter speciality which they need in the initial years of their career and the other pertains to management or administration. The training plan is based on the qualities and attributes required in the higher administrative services and also on the requirements of immediate job.

**INITIAL TRAINING**

The officers of class I services receive their initial training at the National Academy of Administration at Mussoorie. Some special training institution have also been established to train probationers to the Revenue, Audit and Accounts, Police and Railway Services. Initial training is designed to cater to the requirements of each service as a prelude to actual work on the job.

The officers of Indian Foreign Service are provided training consisting of a foundational course lasting four months at the Indian School of International studies, New Delhi, six months training in the districts, six months' attachment to the Ministry of External Affairs, rounded by a short attachment to a Military Unit and a Bharat Darshan (All-India Tour), tour followed by posting abroad to a Mission for learning languages as well as other general training for a period not exceeding one year.

It is realised that too detailed and elaborate training, immediately after recruitment, in all the different Departments, and organisations, is self-defeating and that more effective training can be given on the job after a brief course of general familiarisation.

TRAINING TO I.A.S. PROBATIONERS

The probationers selected for Indian Administrative Service are given their initial training at the National Academy of Administration, Mussoorie for a period of about one year. The training consists a foundational course of four months which ends with written examination. Rest of the seven months of the year for further training, cover the syllabus prescribed under the Indian Administrative Service (Probationer's Final Examination) Regulation. 1955.

The syllabus for foundational course includes the study of evolution of the modern Indian State as a democratic, secular and welfare state, India's cultural history, including recent progress in Science, Arts, Literature, the Constitution of India, Public Administration, Indian Economy, State and Social Service, Science and Technology, Law, Chemistry, Psychology, and Hindi.

Foundational course does not give proper emphasis on the understanding of the problems related with industry and commerce which have vital importance for the economy of our developing country. Therefore, initial training should be of such a nature that officers should get some inside knowledge about industry and commerce.

After one year's training at the Academy the I.A.S. probationers appear at the final examination conducted by the Union Public Service Commission. The examination has two parts: written examination and qualifying test. Following subjects are included in the written examination:

SUBJECTS

1. Political Theory and the Constitution of India. Marks 75

2. Basic Economic Principles and Five Year Plans. " "

3. Law " "

4. General Administrative Theory " "

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The second part of the examination consists of the following subjects and is conducted by the Director of National Academy on behalf of the Commission (1) riding, (2) one regional language, (3) Hindi, except for those candidates who are examined in Hindi as regional language.

Apart from lectures in class room, tutorial classes, syndicate studies, and groups discussions, officers are encouraged for outdoor activities. Cultural and educational tour are organised to broaden their outlook and familiarise them with the world around them.

The officers should be made aware of current problem relating to agriculture demography, population growth and the measures to check and the rural economics because a majority of the people in this country live in the villages.

Following the recommendation of the late Sri V.T.Krishnamachari in his report on "Indian and State Administrative services and Problems of District Administration," an Advisory Council was set up to "advise on the suitability of courses provided at the National Academy and on other important matters concerning the arrangements for the training of the Higher services."

1. Report on Public Services, Estimate Committee, op.cit., p.84.
After completing the institutional training the I.A.S. probationers receive practical training in the district to which they are allotted. This training given on the job, lasts 10 to 20 months.

There are several technical services consisting of engineers, scientists, doctors, economists, statisticians, and other specialists, which do not receive any kind of institutional training like the one provided at the National Academy. The shortage of trained personnel in the technical services presents one of the most restrictive bottlenecks in the successful working of the administration. The Planning Commission constituted the Engineering Personnel Committee to examine the whole question of engineering personnel. The committee recommended that a new class of personnel should be trained on a functional basis to handle specific operations, and apprenticeship, and in-plant training schemes should be organised on a large scale.¹

In this field public sector has provided a good deal of training facilities for its employees. Almost all the public sector undertakings have established training institutions attached to each undertaking and are providing training facilities in regard to space, equipment, library, laboratories and staff.

