

**STATE
ADMINISTRATIVE REFORMS COMMITTEES
ON
TRAINING**



**TRAINING DIVISION
MINISTRY OF HOME AFFAIRS
GOVT. OF INDIA
MAY, 1970**

Training Monograph No. 7

STATE
ADMINISTRATIVE REFORMS COMMITTEES
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F O R E W O R D

Some time back, the Training Division issued Training Monograph No. 2 - "Administrative Reforms Commission on Training" which included the recommendations relating to 'training', made either by the Administrative Reforms Commission or its Study Teams.

Further studies in the Training Division indicated that a number of valuable observations on Training have been made by the different State Administrative Reforms Committees set-up from time to time starting from the Bengal Administrative Inquiry Committee of 1945. In this Monograph, the comments and recommendations in the area of Training, of the different State Administrative Reforms Committees since independence have been abstracted and presented in a chronological order. It is hoped that this Monograph will fill an important gap and provide valuable sifted material for better and more comprehensive appreciation of the issues and problems in Training with special emphasis on the requirements of the State Governments.



(B.C. Mathur)
Director of Training &
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May 16, 1970.

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Background:

A number of State Governments in the last two decades have been interested in the subject of administrative reforms. Arising out of the acceptance of this need, administrative reforms committees had been appointed in the States from time to time. In the early forties, the then Government of Bengal appointed the first Administrative Enquiry Committee in 1945 (also known Rowland Committee.). This was soon followed by the Bombay Administrative Enquiry Committee (1948) presided over by Prof. D.G. Karve. Later, as many as eleven more States appointed Administrative Reforms Committees and their reports are available, the latest being that of Maharashtra (1968). Today, Administrative Reforms Committees are working in a few States and their findings are awaited.

The State's administrative reforms committees have covered a very vast area of administration, and have included, inter-alia, examination of the existing administrative machinery and review of administrative work with emphasis on inadequacies and the short-comings, if any. The reports have invariably suggested ways and means for effecting efficiency for recruitment and placement of civil servants. The recommendations have included a number of reforms and reorganisation details with a view to equip the administrative machinery to function in speed and efficiency, through better

LIST OF REPORTS ABSTRACTED

1. Bombay, Report of the Administrative Enquiry Committee 1948 (Chairman: D.G. Karve), Government Central Press, Bombay, 1948.
2. Kerala, Report of the Administrative Reforms Committee (Chairman: E.M.S. Namboodiripad), The Government Press, Trivandrum, 1958.
3. Andhra Pradesh, Report of the Administrative Reforms Committee, (Chairman: K.M. Unithan), The Government Stamps Press, Hyderabad, 1960.
4. Rajasthan, Report of the Administrative Reforms Committee, (Chairman: H.C. Mathur), Government Central Press, Jaipur, 1963.
5. Rajasthan, State Committee on Training, (Chairman: B. Mehta) Government Central Press, Jaipur, 1963.
6. Andhra Pradesh, Report of the Administrative Reforms Committee, 1964-65 (Chairman: N. Ramachandran Reddy) The Government Secretariat Press, Hyderabad, 1965.
7. Kerala, Report of the Administrative Reorganisation Committee, (Chairman: M.K. Vellodi), The Government Press, Trivandrum, 1967.
8. Punjab, Administrative Reforms Commission, (Chairman: K. Hanumanthaiya), 1964, Controller of Printing and Stationery, Chandigarh, 1966.
9. Maharashtra, Report of the Administrative Reorganisation Committee, (Chairman: S.G. Barve), The Government Central Press, Bombay, 1968.

Appendix A

LIST OF STATE ADMINISTRATIVE REFORMS COMMITTEES

1. Bombay, Report of the Administrative Enquiry Committee, 1948 (Chairman: D.G. Karve) Government Central Press, Bombay, 1948.
2. Rajasthan, Report of the Rajasthan Administrative Enquiry Committee, (Chairman Mehta), Government Central Press, Jaipur, 1956.
3. Orissa, Report of the Administrative Reforms Committee, (Chairman: S. Das) Government Press, Cuttack, 1958).
4. Kerala, Report of the Administrative Reforms Committee, (Chairman: E.M.S. Namboodiripad), The Government Press, Trivandrum, 1958.
5. Andhra Pradesh, Report of the Administrative Reforms Committee, (Chairman: K.M. Unithan) The Government Stamps Press, Hyderabad, 1960.
6. Rajasthan, Report of the Administrative Reforms Committee (Chairman: H.C. Mathur) Government Central Press, Jaipur, 1963.
7. Rajasthan, State Committee on Training (Chairman: B. Mehta), Government Central Press, Jaipur, 1963.
8. Andhra Pradesh, Report of the Administrative Reforms Committee, 1964-65 (Chairman: N. Ramachandran Reddy) The Government Secretariat Press, Hyderabad, 1965.
9. Punjab, Administrative Reforms Commission (Chairman: K. Hanumanthaiya), 1964, Controller of Printing and Stationery, Chandigarh, 1966.
10. Kerala, Report of the Administrative Reorganisation and Economy Committee, (Chairman: M.K. Vellodi) The Government Press, Trivandrum, 1967.
11. Maharashtra, Report of the Administrative Reorganisation Committee, (Chairman : S.G. Barve), The Government Central Press, Bombay, 1968.

