CHAPTER IX

THE CONCLUSION
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SOME CONCLUDING OBSERVATIONS

National development is an extremely valued aspiration of all developing countries. Administrative capability or the ability of the government to perform the assigned tasks effectively and efficiently towards achievement of national goals is one of the most essential components as well as a scarce resource in the whole process of development. This is only possible through vigorous reform efforts aiming at changing or altering the structure, process, attitude and behaviour. The essential idea of development lies in the increased ability of human societies to shape their physical human and cultural environment. Therefore, development in whatever field it may be is a matter of deliberate human choice and purposeful human activity and it is not merely a goal but basically a process requiring purposeful action initiated by somebody with a will to develop.

Administrative capability of a country is greatly increased and influenced by the highest civil service. In developing countries, mostly the bureaucratic set up has been inherited from the British rulers and efforts at
reform started only after independence. Bureaucracy, which was recruited, trained and nurtured for performing maintenance functions had to fit in a new role of caring for the welfare activities of the people. It was evident, that change cannot be radical or sudden. It has to be conscious, planned, slow and in a particular direction.

Today, administration has to be more responsive and accountable. Most of the personnel problems are becoming more complex. Factors, which ensure human resource management, can be viewed both from internal and external points of view. Among the internal factors more important are managerial, procedural and technological whereas the external factors are market conditions, labour union pressures etc. To tackle these challenges, administration has to be professional. In the present analysis human resource development has been conceived as a system of development at career progression of employees, not essentially within a single function or group but cutting across functional and organisational lines. Indian Administrative Service is an elite Service and the concept of human resource development for this research effort has been applied to cover the period of the officer from the stage of entry to the stage reaching the top level. To meet the changing
requirements, various efforts have been made to adapt suitable strategies to meet the changing development needs. The researcher has tried to critically examine the conceptual and theoretical concepts of human resource development and feels that much serious effort is needed to clarify basic issues relating to this emerging concept on the theoretical side.

Indian Administrative Service and the Environment

The concept of All-India Service emanated from a federal political set up, the term having been used by the Secretary of State for India in the historic announcement of a gradually evolving responsible Government of India in October 1946. It was decided to consider the Indian Administrative Service and the Indian Police Service as All-India services to replace the then existing Indian Civil Service and Indian Police respectively. This creation was subsequently incorporated in the Constitution. In pursuance of the constitutional provisions, the Parliament passed the All-India Service Act, 1951 empowering inter alia the Central Government to make rules for regulating recruitment and conditions of service of persons appointed to All-India Service.
Technically speaking, the Central Government does not possess a permanent civil service of its own except the Central Secretariat Service. This has led to the policy of getting officers on deputation from the State governments and to lesser degree from the various central services, controlled as they are by their respective departments. The rationale for this arrangement is that higher Civil Servants engaged in policy making and advising Ministers must possess first hand as well as fresh experience of working in the field to keep the actions and decisions of the Union Government as close to reality and as meaningful to people as possible. It is true that the problems dealt within the Secretariat cannot be understood or appreciated in a vast and diversified country like India unless the public servants concerned have direct experience of working at the field level. Having worked in Secretariat, officers at the higher level are directly involved with the objectives underlying the policy and programmes which they have to execute. In this process implementation does not lose sight of the objectives and each level of Government comes to gain direct insight into each other's constraints and concern which help creating a healthy equilibrium in a federal system.
The Indian Administrative Service has to work continuously in changing political environment. Political parties other than the Congress, too, have been coming into power at the state level. The Dravid Munnetra Kazhagam (DMK) and later its variant All India Anna Dravid Munnetra Kazhagam (AIADMK) has been ruling Tamil Nadu uninterruptedly since 1967. The Communist Party (Marxist) has been in power in West Bengal since 1977 and in Tripura since 1980. Karnataka has been under the control of the Janata Party since 1982, the Telugu Desam Party governs Andhra since 1982. These parties have been in power continuously for more than one term, which confirms that they have struck roots and have emerged as credible alternatives to the Congress. In December 1985, the Assam Gana Parishad (AGP), a students' movement, turned regional party, won the election and formed the government in Assam, ousting the Congress which had uninterruptedly ruled the state since 1947 except for a brief spell of the Janata Party rule. The State Governments initiate their own programmes and develop their own priorities. Agrarian reform of West Bengal, subsidised food programme of Andhra Pradesh, mid-day meal scheme of Tamil Nadu, the poor-oriented welfare plans of Karnataka, etc. are positive in contents with deep penetrative implications,
and are calculated to remove poverty. In the course of time, the success of these welfare schemes puts pressure on other state governments and they, too, would find themselves under an increasing compulsion to take up welfare measures and show results - a logic of electoral politics in the land. Economic and social environment has also a deep impact on the working of Indian Administrative System.