The main tasks of these institutions is to organise conventional apprenticeship programmes. Other programmes should also be developed for the existing employees to improve their technical knowledge and job performance. The emphasis of these courses is rightly on supplying to the requirements of the workers.

It would be worthwhile to examine and compare our training programmes with two foreign countries: Britain and France. We have some similarity in the structure of higher public services with British Civil Service. French system has also covered some new grounds in this field after World War II.

THE BRITISH SYSTEM

Till recently there was no institutional training for the Administrative class in Britain. Selected persons were placed to the different ministries and departments as Assistant Principals, where they functioned for their superior, the principal (a senior member of the same Administrative class) and later took actual charge of a range of duties in the Ministry. After recommendation of Assheton Report in 1944, it was realised that this method was defective. Consequently a Centre of Administrative Studies was established to train Assistant Principals and others of similar rank. The Centre imparts instruction for a few weeks on Economics, Statistics and Management studies.
Besides this it also serves as an induction for the civil services. New emphasis is being given to the needs of training of senior civil servants during mid-career. On the job training is the usual practice in the U.K.

THE FRENCH SYSTEM

The French system of training for the higher civil service is different from all others mainly in two respects. First there is no separate training for the higher civil services. The French have combined recruitment and initial training into a single process. The second important difference is that in France every member of the higher civil service, whatever be his area of activity like law and order, audit, management of social services or foreign affairs, is required to have a basic knowledge of administration of the country. The non-technical services of the higher civil service in France are grouped into five Grands Corps; the Council of State, the Foreign Service, the Court of Accounts, the Inspectorate of Finances, and the Prefectorial Corps. The names indicate the functions of these various Corps. In view of the French system all the higher services have to receive initial training for a period in the field. This initial training is not necessarily related to that section which would later on be called upon to administer the Department

(equivalent to an Indian District) purpose of this training has been laid down by the Ecole National de Administration in the following words:

"To broaden the minds of students by bringing them into contact with life, with concrete problems and with human and social environments which in many cases are quite foreign to them as a result of their origin, their jobs or their previous studies. The primary aim of this extra mural training period is to develop the student's sense of humanity by giving them a feeling for life and reality, particularly social reality."

The school gives further training in the field for two years, which is confined to the requirements of the section to which the recruit will ultimately go. The purpose of the training in field is strenly against the production of officials by mere book-knowledge and opposes the merely formal principle of probation which has become a dead letter in practice. Most of the time at the school is devoted to practice in the various administrative agencies.

NATIONAL ACADEMY OF ADMINISTRATION, MUSSOORIE

Until second World War there was no institutional training for new recruits in India, they were trained in England. During

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1. Ibid., p. 15.

the World War a camp school was set up in India which continued till 1943, when recruitment was stopped for the Indian Civil Service due to the British Government's pre-occupation with War. After independence a new Indian Administrative Service, was created and I.A.S. Training School was established in Delhi. At the same time an I.A.S. staff college was also organised. It was established mainly for the purpose of that personnel which was recruited to the I.A.S. by the Second Special Recruitment mainly from the open market, but for some who were promoted from the state service also. In 1959 both the institutions were merged into a National Academy of Administration which was located at Mussoorie.

The National Academy of Administration has two main functions (1) it runs a common foundational course for new recruits to the All India and central class I services (non-technical) and, (2) it gives professional training to the probationers of the I.A.S. After foundational course, except I.A.S., all other services receive their training in their own specialised institutions, or according to other arrangements as in the case of the Foreign Service.

The foundational course continues for about five months. The new recruits are given instructions in the Indian Constitution, Governmental Organisation, Planning, a little Economics, Political Theory, etc. through a course of lectures. The aim of this course is to provide correct attitude and the basic
indoctrination to the public servants, who enter in the services from different fields such as Sciences, Arts, Humanities etc. Further it also gives an initial common training which reduces to some extent service particularism and help to bring about the necessary cooperation between the different services in the process of administration.