Administrative Enquiry Committee, BOMBAY 1948

TRAINING

1. A potent cause of administrative inefficiency is the inadequate attention at present given by Government to the training of their staff. Recruitment by open competition will no doubt secure entrants with the requisite standards of intelligence and ability. But they can become skilled administrators only if they are made to undergo a course of training and a period of apprenticeship. Refresher courses too are obviously needed for technical officers to brush up their knowledge periodically. The need of such training courses has never been so urgent as at the present time, It is therefore necessary to organise intensive courses of training and to depute officers for special studies in other parts of the country, and abroad if there are no facilities for such training in this country. Study leave may therefore be freely given to officers during the early part of their career for receiving such training as is likely to increase their usefulness to the State. (para 355).

2. In view of the growing complexity and extent of the functions of Government departments for social and economic purposes, the need for initial training and refresher course for all grades of Government services ought to be self-evident, and yet the normal departmental mind is so accustomed to the age-long tradition of

haphazard acquisition of knowledge by contact with old hands and by making mistakes, that it shuns the idea of a training programme.(para 356)

3. We are firmly of opinion that the efficiency of the administration can be increased only if all its officers, superior as well as subordinate, are properly trained before they take up their duties. The need for such training is recognised in the case of the Indian Administrative and Police Services and provincial police and forest officers. (para 357).

4. We would draw Government's special attention to the paramount need for training the large body of clerical staff employed in the Secretariat and other offices of Government. This training will have to be organised at Bombay, and also at divisional centres on account of the differences in regional languages and problems. The course should cover the general duties of a clerk, e.g., precis, drafting, typing and a basic knowledge of accounts and procedure which are common to all offices. In addition to this common group of subjects, each department and office is interested in promoting a knowledge of its own requirements. For this purpose special experienced staff may be attached to the divisional training schools on a tenure or deputation basis as may be necessary. While special training in the regulations and procedure of the office in which the

trainee is employed is obviously necessary, the advantage of imparting knowledge of the rules and procedures of other offices or departments, with which the trainee will have to deal, should not be overlooked. (para 358).

5. Acting on our recommendation made in an interim report, Government have already instituted a training course for Secretariat clerks. One such course we understand has already been finished. The proposal to organise similar courses for clerks in revenue offices has been considered by the divisional commissioners and is being finalised. The heads of other departments should also be asked to frame such courses for the clerical staff in their offices. A certificate should be given to those who have satisfactorily undergone these courses. These certificates should not be awarded on the result of a stereo-typed examination, but should be based on tests from time to time during the courses. Wherever subordinate departmental examinations are at present necessary for the confirmation of clerks in Government service, such as the sub-service departmental examination in the Revenue Department, these newly instituted tests should be substituted for them, and all clerks before confirmation should be in possession of certificates awarded at the training centres. (para 359).

6. Where the instruction is not primarily administrative and clerical, but technical as in the case of vaccinators or agricultural kamagars, training will have to be arranged departmentally as is done at present, but on a more systematic basis. While the subjects to be taught in such centres, general as well as special, are for the departments to consider, we would only emphasize the urgent need for Government to extend such training to all departments and to keep it on a practical basis. (para 360).

7. To facilitate such instruction and study, all available aids should be utilised. Manuals of Acts and departmental procedure should be brought up to date and made available on an adequate scale. In some cases new compilations will have to be prepared so as to suit each course of training. We should regard the expenditure on the preparation of these texts, as on the provision of training staff, premises and equipment as money well spent. (para 361).

8. The training of officers, which is properly organised in the Police and Forest departments, is much neglected in the others. We feel that hardly any department can now hope to carry out its work with the requisite efficiency, understanding and enthusiasm unless special training is provided for its officer staff.

To the Education Department the large number of Supervisory, administrative and inspecting officers for primary education will, we trust, be more efficient workers if they pass through an appropriate course. Periodical conferences of departmental officers are no substitute for such a course, though we realise that these also have their uses. Education is however only an illustration. New policies are being adopted in several departments and considerable extensions of staff and other items of expenditure are being sanctioned to carry these out. To ensure the successful implementation of these policies training courses for supervisory and executive staff are essential. Not all these need a school or an elaborate permanent establishment. Such a training course would be necessary not only in the spending and beneficent departments of Government such as Education, Cooperation, Public Health and Agriculture, but also in taxing departments like those of Revenue and the Sales Tax. Very often the tax and the service aspects of a department's functions are so inter-related that incomplete comprehension of the purpose of his functions by an official leads not only to inconvenience for the public, but also to loss of revenue to Government.

The following extract from the evidence of Mr. M.J. Desai, who has considerable experience of the administrative system of this Province will speak for itself:-

"Another point which has struck me is that everybody is doing a limited job without understanding the why and how if it. When I was a collector, I asked a tagavi clerk why he had not disposed of an application for tagavi. He said the delay was due to rush of work. He did not realise that this would result in the cultivator not obtaining a pair of bullocks or seed for that particular season, which meant not only less produce for the community but also loss of revenue to Government. Immediately after recruitment there should be a permanent agency in the district for the training of the subordinate staff, and the recruit should be instructed why he is doing a particular job and how it is to be done." (para 362)

9. It is, therefore, essential that training in procedure should be combined with training in objectives. The latter has not only to be learned but absorbed, and training and refresher courses are the approved methods of imparting it. "In civil life generally too little attention has been paid to training as a

factor in efficiency, and where attention has been given, it has tended to concentrate on the instruction of the rank and file in technical skills or of the subordinate supervisory group in the elements of leadership. This rather patronising attitude towards the subject has overlooked the importance of training for officials of all grades, not primarily in order that they may learn new tricks, but that, in studying methods in common they may attain the similarity of outlook and of attack on problems which are essential to true cooperation.* We are conscious that a Government pressed for funds and faced with a shortage of experienced staff is likely to grudge both the expenditure of money and the diversion of services of its competent staff for these training schemes. But the ultimate advantage both by way of economy and efficiency expected from a well-designed scheme of training is so great that we place the provision of adequate training facilities in the class of urgent and crucially needed improvements. (para 363).