No service can be judged taking for particular period in view and a historical perspective becomes essential. It is true that historically speaking, the All-India Services were formed when India had a centralised governance and unitary form of government. Through various Statutes and Legislative Acts, the service has been undergoing various changes. The researcher has tried to briefly sketch important landmarks in the evolution of Indian Administrative Service (Chapter III) and attempted to present a picture of continuity and change. Details of particular legislations or regulations were avoided so that the central theme is not lost sight of.

**Integrating Role**

Indian Administrative Service has been an instrument of administration at the two levels of Government.
which is otherwise designed on federal principles even through with modifications. IAS is basically state service but its members are able tocome to the Central Government with their first hand knowledge and experience of their field realities. The members of these services rotate between Centre and their cadre states, the underlined purpose being that they should revert to the field after a brief spell and help in execution of policies and programmes. After gaining fresh field level experience, they can be brought to the Central Government again for higher level policy making. The country being vast and full of diversity, officers coming to the Centre must come from all its parts to present a homogeneous picture of the country as a whole. A common service with interchangeable links between the two levels of Government helps working of the federal system. Democracy and federalism constitute the two most important pillars of Indian state. There are very few integrating influences. India does not have a common language as China, USA and West Germany has. It has a common goods market or capital market but no labour market and labour mobility is highly destructive. The role of IAS therefore becomes crucial and even increases as years pass. This service appear to be the country's
necessity as it helps to register the physical presence of the national government throughout the length and breadth of the country.

The modern administrative system is essentially the work of IAS and it was built on English models. Its members were made subject to the law, and infused with a high sense of responsibility for the welfare of the people over whom they ruled. Have they been able to play an integrating role in recent years, is a question which has different connotations. The background of the members of the new IAS is more heterogeneous. They are subject to some extent to regional, caste, local considerations. A broad national outlook is becoming comparatively less sharp and the sense to the loyalty to the nation is decreasing. The widespread discontent among the technical services and their plea for a balance appears to be the result of friction between the services.

It is very difficult to say that All-India Services have been totally successful in the accomplishment of either their traditional law and order function or their new developmental role. It is being mentioned that the poor record of the public sector and the poor image of the government do not appear to be happy signs. IAS has also not allegedly made
any significant contribution towards harmonious Centre-State relations. Notwithstanding these difficulties IAS has not totally failed. It is pointed out that it has largely failed to provide the needed leadership to the other services nor has it shown any independence in its relations with the political leadership inspite of the constitutional guarantee of their position and career. They have lost a great part of their esprit de corps and are being influenced more by political consideration. By and large, IAS has not shown much enthusiasm for the improvement of the standards of efficiency or inculcation of new ideas. It has been seriously concerned with its own career, service prospects, emoluments and other rights and privileges. A large majority of officers may be individually excellent but are collectively ineffective in giving purposeful garment to the people. The extent of corruption among them is subject to speculation but a widespread shared view is that they are not above it.

Training: Objectives and Institutions

There is growing awareness among the planners and policy makers that the remedy for several current administrative ills and maladies lies in improving the
quality of senior administrative personnel. After discussing the major objectives of training for Indian Administrative Service, one full chapter has been devoted to the discussion about institution building. The role of the LaB.S. National Academy of Administration, Mussoorie has been under discussion ever since its inception. The Academy is one attached office of the Personnel Department of the Central Secretariat and its role has been conceived differently by different individuals. The researcher has attempted to analyse the various points of view and made certain observations in Chapter IV. He thinks that the greater and future role of the Academy has to be linked up with the overall general personnel policy developed by the government. There is no doubt that the Academy has to continue to grow and keep pace with the expansion of administrative learning based on continuous training, research and studies. It has to take cognizance of the changing situation objectively so as to stimulate wide range discussions and create awareness of live issues and contemporary challenges. The researcher would strongly recommend drawing up of a comprehensive development plan of growth for the Academy for which there should be liberal financial assistance. In the changed political global situation, India would have to play a
key role in Asia and Africa and strengthening the Academy would help in the better formulation of Personnel Policies and training strategies in Asia as a whole. The initiative to reorganize and modernize the South Asian region is welcome and the Academy can become a major centre for training for the neighbouring countries.