There are two deficiencies in the foundational course; a lack of practical orientation, and reliance only on a single method of training; i.e. through lecture. The course is largely an extension of the education which is available in the universities. In order to achieve the desired purpose, the course should be broadened and should include practical tasks and case studies. Some observers have recommended that in this respect the French practice would yield good results.

The National Academy of Administration should not act as a coaching institution for preparing the probationers for the prescribed examinations at the end of the training but should also make them aware of the problems facing the country and enable them to solve these problems with most effective and expeditious means. The Estimates Committee pointed out in its report (1966-66) that, "there should be kindled in them a spirit for quest of knowledge, a sense of patriotism and service, a habit of study and a desire to improve the methods and conditions of work in whatever department or capacity they may be called
upon to serve. Stress should be laid on speedy attention to public grievances and effective disposal of cases as justice delayed is almost justice denied. The main emphasis in training should be to generate in the trainees an outlook of service devoid of any feelings of bossism or bureaucratic mentality."

The Study Team on Recruitment suggested that the N.A.A. should not serve two purposes as it does at present. It should provide only the foundational course, and each class I service and also the Indian Administrative service should have a separate training college of its own on the lines of the Central Police Training College. These institutions will carry out research into the special Administrative or technical problems and training techniques needed for each service.

CENTRAL POLICE TRAINING COLLEGE, MOUNT ABU

The College was established to train personnel recruited to the Indian Police Service. The training is given in subjects like physical exercises drill, handling of weapons etc. The trainees have more direct training related to the normal work of a police officer than in the case of the Indian Administrative


Service. At the end of the year's training at this institution, a final examination is conducted by the U.P.S.C. for these probationers. After completion of this institutional training the new recruits can work only as Assistant Superintendents of Police. This training extends for about a year. During this period the police servant learns his job by doing the work of various subordinate officers under guidance. To give more emphasis on the practical side of police administration, and to inculcate in the young police officers the necessary attitude of public service required in a welfare state, the course of training at the Central Police College was started in the year 1958-59. A refresher course for I.P.S. officers and directly recruited Deputy Superintendents of State Police Services, with 4 to 7 years service was due to be started shortly in the college. The aim of the course being provision of advanced training in police administration and investigation of Crime. 1

The personnel of the Indian Audit and Accounts Service are trained for a year at the department's training school at Simla. The subjects of training are primarily concerned with actual working requirements of the service. Therefore the final examination is based on subjects, an adequate knowledge of which is necessary to enable the incumbent to do his work efficiently.

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During the training period the officer is also given practical training by making him watch the work of the various sections. Thus the basic method of training of the Indian Audit and Accounts service is "on-the-job" training.

The recruits to the Income-tax Service spend a period of 18 months at their Training School at Calcutta. The training follows the same pattern as that of the Indian Audit and Accounts Service probationers.

There is a staff college run by the Railway Board. It is not confined only for the training of the recruits to the Traffic, Transportation and Commercial department and the Railway Accounts Service, but several special and refresher courses are also organised for serving officers. Training for officials of the Traffic, Transportation and Commercial department is provided for 3½ months in two instalments, of two and 1½ months, each at the beginning and middle of the two years programme of training, and two months at the beginning in respect of the I.R.A.S. Officers. The whole course of training is based on practical task and is directly related to the work of these officers.

The two ad hoc Technical Committees on training made detailed recommendations regarding the training programmes for the direct recruits to the various grades of the Indian Statistical Service and Indian Economic Service. The committees also gave
suggestions for refresher course, specialisation course and seminars for senior officers. The training programmes for these two services have been approved by the Indian Statistical Service Board and the Indian Economic service Board.

SECRETARIAT TRAINING SCHOOL

With the increasing activities of the Government it was felt that new recruits to the Central Secretariat Service require an organisation to provide pre-entry training to the staff if they were to make themselves fully useful to the Government. Therefore, in 1948 following the recommendations of first Central Pay Commission (1947) for providing planned purposeful and systematic training for all categories of ministerial personnel of the Government of India, a Secretariat Training School was set up on a temporary basis. It was turned into a permanent institution only in 1967. The school has been established under the Control of the Ministry of Home Affairs.