* (L. Urwick: The Elements of Administration. pages 69-70).

Recommendations

1. Intensive courses of training should be organised. If there are no facilities in the province for training, officers should be deputed for special studies in other parts of the country and abroad. Study leave may be given freely to officers during the early part of their career.(no.217)
2. Efficiency of administration will increase if all officers are properly trained before they take up their duties. (no. 218).
3. Training of clerical staff in the Secretariat and other officers will have to be organised at Bombay and at divisional centres on lines suggested. (no. 219).
4. Heads of departments should be asked to frame special courses for the clerical staff in their offices. Confirmation of clerks should depend on certificates which should be based on tests held from time to time during the course. (no. 220)
5. Where technical instruction is to be imparted, training should be arranged departmentally on a systematic and practical basis. (no. 221).
6. Manuals of Acts and departmental procedure should be brought up to date and made available on an adequate scale. New compilations may be prepared where necessary(no.222)
7. Training in procedure should be combined with training in objectives. (no. 223).

Administrative Reforms Committee, KERALA 1958 Vol. I

TRAINING

1. The practice of giving training exists now in the case of direct recruits to some executive posts like probationary Deputy Collectors, Extra Assistant Conservators of Forests, Deputy Superintendents of Police, Probationary Deputy Tehsildars, Forest Rangers, Sub-Inspectors of Police, Cooperative Inspectors etc. Persons selected are appointed as Block Development Officers and Gram Sewaks also are given an intensive course of training in development work. Since 1956, a school for the training of Clerks and Accountants has been functioning in Trivandrum, the trainees being drawn from the several offices, mostly situated in the city. There is a whole time Principal for the Institution who is a Deputy Secretary. Some officials of the State Secretariat and the Comptroller's Office do part-time work as lecturers in specified subjects. The duration of the course is three months and the intake of candidates for each course is 100. (para 10).

2. It is the view of the Committee that, quite apart from the general question whether, and if so what kind of, post-recruitment training should be given to clerks and accountants, the purpose served by the present school in Trivandrum is of doubtful value, that the intake is so

small that its influence on the 'Broad mass of the clerical class' is insignificant, and that to duplicate it in other centres in the State would be sheer waste of money, having regard to the nature and method of training imparted. It is learnt that the Government have since decided to close down the school, and so we do not propose to comment further upon its working. The Committee considered in this connection the relative merits of institutional training and 'training on the job' so far as the ministerial service is concerned. The time honoured method of leaving a new entrant 'to learn the job by doing it' and to generally flounder about 'in the deep and until one has somehow taught oneself to swim' may not be suitable in current conditions. For one thing, officers and their assistants have now an ever increasing work load to handle, and are in practice unable to afford the time required for grooming raw recruits into shape. For another, administration is rapidly becoming a complex and technical matter and a measure of acquaintance with the 'basic tools of his trade' derived from the books and manuals, is indispensable to the fresh entrant. It is, however, recognised that mere institutional training, however efficiently and carefully imparted, unaccompanied by a concurrent course of practical on-the-job, learning will be of little use.

We, therefore, suggest that institutional training in general principle be combined with practical training in offices preferably of the departments to which the trainees are allotted. It will be necessary to run such training courses at the Head Quarters of each district. Before the recruits selected by the Public Service Commission are posted to the offices, they should undergo training for about three months in a district school during which period they will be attached for practical training to the offices of the different departments situated in the District Head Quarters. This period should be counted as part of their probation, and the diligence and attention shown during the training should be taken into consideration in judging whether the allottee has satisfactorily completed his probation. (para 11).

3. We wish to emphasise that the scope of training should include training in objectives as well. The role of the services in a welfare State is a very important one. They are not merely members of an organisation but a body of persons who greatly influence the day-to-day life of the citizens outside. As has been said often, there is a human problem behind every file, and this profound truth must be recognised in a greater measure

by our Government servants, especially of the clerical and the lower executive grades. In the huge pyramidal structure of the Service they form the base. The common man comes into frequent contact with this part of the structure and his impressions of the Service and the Government will be influenced to a large extent by his experience of such contact. (para 12).

4. Initial training part, it is necessary to organise refresher courses and seminars to enable the officials to exchange ideas and to keep abreast of up-to-date trends in organisations, methods and procedure. Senior Officers of Government should participate in these gatherings and encourage free and frank discussions on matters of administrative importance. (para 13).



Recommendations

1. A period of probation should be prescribed for new entrants and promotees. (para 99).
2. A course of combined practical and institutional training should be prescribed for all recruits to clerical and administrative jobs. (para 100).
3. Refresher courses and seminars should be organised for the benefit of the personnel in service. (para 101).



Administrative Reforms Committee - ANDHRA PRADESH, 1960

Public Services

I. Study Leave -- Study leave on full or half-pay should be given to young employees who intend to proceed on leave for higher studies, particularly in technical departments. (Para 78).

II. 1. Training of Clerks - (1) There should be training centres for Lower Division Clerks for a total period of three months, out of which six weeks should be institutional training on the lines similar to the training given in the Community Development Organisations, combining the theoretical and the practical aspects.