The first exposure of the fresh recruited IAS entrant is with the foundational training at the National Academy. Therefore, it was thought essential that the course content and methodology for this course should be looked into depth. The overall assessment as brought out by the present study has been that by and large the foundation training programme is sound and useful. The programme has been reviewed by many scholars and administrators from time to time, but the researcher was keenly interested to identify the strengths and weaknesses of the programme and the effectiveness of various methods used in teaching. The starting assumption was that the teaching must bring improvement in job performance and modify the attitudes, behaviour and the inner spirit of the participants. It should help in acquiring new knowledge, skills and attitudes and motivate the participants to change the situation around them. It was satisfying to note that
that majority of the participants felt satisfied with the course. Some of them made useful suggestions for improvement which have been discussed in Chapter V. As to the chief weaknesses pointed out by a few of the participants, it was felt that the course was more theoretical in nature and need be made more relevant to suit the field conditions.
By and large, the present analysis shows that there is a need to have a fresh look at the course content and the methodology so that there is greater utility and relevance. It may be mentioned in passing that the programme has not been reviewed in the last many years and in the light of new requirements and new educational policy, the programme should be critically and carefully examined. The National Policy of Education (1986) has given a new orientation and work culture. The future officers of the country must be equipped with the latest thinking on education. Moreover, the programme of action which has been formulated is to be implemented on a long term basis. Many new assessment techniques have been advocated. It would therefore be necessary to make the instruction up-to-date.

The foundational course is followed by a professional course in which officers are equipped with high ethical, professional and performance standards for their role as administrators of districts and implementers of development.
plans. This course also equips them for higher responsible positions. Effort is made to provide managerial and programme orientation needed for achieving goals and to enhance ability to solve problems in administering multi-purpose and multi-functional development programmes at the field and at the district level. The researcher has discussed this aspect in a separate chapter (Chapter VI). Then the respondents were asked the pointed question whether the professional course provided an officer with the insights into the rural power structure and the social and economic problems of rural India, most of the respondents had reservations. Some of them were emphatic that the course does not create such identification with the worker sections of the society. The academic setting and elitist environment unconsciously affects the working relationships. Many participants felt that the links forged between the probationers and the Academy are not followed up. Once the training period is over not much effort is made to follow up and every officer is left to himself.

At present there is no training incentive for career development of officers. Performance in any
training, clearly and honestly reflected in the individuals course report, must be a factor in the career development of an officer. A course Report, therefore, should become a part of the officers dossier.

Trainers and their role

Adequate incentives must be given to attract talented instructors. The foremost incentive for any careerist is to link successful instructional service to his career prospect. A deputationist having done at least a three years stint successfully as an instructor will give him an edge over others in the matters of promotion. In addition to the above, an instructor on deputation posted against an instructional post should be entitled to special honorarium equal to one month's basic pay in a year. All instructors should be entitled to free accommodation. The trainees also require incentives like the trainers. While on training, they should have free furnished dormitory or room accommodation. Further, Government should consider awards of honour to participants for best performance in each training course.

The trainers are required to be highly professional and it is upto them to keep themselves abreast with the latest developments in their professional skills. As a measure of recognition of professionalism of a trainer, the trainers should usually be required to publish some
original works in some internationally reputed professional journals. Their professionalism should be judged, amongst other criteria, on the basis of quality of such publications. Amongst other criteria, it is important that at the end of the course an evaluation of the trainer be done by the participants. Finally, overall annual assessment should be done by the head of the institution. A compiled report on the trainers at the end of the course evaluation by the participants should be sent by the Institutions to their respective controlling Ministries/Divisions. Non-publication for two years and alternatively, poor or unsatisfactory performance evaluation by the participants for successive two courses should render a trainer to be posted out of instructional job. Only officers with required academic qualifications having instructional ability should be posted on deputation to the training institutions by the respective controlling Ministries/Divisions. Trainers should generally be selected from amongst the best trainees.