The course of training at this school consists of instructions on office procedure and management functions of the various offices, explanations of the civil and Financial Rules etc.

Theoretical Training is provided to direct recruits to the Selection Officers and Assistants, 'Grade Cadres, at the

Secretariat Training School. This training is followed by practical training in various Ministries. The Secretariat Training School also imparts training to the lower division clerks.

In the refreshers courses designed for Assistants and Upper Division clerks apart from lectures on various subjects specified in the syllabus, the trainees are enabled to gain practical experience on the subject matter of their work in the Secretariat. Beside training in rules and office procedures the Government should impress upon the young recruits the imperative need for proper husbanding of Government's limited resources by effecting utmost economy with adequate efficiency, and should inculcate in them the idea of service to the public and dedication to the completion of development work in the country. Further the refresher courses for Section Officers and Assistants should also be reviewed in order to equip them to discharge their duties more efficiently. Expenditure incurred on training of services, high or low, is in the nature of capital investment which brings profits in the long run. But this investment should not be haphazard. Periodical assessment and continuous evaluation of training processes should be undertaken in order to make the system realistic and dynamic.

TRAINING IN THE STATES

Since Independence many states have organised systematic training programmes for State Civil Service Officers and for
certain other categories. Bihar, U.P. Rajasthan, Punjab, Orissa and recently Maharashtra have established their own training Institutions. Several other states like Jammu and Kashmir and West Bengal have also started their Administrative Training School for training to the State Civil Officers. Shri V.T.Krishnamachari, in his report on 'Indian and State Administrative Services and Problems of District Administration', has suggested establishment of training institutions in all the States. The course of training comprises Criminal and Civil Law Procedures, General Administration, District Administration, Audit and Accounts Service Rules, Development and Planning, History and Culture of the state, Regional Language etc., and follows the pattern of training of the Indian Administrative Service probationers at the National Academy. In some states I.A.S. probationers are attached with these State Training Institutions for a short period in order to familiarize them with the State Laws and institutions and procedures peculiar to the State.

Again to broaden the outlook of officers of the Central Secretariat Services as well as the field officers of the Central Government and to give them an insight into the working of the district and State Administration, a scheme of deputing selected

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officers of these services for executive training in the States.
has been in operation since 1951. The period of training has
been fixed at 16 months.

In most of the States training period extends over a
few months followed by in service training on the job. But in
some states the probationers are attached to their jobs after
one period of institutional training which is followed by anoth-
er period at the institute.

The state have organised training programmes at village
level and extension workers have been engaged in Community
Development and National Extension Service. Each state has an
Orientation Training Centre such as Institute of Community
Development and Panchayati Raj. The Cooperative Training College
at Poona and its affiliated institutes give training to the
intermediate and Block level personnel. Generally every state
has established an institution for training of its Cooperative
Department Officials.

MID-CAREER TRAINING

Administration is a growingly complex affair. Public
servants to the higher administrative positions not only need

1. Report, on Public Services, Estimate Committee, op.cit., p.91.
experience and competence in administration in their own fields but also require re-training to reorient and broaden their perspectives. This approach is accepted in most of the countries. In the U.S.A. the 're-training' is given in the form of "executive development programmes." 'Re-training' gives an opportunity for study in depth of a number of aspects of Government public administration, social administration, and organisation and management problems; and helps the trainees to acquire a knowledge of scientific and technological developments. All these aspects demand a special kind of training.

All civil servants need training for two purposes, improving their performance in their present jobs, and equipping themselves for taking higher responsibilities immediately before or after promotion.