(2) Office Manuals -- The Committee generally endorses here the following suggestion of the Madras Pay Commission (1959-1960) regarding the tests to be prescribed for Lower Division Clerks when they join services.

"We therefore suggest that the Government should take on hand the compilation of a Manual of General Administration which within a short compass of about two hundred to two hundred and fifty pages, will introduce a clerk to the rudiments of administration and equip him with that basic knowledge of the principles and procedures of Government organisation, without

which he cannot become a useful civil Servant. This manual will be a digest of such manuals already in existence as the District Office Manual, Madras Financial Code, Accounts Code, Service Manuals etc., but it should be written in a free and easy style. The Manual may also contain a breif descriptive account of the set up and the working of the different Government Departments as the clerk will then be able to appreciate his own work in a wider setting.

A pass in a test on this Manual of General Administration should be prescribed as a condition precedent to the declaration of probation and the earning of any increment in the time scale, failure to pass the test within two or three attempts should entail discharge from service. At the same time, it will provide a good incentive to the clerks if an advance increment is given on the passing of the test. This test may be prescribed for all Lower Division Clerks and directly recruited Upper Division Clerks including those in the Secretariat". This test should be conducted just like other departmental tests that are being held now.

(3) The preparation of the Manual for each Department should be left to the concerned Head of the Department. Further details of this scheme will have to be worked out by the Government in consultation with the Head of the Department. (para 102).

Recommendations

1. Training Centres for Lower Division Clerks for imparting institutional training should be established. (No. 62).
2. A pass in a test for Lower Division Clerks and Upper Division directly recruited, in the Manual of General Administration to be prepared by Government should be prescribed as a condition precedent to the declaration of probation and earning of an increment. (No. 63).

Administrative Reforms Committee, RAJASTHAN 1963.

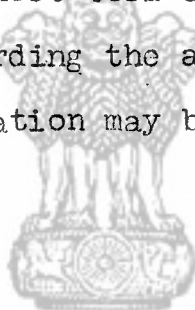
TRAINING

1. The principle that a government servant must be properly equipped to discharge the duties proposed to be assigned to him before he is actually appointed to the post is fairly obvious, needing hardly any elaboration. The State government had recently appointed a special Committee under the Chairmanship of the Chief Secretary to examine the training programmes of all government services and recommend measures to ensure that these programmes are efficiently organised, properly coordinated, improved in content and brought in conformity with the existing requirements of the state and local administrations. The recommendations of this Committee are fairly comprehensive and cover most of the important aspects of training of government servants, and therefore, we have not examined this matter in detail. (para 5.10.1).
2. We would, however, like to emphasise that the staff appointed to the training institutions run by the government should be given proper guidance regarding the manner in which such training should be imparted. Special short-term courses may be organised in conjunction with one of the universities in Rajasthan, or with institutions of the nature of the Indian Institute of

Public Administration, for the training of such staff members from time to time. The quality of instruction at the training institutions is likely to improve as a result of adoption of this measure. (para 5.10.2)

Recommendation

Staff appointed to the training institutions run by the government should be required to undergo special short-term courses in which instructions regarding the approach to the training and education may be imparted. (S.No.104).



State Committee on Training, RAJASTHAN, 1963

Training - A Continuous Process

1. As long as man continues to learn, he subjects himself to the process of training. For the average intelligent man there is no end to this process.

Similarly, in Government services, if a good standard of performance and efficiency is to be obtained; opportunities for training, study and reflection have to be afforded to all government servants at regular intervals, throughout their period of service. The Committee has given this matter considerable thought and feel that each entrant into the Government services, especially in the higher services, should be subject to the following process of training in the course of his career:

(i) Post entry pre-service training - To acquaint him with the basic requirements of his profession, and inculcate in him the right attitude of mind towards his work.

(ii) First Refresher course. - In Service institutional training, in the form of refresher course at the age of 30-35 years. This course will enable him to reflect on the experiences gained by him in the initial stages of his service and also to share these experiences with his colleagues. It will also afford him an opportunity to

post himself up-to-date with the most recent thinking and researches on subjects connected with his profession.

(iii) A Middle Management Course. -- Just before the age of 40 years. The course will be for the officers of a number of different services working in different but related departments. There is always much in common in the work of Government servants who are engaged in common tasks. It is envisaged that this course will give government servants of different departments an opportunity to come together after having gained considerable experience in their own special spheres of activity and to exchange ideas and experiences for the mutual benefit of each other. Certain subjects of common interest such as Personnel Management, some aspects of Public Administration and Human Relations and other problems connected with their work should also be taught and discussed in these courses.

(iv) Second Refresher Course. - Between the age of 40 and 45 i.e. ten years after the first refresher course, there should be a second refresher course; this will give the officers another opportunity after they have gained more experience to come together and discuss matters of common interest, share their experiences and study subjects connected with their work.

(v) Higher Management Course. - Government servants, on the eve of their appointment to the most important posts in their respective cadres, would do well to collect together and discuss matters relating to State policy, ways and means of bringing about greater efficiency and harmony in the working of different departments and appreciate more intimately the functions and responsibilities of their colleagues engaged in different fields of activity. It may be mentioned here that the State Government should take advantage of similar courses sponsored by the Government of India, especially in the Administrative Staff Colleges, Hyderabad and Simla and in the Indian Institute of Public Administration, New Delhi.

The duration of all the above courses, except the pre-service institutional and field training course, should normally be four weeks.