**Human Resource Development through Short-term Courses**

The idea of formulating suitable career development programmes has been under consideration of the Government of India for quite some time but during the last 3 years specific short-term training programmes have been
introduced for IAS officers exclusively. In Chapter VII, an attempt has been made to examine the contents and methodology of one week programmes on Policy Planning and Analysis. The course content of all the courses taken together shows that in general there is a mixture of theoretical inputs and practical insights. When participants were asked to comment freely about the utility of these courses and the extent to which the objectives for which they have been organised have been realised, a significant percentage felt that these programmes have by and large succeeded in fulfilling the aims. When the participants were specifically asked whether the course has benefited them individually for improved performance in their work, almost all the participants replied in the affirmative. In addition to pointing out the strengths and weaknesses of the programmes, the participants were also encouraged to offer their suggestions for improving such programmes in future. Majority of the senior level participants felt that the time spent during the training courses was a good break from the normal routine and if they were of a longer duration, it would be better. The overwhelming impression of the researcher is that while there may be objections here and there and initial hesitation to join in a group of persons, with differing levels of seniority and experience, in a day or two the barriers get broken. Participants do start interacting
with each other on issues and discuss specific problems. On the debit side it was pointed out that there is lesser use of case studies and there is more reliance on lecture method or syndicate groups. If case studies on specific subjects are planned in advance, it would be an excellent aid to make participants know the deeper implications of a particular policy.

**In-service Training - Long term Courses**

Government of India has drawn detailed guidelines regarding the training programmes of one month duration and beyond. It has been laid down that every officer should as far as possible have the training spells either in India or abroad between the 6th and 18th years of service. After the 18th year of service, he should undergo training at an advanced level relevant to one of the specialised fields. The training course for the target group of 6 to 9 years service is of one month duration. Stress at this stage is on programme implementation in the field. The course design covers aspects like environment analysis, project management, financial management, rural and urban development programmes, management of public enterprises, education, water and health services and decision making techniques etc. As regards 10 to 16 years service stage, the thrust is in the area
of modern management concepts and decision analysis with special focus on management environment in the public sector. The programmes meant for officers with 17 to 20 years' service have a thrust on policy planning and analysis. The major objective is to provide an opportunity for participants to improve their skills in policy formulation and in doing so to examine Government policies in selective fields of development activity, assess and value such policies and explore possible alternatives in the context of current economic, social and political factors. When the participants were specifically asked whether these courses have benefitted them for improved performance in their daily work, most of the participants brought out that the programmes have done so. Many of the participants expressed the view that their perceptions were further broadened and it provided impetus to their motivation. Some of the participants felt that the modern aids and the concepts or techniques explained to them during the programmes would surely help them in attaining higher efficiency and better results. The researcher has also analysed (in Chapter VIII) the Advanced Professional Programme in Public Administration, which is a nine months' course meant for senior civil servants. This advanced course is a post-graduate course designed to promote effective administrative leadership. Such a course started in the
Indian Institute of Public Administration in 1975-76 and is continuing. The programme provides an exposure of modern concepts and approaches as well as modern tools and techniques leading to the improvement of administrative capabilities of participants. Most of the participants felt that they after attending the programme, are in a position to perform difficult duties in a better way and shoulder higher and greater responsibilities. However, they were of the view that even such a long course has not made any contribution to their career advancement. Though this programme has equipped them better to face the challenges of the government more confidently and competently, no weightage, with rare exception, is given to this programme in their posting or promotion, thus whereas the efforts at imparting training are being appreciated by the participants, some serious thought is called for to exploit the knowledge and experience so gained in furtherance of nation building activities.

**Linking of training with career planning**

Linking of training with career planning, in the true sense of the term, makes it the responsibility of
the possible client to ask for course in advance, which he thinks will help him in his career advancement. The Foundational Courses, Induction Courses and Refresher Courses are a service requirement and, therefore, the participants of these courses require to be nominated by the respective controlling Ministry/Division. Each training institution of general nature or belonging to a particular service discipline, should run at least one career advancement course for promotion. Officers eligible and desirous to do this course should be required to apply through proper channel seeking admission in the concerned training institution at least six months in advance. Such application will get priority when recommended by the immediate superior of the officer. Nomination for all training courses should be made by the respective Ministry/Division looking at the age, length of service and professional requirement of the participants. Such nomination should be made at least one month in advance of the commencement of the course. Once final nomination is made, it should be honoured only with the exception of discipline and health cases. In the cases where nominations are violated, it should be noted in the dossier of the concerned officer and that could be viewed as an adverse record.
Mobility of the Services