REFRESHER COURSES

Refresher courses for officers of the All India Services and the Central Services are conducted by National Academy. Such courses are provided usually after a period of 10 to 15 years in service. It is recommended to arrange short time courses and seminars of a week to 10 days duration for more senior officers. Short term courses of six to eight week's duration are also being held by the Indian Institute of Public Administration for the officers of the Union and State Governments. These
courses sharpen the professional knowledge of officers and acquaint them with new administrative techniques. The scheme for refresher courses for the officers of the All India Service and Central Services Class I should be more comprehensive and systematically based on definitive courses of study for officers of different backgrounds. Means should be devised to encourage officers of a certain seniority to undergo the courses. Refresher courses should be compulsorily given to an Indian Administrative Service Officer before he is appointed to the Selection Grade.

For Class II and III officers short periods at training institutions, like the Central Secretariat Training School, should be provided for improving their functional skills. These could be done by training teams conducting short term courses in the departments.

It is highly desirable that all serving officers get at least one or two chances in their careers at intervals of about 10 years, to go to an institution which will broaden their thinking, make them aware of recent developments, and also enable them to benefit by exchanging experiences with others.

FUNCTIONAL TRAINING FOR PROMOTION IN THE LINE

All the officers, who found deserving for promotion should be given functional training immediately before or after promotion. This training could be imparted by the Training institution of the service concerned.

STAFF TRAINING - A CIVIL SERVICE STAFF COLLEGE

At present Officers of the Indian Administrative Service and a few of the non-technical Central Services may be recruited as Under Secretariat to the Central Government, in the early years of their career. It is not a healthy practice. In the first 8 or 10 years of an officers Career they should get experience by doing actual practice of administration in the field to which he is recruited. The study Team on Recruitment and Training recommended that these officers should be placed at the Central Secretariat only at the level of Deputy Secretary and above. The selection of these persons would be made however, after much care and specific training in staff matters.

New recruits to the posts of Deputy Secretary to the Government of India and of comparable staff appointments in the States and Central Departments require different skills from other areas of administration. At these levels the officers contribute to the formulation of policies which requires special training. For this purpose therefore a Civil Service Staff
College should be established on the lines of the Staff College for the Defence Services at Willington. Officers of class I of Non-technical as well as technical services may enter this staff college after experience of nine or not more than twelve years of service. The entrances should be based on a competitive examination conducted by the Union Public Service Commission. The purpose of examination should be to test the officers' clarity of thought, analytical abilities, comprehension of social, economic and political factors and power of expression. Promotees to Class I posts and also Under Secretaries of the Central Secretariat service may enter into this staff college after examination who had at least five years' service in class I. They may appear at the examination between the sixth and eight years of service in class I.

The course of College should cover instructions in personnel management, financial management, project planning and evaluation, decision-making, report-writing, public relations etc. After a period in the secretariat, the trained officers should be attached to the field postings, including appointments in the public sector enterprises, so that they may acquire varied experience and skill to enable them to assume higher staff responsibilities.

**TRAINING IN MANAGEMENT**

Personnel of the rank of a Senior Deputy Secretary or a Junior Joint Secretary and equivalent officers in field organisations should not only be given advanced training in management
skills, but also be provided with opportunity to broaden their outlook by bringing them into contact with managers in non-governmental fields like industry and commerce. The existing facilities in the Administrative Staff College at Hyderabad and the Management Institutes at Calcutta and Ahmadabad may be helpful in providing this opportunity.

OFF-THE-JOB TRAINING

There is another type of training called Off-the-Job training. It has been in vogue in many foreign countries including the U.S.A. and the U.K. Such training is provided to a civil servant at a University or other institution of learning after breaking his routine job for a year or two. Though this sort of training does not directly relate to his work in Government, it nevertheless broaden his perspective. The advantage of such type of training has also been recognized in India; and on the recommendation of the Second Pay Commission in the terms for grant of study leaves were liberalized in 1961. But the conditions under which study leaves may be received, are still not liberal enough. The pay which can be drawn during study leave is limited to half the salary of the employee or of Rs.750/- whichever is less. He has also to vacate residential accommodation. It would be in the interest of the public service that a large number of civil servants would take study leave to avail the opportunity of improving their skills. The
Study Team on Recruitment and Training suggested that the study leave terms should be further liberalized on the following lines:

a. "The maximum period of study leave should be two years.

b. For the first year full salary should be paid.

c. In addition, earned leave should be given up to a maximum of six months.

d. The balance of the period, if any, may be on half-pay, without present ceiling of Rs.750/- p.m.

e. The normal housing facilities should be allowed during the period of study leave.

f. If the field of study leads to a degree or Diploma this, by itself, should not be a bar to the grant of leave.