(vi) Study Tours - The Committee feels that visits in the nature of study tours to other states in the country, and also to other countries serve a very useful purpose. Not only do they enable the Government to view its policies in a broader perspective and benefit from the experiences of other governments, but also enriches and considerably broadens the outlook of the government servants concerned. It is, therefore, recommended that

government servants serving in positions of higher responsibility should be sent to foreign countries, especially to European countries, for specialised studies which would be of utility to the Government, and also of educative value to the Government servants concerned. The period of such study tours should be about six months, half of which time should be spent in the relatively under developed countries and the other half in the more progressive countries. Advantage may also be taken of scholarships offered by various countries to the citizens of this country and also by the Government of India, for such study tours. (para 1.3.1)

2. The Committee also recommends that officers who have put in about ten years of service, should be sent in batches of not less than two and not more than three, to other states in the country, especially to non-Hindi speaking areas, to study specific subjects connected with their work for a period of about one month. Each member of the group should be assigned one subject. Every year, six such groups may be sent so that the senior officers of every department get a chance to participate in these study tours at least once in three years. (para 1.3.2)

3. It will be noticed from the above suggestions that every member of the important services in the State will be

afforded an opportunity about once in five years to spend some time in retrospection and study. This will enable him to keep himself abreast of the most recent developments in matters relating to his profession, to share his experience with his colleagues and develop a broader and more understanding outlook towards his own work and the work of his colleagues in sister departments. (para 1.3.3)

COMMON TRAINING COURSES

1. Keeping in view the broader objectives of the training as already defined, and in order to ensure that Government servants develop a spirit of mutual understanding and an integrated approach to work, the committee makes the following recommendations, with regard to the post-entry pre-service training: (para 1.4.1)

CENTRALISATION OF TRAINING INSTITUTIONS

2. As far as possible the training institutions of all general services should be located at one place, preferably in a University town. Apart from a number of subsidiary advantages, the main advantage of such a step would be:-

- (a) The new entrants to the general services would become familiar with one another and appreciate each others functions more correctly. They would

also develop a community of out-look and a spirit of good will towards each other.

- (b) The teaching staff of the Universities may be drawn upon as part-time lecturers for the schools for the teaching of subjects which do not require the services of whole time lecturers.
- (c) A number of lecturers can be common for two or more training institutions where they do not have whole time work in any one institution. This would result in considerable economy to the Government.
- (d) Such extra-curricular activities as riding, swimming, motor driving, motor mechanism, physical instruction and even games and sports, may be organised in common for the trainees of the different services, thus avoiding duplication and unnecessary expenditure.
- (e) With a lesser number of instructors, instructors of higher calibre and better qualifications could be engaged, and this would naturally improve the quality of instructions. (para 1.4.2)

3. However, the Committee realises that it may be difficult for the Government to give effect to these recommendations straightaway in view of the manifold

practical difficulties which may be encountered. It is, therefore, suggested that some beginning should be made in this direction and the centralisation of the remaining training institutions may be brought about in due course in accordance with a phased programme. New training institutions, however, may easily be located at the selected place without much difficulty. (para 1.4.3)

FOUNDATIONAL COURSES

4. The Committee strongly recommends that new entrants into the Government service should, at the beginning of their training period, collect together in a common institution and study subjects of common interest which would be of benefit to all. This course will serve as a foundational course for all these services. For this purpose, the services may be divided into the following categories:-

- (1) All general state services.
- (2) All general subordinate services, requiring a University degree at direct entry stage.
- (3) Indian Administrative Service, Indian Police Service and all technical State Services. (para 1.4.4)

5. The duration of the course for category one services should be five months; for category two services, three months; and category three services, two months. (para 1.4.5)

Administrative Reforms Committee - ANDHRA PRADESH 1964-65

TRAINING

1. The importance of training of new recruits to Government service is now well recognised. According to the orders in force, clerks newly recruited to the Andhra Pradesh Secretariat Service, Andhra Pradesh Ministerial Service and Andhra Pradesh Judicial Ministerial Service, after selection by the Public Service Commission, have to be given in-service training in the Departments and offices to which they are allotted for a period of three months. Accordingly, during the period of three months, recruits are attached in turn to each branch of the Department or office for some time, so that they may pick up the work of all the branches of the Department or office to which they are attached. This training is in our view neither adequate nor purposeful. The persons to whom these new clerks are attached for picking up work have neither the time nor all of them the capacity to guide and instruct the new recruits. The recruits thus learn little or nothing during the period, they just mark time and complete the training period. The senior officers have even less time to think of the training of these recruits. A few of the trainees may occasionally pick up a little acquaintance with rules and procedure by

contact with some of the experienced clerks but this system in which the trainees are left to themselves and pick up a little knowledge here and there through chance cannot be said to be satisfactory. We have, therefore, no hesitation in saying that the in-service training is not useful. (para 3.13).

2. The previous Administrative Reforms Committee considered that there should be training centres for Lower Division Clerks for a total period of three months out of which six weeks should be institutional training where both theoretical and practical training was to be given. That Committee also considered that a pass in a test in the Manual of General Administration (a compilation to be prepared as a digest of the Office Procedure Manual, Financial Code, Accounts Code, Services Manuals, etc.), should be prescribed as a condition precedent to the declaration of probation and the earning of any increment in the time scale, and that failure to pass the test within two or three attempts should entail discharge from service. The Committee considered that the test might be prescribed for all Lower Division Clerks and directly recruited Upper Division Clerks including those in the Secretariat. Though these recommendations of the previous Committee were accepted by the Government, no specific orders have so far

been issued and the compilation of the Manual of General Administration has not also been taken in hand. (para 3.14)