It is true that a service which is common to both the levels of Government cannot be perceived to be impartial by either of them. The State Government exercises control over the All India Service in a number of ways. Postings and transfers of the officers are under its command and state may supersede by censure, stoppage of increment and recovery of the quantum of loss caused by the officer. There is a lot of unevenness in the promotion prospects in the IAS cadre of different states. It is estimated that the percentage of super time posts in IAS varies from 8.3 to 24.8 from one cadre to another with a spread of 16.5 per cent. The range of seniority for promotion into super time scale is between 16 to 20 years. This adversely affects the morale of the service and provides an invitation to the politician to intervene. Chief Ministers often take up with the Centre deputation cases of politically inconvenient officers. However, an officer who is aggrieved can knock at the door of Centre to seek shelter. The Centre thus has some say in the matter of punishment. Participatory process of decision making is no longer in use and the view presently taken by the Centre is that while consultation with the State Governments is obligatory under
the rules, their concurrence is not mandatory. This trend shows that the institution of All India Services does not present the same image to all and its participation varies from total acceptance to total rejection. The Central Government is hardly willing to believe that it has centralised the mechanism of control over these services. But the State governments have a different view.

The West Bengal Government's memorandum on centre-state relations made public in December 1977 demanded banishment of the All India Services. It observed: 'All India Services like the IAS, the IPS etc. whose officers are posted to the states, but remain under the supervision and disciplinary control of the central government, must be abolished'. Elaborating it, the memorandum observed: 'There should be only union services and state services and recruitment to them should be made respectively by the union government and state government concerned. Personnel of the union services should be under the disciplinary control of the union government and those of the state services under the disciplinary control of the respective state government. The central government should have no jurisdiction over the personnel...
of the state services. In its memorandum submitted to the Sarkaria Commission on Centre-State Relations, West Bengal was less enthusiastic of All India Services. It observed that its experience with the All India Services was of a mixed nature, there being certain advantages in having in the states serving officers who had a broad national outlook. At the same time, the fact that officers belonging to the All India Services generally tend to think of themselves as being under the discipline of the union government had led to complications. We would suggest that the constitution be so amended that in case a state does not wish to make use of the All India Services, it must be allowed the prerogative to opt out. The Government was of the view that the personnel of All India Services while serving in the state should be under the supervision and disciplinary control of the state government, and an appeal against it should lie with an administrative tribunal independent of both the central and state government. These developments show that there are different points of views about the role and status of IAS and as years pass, the controversies are becoming more evident.

Field Experience

A very powerful factor which affects the career development of an officer is the field experience. There is a powerful thinking today that Inter-State placement of All India Service Personnel may bring the service closer to the objectives settled for it. This proposition at first looks attractive but if implemented may have a number of repercussions. Every state has a separate administrative culture of its own and the officer allocated to it gets socialized as a result of his allotment. The state-level administration is relatively more personalized and the success of the system depends on what rapport the officer can create with officers of other departments. This informal arrangement cannot be transferred to other states. Again while deciding about transfers many factors normally political would creep in. Regional languages have been adopted as the official language of various states which could create problems of communication.

Some cynics call Indian Administrative Service as a guest service. Today nearly 50 per cent of the IAS officers have remained without the experience of functioning as Collectors or Deputy Commissioners.
Utmost efforts should have been given to the grooming, refining and training of these officers by placing them under District Collectors who should take deep and continuing steps in their junior colleagues. The shrinking of the field experience has taken place due to a number of factors. Some of the positions at the Secretariat level have been upgraded with the result that it has become possible for many officers to aspire and to be fit for the higher posts. Again it is common belief, that it is easier to create a higher level position in the Secretariat but extremely difficult to add even an ordinary position in the field. It has also been seen that senior level officers are increasingly reluctant to work in the field and prefer postings of the headquarters.