It may further be recommended that the officers should be required to submit periodically their progress report to the Government through the head of the institution inorder to ensure that they did not misuse this facility. Even the recommendations of the Study Team quoted above do not go far enough in liberalising these rules. If the services, after studies, prove to be more efficient and productive than before they should be given full pay and other facilities enjoyed by them while on active service. Why should a civil service officer deprive himself of his emoluments and amenities or allow a deduction of his salary

simply because he adds to his qualifications partly to improve his own prospects and partly to serve the government better. There may however be a strict application of the rule that only the most deserving be given this facility.

FELLOWSHIPS AT INDIAN UNIVERSITIES

There should be opportunity for research to the civil servants in the social sciences and technical subjects in selected Indian Universities. For this purpose fellowships should be provided to the civil servants. Selection for fellowship should be based on a competition conducted jointly by the Government and the University concerned. The amount of the fellowship should be enough to cover additional expenditure of the officer.

TRAINING PROGRAMMES ABROAD

Now the Indian Administrative Service of the Indian Foreign Services probationers are no longer sent to British Universities for a probation period like the former I.C.S. probationers. However advantage is still being taken of grants from a large number of institutions like. Ford, Rockefeller, Nuffield, and fullbright foundations as well as technical assistance programmes of U.N. and several of foreign nations. Each year a number of officers of Central and State Governments as
well as of public enterprises go to the Universities and Training Institutions in foreign countries to attend courses in Public Administration and allied subjects. Recently, under a project a number of collectors from different states were sent abroad to study local administration after an orientation course at the Indian Institute of Public Administration.

In addition to the training programmes for the civil servants, emphasis has also been given during the last few years to the role of education in Public Administration. The Indian Institute of Public Administration is the best example in this regard. It is required "to promote and provide for the study of public Administration, Economics and Political Science with special reference to public administration and machinery of Government." For this purpose the Institute has already set up a School of Public Administration. The Universities are also devoting more attention to education in Public Administration. Universities of Nagpur and Lucknow have introduced full-fledged M.A. courses in Public Administration while others such as Universities of Aligarh, Patna and Osmania have Diploma Courses in Public Administration. Other Universities have included Public Administration as an optional or compulsory course in the Political Science and for Economics under graduate and post graduate syllabus.

METHODS OF TRAINING

Syndicate Method is widely used in training organisations.
Training is imparted through lectures, group discussions and quizzes, conference of the seminar type, demonstrations, laboratory practice, and group field trips. Equal importance is placed on outdoor activities like cultural and educational tours.

Group training may be given in two ways - by regular staff meetings, and periodic assemblies of all employees of an organisation. Regular staff meetings are very important and useful conferences for both the supervisor and the staff. But these are not based on democratic principles. They are formal and serve merely as an "order-giving" period for the supervision, there is no free exchange of ideas on the work of the organisation. To avoid this deficiency the training officer should be more careful in conducting staff meetings. Periodic assemblies would have more helpful in this regard. They promote a kind of unity of feeling and purpose which is so essential for an institution. Short talks by the head of the agency on the mode of work of that unit have great effect at such assemblies.

The members of the directing staff and research assistants are attached at the syndicates. About 40 persons attend a course at a time and all have to be in residence. Each course extends for three months, and three courses take place in a year. There is also a Review Course for each group which is attended after a
period of about 15 months. In syndicate method talks are given on selected topics by members of Directing Staff and also by specialist in different subjects.