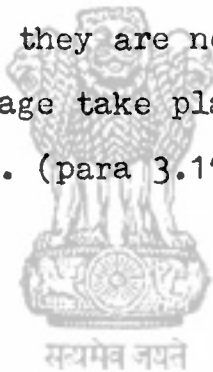
3. The Committee considers that it is essential to impart training in procedures to new recruits. The smooth and efficient working of the governmental machinery demands awareness and devotion to duty from officers at all levels. As has been said often, there is a human problem in every file, and this profound truth must be recognised by the Government servants, especially of the clerical and the lower executive grades. The average citizen comes into frequent contact with the lower rungs of the administrative structure and his impressions of it and of the Government are influenced by these contacts. Some of the delays that occur in Government offices and inconvenience thereby caused to the public can be avoided if the clerical and lower grade executive staff have a better grasp of rules and procedures and the principles underlying them. We, therefore, recommend that there should be institutional training for a period of three months two months out of this should be for theoretical training and one month for practical training attached to offices. Office procedure and some of the more important service, financial and account rules and the underlying purpose of these rules should be explained during the institutional training. We also recommend that this period should be counted towards

probation. A satisfactory completion of the course of training should be necessary for completion of probation.
(para 3.15)

4. Some of the officials and non-officials, who gave evidence before us, have suggested that there should be a refresher course of training at periodical intervals to improve the efficiency of the staff, both Gazetted and non-gazetted. We agree with this suggestion and recommend that refresher course be organised at periodical intervals, to enable officials - both gazetted and non-gazetted services - to exchange ideas and to keep abreast of up-to-date trends in organisation, methods and procedures. The Organisation and Methods Division in the Secretariat should arrange these courses of training.(para 3.16)

5. Some of the directly recruited State Service Officers, such as Probationary Deputy Collectors, District Agricultural Officers, etc., are all undergoing practical training in the duties and responsibilities of their offices. Except Deputy Superintendents of Police, the Deputy Registrars of Co-operative Societies, other directly recruited Gazetted Officers do not receive any institutional training. We consider that a common institutional training for a short period, say about 3 months, will be useful for all direct recruits. It is not enough for a Government servant, particularly at the gazetted level,

to know his own work; he should be aware of the points of contact between his department and others and have a picture of his department as part of the whole structure of Government. No Government servant can function in isolation, and unless he shows a spirit of co-operation with and understanding of the activities of his colleagues in different departments, the efficiency of the working of the Government as a whole will suffer. We, therefore, suggest that all those gazetted officers, who are recruited direct should have a common institutional training for a period of three months, prior to the practical training which they are now given. Such training may with advantage take place at a central place like Rajendranagar. (para 3.17)



Recommendations

1. There should be institutional training for a period of three months - two months out of which should be for theoretical training and one month for practical training attached to offices. This period should be counted towards probation. A satisfactory completion of the course of training should be necessary for completion of probation. (No. 61)

2. It is necessary to organise refresher courses of training at periodical intervals, to enable the officials both gazetted and non-gazetted services -- to exchange ideas and to keep abreast of up-to-date trends in organisations, methods and procedures. The Organisation and Methods Division in the Secretariat should arrange these courses of training. (No. 62)

3. All the Gazetted Officers recruited direct should have a common institutional training for a period of three months in addition to the practical training which they are having. (No. 63).

Administrative Reorganisation and Economy Committee
KERALA, 1965-67

TRAINING

1. Training of personnel is as important in Government as in business organisations. Since the existing educational institutions are not geared closely to the need of Government, it is not easy to find new employees with exactly the right background for specific jobs. Even if this were possible, new employees must learn through practice. To keep them acquainted with new developments and to help them to correct wrong work-habits, older employees also need training. Again, employees on promotion, especially from positions with no supervisory responsibilities to positions involving leadership of others, need to be trained.(para 6.18)
2. While pre-service training is now given to some categories of directly recruited officers, the training programmes are generally somewhat ad hoc in nature; except when organised in training schools, pre-service training is considered as an addition to the ordinary duties of Government officers, to whom new recruits are attached for training. There is no general scheme of training for persons already in service and hardly any programme for imparting training to persons promoted to positions involving leadership over others. (para 6.19)

3. We recommend that a survey of training facilities for Government servants should be conducted by the O & M Division and a scheme formulated to serve the following objectives.

- (i) Detailed programmes of training should be devised so as to cater for different levels of employees, with due regard to the functions and responsibilities which they are expected to discharge.
- (ii) Training should be given at different stages of service-soon after entry, on promotion to supervisory levels and later, at senior levels, the content and methods of training being adapted to each level.
- (iii) Wherever necessary, field training should be given.
- (iv) There should be a central agency to coordinate all programmes of training. (para 6.20)

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Recommendations

1. A survey of training facilities for Government servants should be conducted by the O & M Division and training schemes formulated. (No. 134).

Administrative Reforms Commission, PUNJAB, 1966

1. Public Services in the State today are handicapped

Proper training for public services) for lack of sufficient, suitable and proper training. In this age of speed and specialisation, more attention should

be paid to proper training. Every employee needs, in addition to general educational qualifications and appropriate mental capacity, a thorough knowledge of his job and how to perform it with ease, efficiency; and speed.