The Administrative Reforms Committee set up by the West Bengal Government in 1982 under the chairmanship of Asbok Mitra recommended that an IAS officer of atleast nine years seniority may be placed in charge of a small district and of fifteen years for holding the charge of a major district. "It is our view", the Committee wrote, "that, following the completion of probationary training, an officer belonging to the Indian Administrative Service
should have at least two tenures, of a minimum period of two years in each case, as either sub-divisonal officer or additional district magistrate to be followed by a tenure with a government department for a further period of two to three years, before he or she should be asked to assume the charge of administration of a relatively small-sized or less sensitive district. The seniority we envisage in such cases is of a minimum period of nine years. After completing a tenure as district magistrate in such a district for a period of two to three years, the officer should be brought back to the secretariat for a further tour of duty with a department, following which he should be asked to hold charge of a major district, a minimum period of service of at least fifteen years should be regarded as essential for an officer belonging to the I.A.S. 3

It has been suggested that the experience gained by an IAS officer in the district or in the states did not offer much experience for work at the Centre. Similarly experience at the Centre is not much useful while running the State Administration. Some academicians have suggested that after a period of 5 years in the

district those who are to serve the federal Government should be placed in different cadres and permanently assigned to the Centre and those allotted to the State be placed on different state cadres. Some others have suggested a revision in the mode of recruitment of IAS. Others seek to integrate the IAS with the State Civil Service and in the process construct it on the old Madras presidency system of direct recruitment at the lowest rung of the administrative ladder and filling up all posts up to the level of deputy collectors by promotion. The Central State Relations Inquiry Committee set up by Tamil Nadu in 1969 under the chairmanship of P.V. Rajamannar recommended yet another model of the All India Services. The Rajamannar Committee was examining as to how best the powers of the states as autonomous units could be safeguarded while at the same time retaining the All India Services. The Committee recommended discontinuance of recruitment through the Union Public Service Commission and suggested that the IAS be recruited from amongst the gazetted officers in the state governments. This design had two advantages, first it would secure representation for all the states in the All India Services, and second, an officer before he gets into the All India Service would have put in a sufficient length of service
under the state government, thereby gaining familiarity with the ground-level realities.

A doubt has been raised whether All India Services are related to their nomenclature and reflect an All India character in matters of postings and transfers. Once allotted an officer remains in that state for the rest of his career punctuated by spells of service in the Central Government customary with the tenure system. Another charge against All India Services relates to reluctance on the part of an officer to opt for a far-off specially culturally different state. The cultural diversity of the country is a discouraging factor many a time. An officer has necessarily to visit his home state from time to time and the expenses involved in travel alone are too much. Thus both cultural and economic factors limit geographical mobility of the members of the All India Services. Inter-State dialogue in India is not widespread and Inter-State exchange of personnel is nearly absent. State level Administrative positions get manned by officers who are generally junior in both age and experience to their central counterparts. These regular movements of officers between the Centre and the states is under stress. Interviews with some of the officers have
shown that a limited number of officers have monopolised the postings in the Central Secretariat and thus stand in the way of a regular inflow and outflow of the officers.

**Guidelines for Foreign Training**

An attempt has also been made to examine the policy of the Government regarding the training of civil servants who are deputed to attend training courses abroad. Unfortunately, there is no clear-cut policy. Mostly it is on ad-hoc basis and most of the nominations are done on personal basis. It may be useful to draw detailed instructions regarding the procedure of negotiations with the foreign countries or agencies, types of foreign training needed, allocation of courses to various ministries. Selection of candidates should be done by two separate committees. One selection committee should deal with academic courses of Post-graduate, Masters and Ph.D. level and this committee could be headed by the Secretary, Ministry of Human Resource Development. Second selection committee should deal with all applicants for other training courses and should be headed by the Secretary, Department of Personnel and Administrative Reforms. The Ministry should allocate, select and maintain the record of training, monitor their departures and arrivals and also recommend
assignment according to the field of expertise gained by
the trainees. If required, qualified foreign instructors/
consultants may be brought on short-term basis to run
courses or design a curriculum for our institutions. The
need for sending some of our fellows on foreign courses
will, however, continue to dominate our public service,
hopefully in a diminishing order. All our training
institutions must derive benefit of foreign training and
for this purpose the trainees on return from abroad will
be attached for at least two months to a training
institution appropriate to the training obtained. During
such attachment, the trainee will report on the training
attended by him, submit his papers and help the institution
in developing a curriculum if it is not there or updating
the existing curriculum of the institution.
Government should not go for availing each and every
facility of foreign training offered by the agencies.
Ministries/Divisions will have their own 5 year and annual
training development programmes prepared on the basis of
their training needs. They will indicate their requirement
of foreign assistance in relevant fields only when country's
own training facilities will fall short of meeting the
requirements.
Need for Training Policy