ON-THE-JOB INSTRUCTION

Individual instructions are given on the job by supervisor. It is particularly true in the case of new employees. A person is assigned to give instruction to other employees at their work branches. In most cases the supervisor gives instruction in the skills needed at the job. In this connection it is essential that the supervisor would organise his plan in a systematic fashion.

The training programmes have emerged in a state of dynamic growth. Therefore the methods of training should be more interesting and effective and should be kept up to date to meet the growing needs of the services.

Many developments have taken place in training programmes of Public Servants since the country assumed its independence. The Five Year Plans in the last 15 - 16 years are the important examples showing the progress in this respect. By and large the programmes are fairly adequate to fulfil the demands of a developing economy, growth of new and specialised services as well as rapid expansion of existing services. But still some improvements are essential.
The first problem before the Government is how to remove the deficiencies of the educational system, from which all the recruits are drawn for the public services. In most of our teaching institutions the method of instruction is to give lectures in the classroom which is very little helpful for developing close contact between the teachers and the taught. It does not develop the habit of systematic daily study among the students. They are required to put in only 3 or 4 months' preparation for the examinations and follow cheap notes and short cut methods just on the eve of the examinations. Recently semester system has been introduced in some of the universities. In this system after every six months examinations are conducted which keep the students busy and engaged in regular study. However, even this system is not expected to be very helpful, as proper training and equipment is not available. Therefore some reforms are necessary. Although under this system the students remain regular in study but at the same time they have little time for independent study and a large part of their time they pass in essay writing which are longer and greater in number. It is tedious job both for students and teachers. If essays are reduced in number and size, they may be more useful and will provide more time for the study. Further, tutorials may be increased. They would bring the students and teachers into close contact and would encourage for free discussions. The new courses require new reading material in the form of books, journals,
periodicals and reports. Without well furnished libraries, more qualified teaching and non-teaching staff, a final decision about the medium of instruction and modes of examination, the Semester system would prove to be nothing more than a propaganda stunt on the part of those who wish to appear modern by simply adopting external trappings of a sophisticated system, unfamiliar 'jargon' and flexible courses which are unintelligible in theory and unworkable in practice in the given Indian conditions.

Further, discipline in most of the universities except a few, is deplorable which adversely effects the morale of students and which is very essential aspect in a successful career in the services. The aim of education should be to inculcate among the students steady discipline including regular attendance in the classes, and should create interest for systematic study and use of the library. It should encourage independent thinking and thus bring about a certain amount of intellectual vigour in our academic life. Those who are brought up in an atmosphere of indiscipline cannot enforce descriptive on other. And Public Administration is nothing but a system of disciplines.

The Indian Administrative Service has assumed an important place in India and succeeded its predecessor the Indian Civil Service. Personnel to this service are required to be competent, forward looking and public spirited. All these
qualities demand more attention towards their training. The annual intake to the Indian Administrative Service is going down. It is partly due to the growing needs of specialization and partly due to increasing number of promotees from the state services.

All over the world, in socialist as well as non-socialist countries, training is becoming more and more an intensive project. A lot of thinking, planning and intellectual effort is being devoted in preparing mature, bold and motivated administrators. In this respect Indian training is not yet as well planned and intensive as it should be. These new recruits come from extremely diverse places and teaching institutions having different standards and two years period of training is not enough time to enable them adopt common outlook and uniform values. One year from outside this period is spent at the National Academy, eight week are spent in a trip around India and holidays and so on. In this way no concerted intensive and comprehensive training is possible within such a short space of time.

In its Report on Personnel Administration the Administrative Reforms Commission has suggested that a separate Indian Administrative Service training school should be set up. But it is not a practical approach for want of the trained staff, libraries, and documentation services. It would, however, be
more practicable if a modernizing and streamlining of the courses in the National Academy is brought about. Some steps are being taken in this direction by introducing in the curriculum subjects like work study, operations research, performance budgeting, network analysis, systems analysis and the like.