Training; usually is of the following types:-

- (a) During the period of probation to teach the official the several aspects of his job;
- (b) Refresher courses from time to time. These enable the official to keep abreast of new developments in his sphere of work;
- (c) Combined training of officials from various departments, primarily to study problems of coordination and to provide solutions;
- (d) Training in special subjects, e.g., training for flood-relief, etc.;
- (e) Advanced or specialised training within the country or abroad (para 13.22)

2. We have the impression that such programmes of training

The Directorate of Administrative Reforms and Training) as are taken up in the State are not properly planned or

coordinated, because there is no Centre or Institute to handle this subject. We recommend the creation of such an Institute which may be called the Directorate of Administrative Reforms and Training. The Director should plan programmes for training and arrange the training not only at the directorate but also elsewhere such as the universities, in India and abroad, and established training Institutes. This Directorate will also take notice of administrative difficulties either suo moto or when they are referred to it and after necessary study and research, suggest the remedies. It will organise studies, seminars, etc. on matters concerning administration. Existing training institutions for serving administrative personnel may be placed under this Directorate for general supervision and control. (para 13.23).

3. Once the Directorate has started to function, other problems concerning the training of public services

_____)	can be considered by the Director.
Pre-training)	The first problems will be the
_____)	selection of the staff; i.e., whether

it should be a separate service of teachers or it should be composed of officers from various services, who work in the Institute for specified periods, which may be

repeated, thus ensuring a constant interchange of study and work in the field. The Directorate may also undertake the training of prospective recruits to public services and conduct studies from time to time on the educational qualifications that may be considered appropriate for one type of recruits or another. In collaboration with schools and universities, special classes or examinations might be instituted and employment in some posts restricted to those who have passed such examinations. (para 13.24)

4. The Directorate should run courses to foster
Moral regeneration) integrity, including intellectual
honesty, amongst government officials.

This can be done by carrying out studies on the causes of corruption in particular offices and departments and suggesting remedies. Further, prominent national and international figures may be invited to address the trainees. The most effective remedy against corruption in public service is the revival of a sense of pride in one's job. This sense has been lost due to apathy and indifference. The Directorate will serve as a centre for moral regeneration of the public services. (para 13.25).

5. Officers are becoming more and more ease-loving. To offset this, we have in Chapter IX,

Out-ward-bound training suggested "Outward Bound Training" courses. These courses should also be organised and run by the Directorate for those classes of government who should have initiative, self-reliance and the ability to endure hardships, face situations and work with the people and officials of other departments. (para 13.26)

Recommendations

(i) We recommend the creation of an Institute called the Directorate of Administrative Reforms and Training;

(ii) The Director should plan programmes for training and arrange the training not only at the Directorate but also elsewhere such as the universities, in India and abroad, and establish training institutes.

(iii) The Directorate will also take notice of administrative difficulties either suo moto or when they are referred to it and after necessary study and research, suggest the remedies;

(iv) The Directorate will organise studies, seminars, etc., on matters concerning administration;

(v) Existing training institutions for serving administrative personnel may be placed under this Directorate for general supervision and control;

(vi) The Director should decide whether the staff of the Directorate should be a separate service of teachers or it should be composed of officers from various services, who work in the institute for specified periods, which may be repeated, thus ensuring a constant inter-change of study and work;

(vii) The Directorate may also undertake training of prospective recruits to public services and conduct studies from time to time on the educational qualifications that may be considered appropriate for one type of recruitment or another;

(viii) The Directorate should carry out studies on the causes of corruption in particular offices and departments and suggest remedies;

(ix) In collaboration with schools and universities, special classes or examinations might be instituted and employment in some posts restricted to those who have passed such examinations;

(x) Prominent national and inter-national figures may be invited to address the trainees;

(xi) The Directorate should serve as a centre for moral regeneration of the public services; and

(xii) Courses for Out-ward-bound Training should also be organised by the Directorate. (No. 168)

Administrative Reorganisation Committee, MAHARASHTRA, 1968.

TRAINING AND DEVELOPMENT

A. Training

1. Though the need for training has been recognised for a long time, a survey of the training facilities for Government servants in Bombay State undertaken in 1958-59 showed that the training facilities existed only for a limited number of services, and in the absence of an agency to supervise and coordinate the various programmes, the training arrangements tended to be somewhat ad hoc in nature. For example, training was not the responsibility of any standing body of instructors but was left to be conducted as an addition to ordinary duties of Government officers; in certain cases, officers otherwise engaged on routine duties of their departments were posted for short periods to run training classes, and were subject to frequent transfers. There was also no systematic approach to determining the type of training and the periods of training prescribed with the result that the variations from department to department were very large and not easily understandable. In some cases the training consisted of a few lectures delivered during or after office hours, the trainees attending to their regular work in addition; in other cases, training occupied the full time

of the trainees; in some cases training consisted largely of attachment to various offices. Incentives to satisfactory completion of training courses also varied widely, ranging from termination of employment to disregard of the training results. There were also some lacunae in some of the training programmes. No attention was paid to simple management skills, particularly matter of office management, which are needed at almost every level of Government, and there was inadequate treatment of financial and accounts matters. (para 4.23).