Training has been defined as a "learning process whereby people acquire skills, concepts, attitudes or knowledge to aid in the achievement of goals". In a narrow sense, training is concerned with teaching scientific and immediately useable skills. In a broad sense "training provides general information". In the context of personnel management, development often denotes the broad scope of training. Job performance, job requirements, job description and specification, job analysis, organisation analysis and surveys can be usefully employed to determine training needs in public administration, particularly in the high-level hierarchy of posts at policy-formation level. Training is a continuous process. It is required both at induction level and in-service levels. At induction level, the new young recruits are generally fresh graduates from the University with no knowledge of the skills or techniques in administration. Persons recruited by late entry, particularly those belonging to specialists class or Professional class, are also new to administration and management and need training to overcome this deficiency. In-service training for existing civil servants is necessary to plan their future development. For higher administrative group, there should be a scientific assessment of
identification of training needs and setting of objectives. Besides the on-the-job training, institutional training, at home or abroad, should be usefully arranged.

The training sector in India both at the Centre and the State level has been seriously lacking a comprehensive training policy clearly defining the training objectives, scope and level of training in different institutions, assessment of training needs, mechanism for coordinating training, linking training with career planning and guidelines for monitoring and evaluation of training. The in-service training facilities for I.A.S.s within the country are insufficient. The training institutions are found particularly weak in curriculum development. Through the process of continuous research necessary curriculum should be developed to match the growing training needs of the country. Again there is a serious shortage of qualified trainers in the institutions. The available trainers lack proper supervision and grooming by their superiors in the training institutions. Due to lack of reward and punishment for performance of training institutions, good trainer material is not forthcoming. A policy guideline on national training has therefore become absolutely necessary
Now to optimise the training effectiveness. During interviews for the present study it was evident that there are a few problems which baffle the efforts in framing a broad based national training policy. The first and foremost requirement for a training policy is a comprehensive survey of training needs. Such survey can be early conducted by the individual Ministries/Divisions. They are not in a position to correctly assess their individual training needs without having the priorities of national goals before them. Planning Commission has been performing that job temporarily well. The Ministries should assess their training needs in accordance with the priorities of the national goals as fixed by the Planning Commission. The Ministries should work out their training needs on the basis of the priorities set by the Planning Commission and should submit their 5 year training needs to the proposed National Training Council in annual breakup. The training needs should include both training in and outside India. Again training policy will be unrealistic unless the consumer's view is taken into consideration. The user Ministries should work out their 5 year training needs immediately in yearly breakup showing their needs to the training council for their approval.
National Training Council

For the purpose of coordinating training activities and to take policy decisions in matters of training at home and abroad it may be useful to constitute a National Training Council. It should be chaired by the Prime Minister with other important Ministers and number of Secretaries to the Government as members. This council should have an executive committee to meet promptly and to dispose of urgent business at short notice. The Department of Personnel and Administrative Reforms should provide the secretariat service to both the National Training Council and the Executive Committee. This Council should prepare a five year national training plan on the basis of specific training needs for the personnel of a particular organisation.

The preceding discussion and in-depth analysis brings out that the hypothesis that the higher civil servants in India specially those belonging to Indian Administrative Service have not been provided with a systematic scheme of human resource development, plans and programmes and the recent emphasis of the government in providing
more opportunities for human resource development needs close scrutiny and continuous reform is true.

To conclude, the new responsibilities assumed by the State requires qualitative as well as quantitative changes. The modern political, legal and administrative institutions which the British created lacked indigenous roots. Efforts in recent years have been aimed at bringing about attitudinal and procedural changes. Human Resource Development is one important fundamental aspect relating to the morale and motivation of higher civil servants, and recently there has been a lot of emphasis on it in the Seventh Plan document. The present study is an humble attempt to look at one of the premier services, but other scholars can take other services and explore the area further. Not much work has been done in the field of State Civil Services. This study has highlighted certain problems of human resource development but an in-depth analysis of each problem can be very usefully attempted. If the present study has been able to emphasize that the training has to be an ongoing process not only for updating the knowledge and skills of civil services, but also for developing appropriate attitudes and values keeping in view the changing technology, environment and conditions of work, the effort will be amply rewarded.