The staff of the Academy should be strengthened and there should be opportunity for specialized instructions or research. The work of the Academy should not be to give foundational training to all the services. It should serve as a school for the generalized I.A.S. and there should be arrangement for refresher courses for people who have passed six, seven or even 10 years in the service. Recently (from 1969) the "Sandwich Course" has been started in which the I.A.S. probationers will spend six months at the Academy, then will go into service for a year and then will again return for six months training to Academy. It is the states which have to be impressed upon to keep training needs and all India perspectives in mind. At present they are not even co-operative in releasing people for the newly started refresher courses embracing such vital topics as cost benefit analysis, project appraisal and so on.

Although some of the states have set up training institutions, the larger number, including some major states still rely on in-service training. Of course on-the-job training is not less important, but we cannot totally depend on in-service training. The success of this training depends to a large
extent on the competence and personality of the senior officer under whom the probationers are kept, and also on the time and interest he can devote to the training of the probationers. Often these facilities are not available due to rapid expansion of the services and quick promotions. Therefore, a training institution is essential in each state to impart training in certain essential subjects and for a basic part of specialised training.

The modern government is a monstrous edifice and needs precise technical and scientific knowledge for its proper maintenance. This is much more important in developing countries where the states have assumed many developing programmes. The various ministries are concerned with this entire development process and are expected to take ad hoc decisions on specialised matters. This poses real difficulty for the administrators who were trained in a period when a mere commonsense was enough. Therefore, the new techniques and methods of training and teaching are required for new administrators. The government should keep pace with the development of training techniques abroad for providing the right attitudes to the civil servants in the context of our welfare state. A working paper, submitted by J.N. Khosla at a seminar in Geneva, held on "Training of Senior Administrators in Developing Countries," examined the various

techniques at present in use specially in East and South Asia. The experience shows that some methods have proved better than others. The classical method of lecturing to the administra-tors and organising their participation in various conferences of and group discussions are not much help. Visits abroad and expensive study tours may be useful but they do not suit the financial condition of a country like ours. It is, therefore, preferable to resort to the syndicate method and the "case study method" which have produced better results. The syndicate method includes discussions and writing of reports in which trainees are supervised by "watch leaders." This practice is followed by Japan and Australia. The other method is experimented in India which is primarily based on the concept that Public Administra-tion must be oriented towards indigenous culture.

The experiences of various countries indicates that there is no perfect method of training. Canada advocates the method of recording of lectures and the use of visual aids. But even this technique has some disadvantages. The speaker or lecturer plays the role of a "professional weaver and falls in and out of the screen. In Cylon emphasis is given on the "case method." However the success of the training programmes and techniques depends on their suitability to the conditions and facilities available in the country.

However, the young probationers deserve more facilities than they have at present. The best in audiovisual equipment should be in Mussoorie and the course should be more streamlined. The personnel recruited in new services like the Indian Economic Services often have some years of work behind them and are a little impatient with the teaching in management practices for instance. Modernization of the syllabus would be helpful. However, attention is directed towards changes and the first in-service short course was held in the year, 1968. It is expected that more reforms will follow suit. The recommendations of the Administration.

Training must be a continuous process since it is essential for the workers to keep them conversant with new legislation and recent trends in socio-political thought. The training schools should be organized periodically and have regular meetings for their own workers for lectures and discussions. Thus the training institutions should take their job very seriously and Government should be particular about training of those officers who show promise and are likely to occupy important positions in future. The system of education and training should be vertically integrated and be complementary in nature. Education at primary, secondary and University levels should be completely overhanded so that the multiplying demands of a growing economy
and the newly emerging social order may be adequately met. The cultural standards, intellectual attainments, social ethos and mental attitudes of the trainees for a particular assignment should be given a fresh orientation. The work and value of discipline should be brought home to the trainees so as to make them secular minded, public spirited and duty conscious. These would be no harm, and in certain aspects, tremendous advantage if the higher servant at least are sent abroad for intensified training and for purposes of broadening their outlook. Reforms Commission would give the guidelines in this direction.