2. At a very early stage of its deliberations the Committee recognised the need for taking urgent steps to extend the scope of training facilities and to provide for their coordinated development. For this purpose, the Committee favoured the establishment of an Administrative Staff College which would offer facilities for training of officers specially those at higher levels and pave the way for the introduction of training facilities at all levels. The Committee is glad to record that the State Government was quick to act upon this suggestion and an Administrative Staff College was set-up with the object of providing training facilities to direct recruits as well as to officers promoted to higher posts under the State Government for training in administrative

problems of a general nature. The College started functioning in November 1963 and has already organised a number of courses of in-service training for senior officers, middle executives and junior officers. The Government has also taken up the question of expanding the activities of the College to provide foundational training for direct recruits to Class I and Class II services in the various departments. It is understood that the College also proposes to start functional or special courses in subjects like Personnel Administration, Budgeting, and O & M and Work Study for specified groups of officers. Training in subjects of a departmental nature would be organised by the respective departments of the State Government. To advise the Government in regard to these departmental training programmes and to co-ordinate such programmes for the subordinate staff, a Directorate of Training has also been set-up. The Director of the Administrative Staff College has been appointed as Director of Training. The Directorate has already taken up the question of preparation of manuals of training and initiated action on organising training for the clerical and supervisory personnel by laying down certain uniform standards regarding the compulsory nature of training, syllabi,

duration of training period, conduct of examinations, penalties for failure and rewards for good performance etc, (para 2.24)

3. The Committee welcomes the measures recently taken and recommends that detailed programmes of training should be devised so as to cater for different levels of employees with due regard to the functions and responsibilities they are expected to discharge. The programmes of training should cater both for training in departmental subjects and in general administration. Training should be given at different stages of service, i.e. soon after entry, on promotion to supervisory level and later at senior levels. The objectives, the content and the method of training should be adapted to each level. (para 4.25)

4. The Committee would like to make a special mention of field training which has a significant part to play in certain types of services. A number of departments prescribe field training and/or attachment as part of the scheme of training new employees. Field training is generally given in the following ways:

- (i) Actual performance of duties
- (ii) Demonstrations
- (iii) Instructions in field work

(iv) Visits to Projects and institutions of interest.

(v) Study tours.

Such field training is a valuable preparation for new entrants. The Committee considers that the wide variation in the use of field training and attachment from one department to another, as well as the general lack of direction, particularly in the practice of 'attachment', detracts substantially from the value of the training given at present. So far as 'attachment' goes, trainees are generally left to the preferences of the officer to whom they are attached; the officer may give them careful attention or practically ignore them, according to his ideas and to the pressure of work on him. For example, a young I.A.S. officer attached to a Collector could derive immense benefit from constant touring with the Collector. Yet it often happens that the young trainee is left to his own devices and is unable to get a real insight into the problems a Collector faces. The Committee considers that there should be provision for effective direction of the field training and attachment phases of a training programme in all departments to be coordinated by a Director of Field Training who may be a senior member of the staff of the Administrative Staff College. As a rule, all directly recruited executive officers should be attached to senior

officers for purposes of training, without extending the probationary period. The recruits attached to a Senior Officer should live and move with the latter during the period of attachment; for example District Agricultural Officers should be attached to Superintending Agricultural Officers and Assistant Registrars of Co-operative Societies to Joint Registrars. The period of attachment should be at least 3 months. Each trainee should be asked to submit a detailed and actual report of the activities undertaken by him during the period of training.

C. Placement and Career Planning as an Instrument of Development.

5. One of the recognised methods of developing personnel for higher responsibilities is to give them different assignments from time to time in the early part of their career so that they get a properly varied experience and sufficient challenge to promote growth. In the higher ranks, selective and directed placement is even more essential. Too often placement is done merely by appointing persons who happen to be returning from leave or deputation to posts which happen to be vacant at the time.

In modern organisational structures, personnel is considered to be as well-defined and **independent** a function as any other. It is an advisory, coordinating and service fundtion which helps with all aspects of personnel, such as recruitment, selection, appointments, training appraisal, placements, promotions etc. It looks at the total personnel of the organisation and helps each of the other departments with their needs and personnel problems.

At present, the work relating to personnel matters is assigned to the General Administration Department and is under the charge of the Chief Secretary. The Committee considers that the authorities in charge of personnel administration are so heavily burdened with other pressing responsibilities that they are unable to find enough time to do full justice to the personnel matters. Though the personnel function is being looked after by the Chief Secretary in fact, it is being carried out by the Deputy Secretaries. We feel that in view of his pre-occupations, the Chief Secretary is not in a position to devote adequate time to personnel matters. As already observed above, the personnel function is an important and well-defined function; it suffers when it is a subordinated to other functions. It is also necessary that an officer

of a very high status should be in charge of this function, so that the Chief Secretary should be able to rely on him. For all these reasons the Committee considers that there is a need to have a full-fledged Personnel Department in the Secretariat under an independent Secretary.

The Personnel Department should deal with recruitment, training, promotion, placement and welfare of Government employees. It will be its function to plan well in advance the requirement of personnel in the Central and the State cadres for the next few years, to set standards of recruitments to State cadres to provide for training and staff development etc.

As we have recommended in our chapter on the Sachivalya, the Chief Secretary will have to keep in touch with important service matters, such as transfers, appointments and promotions of Heads of Departments and senior gazetted officers. It should be possible to specify the matters in which a reference to the Chief Secretary is necessary. All other personnel matters should be handled by the Personnel Secretary functioning under the Chief Minister. The creation of an independent Personnel Department will also give a sense of security to the services who will have the assurance that their

grievances will be attended to by an officer of a very high status whose entire time and attention are available for this type of work. The Committee, therefore, recommends that a full-fledged Personnel Department under an independent Secretary should be created in the Secretariat.

There should also be a central Personnel Unit in the office of the Head of each Department whose concern it should be to watch over the development of each employee to the extent appropriate to his level. Unless special attention is bestowed on personnel development, personnel do not grow efficiently to be able to discharge higher responsibilities as they rise to higher posts. (para 4.29)



Summary of conclusions and Recommendations

1. At a very early stage of its deliberations the Committee favoured the establishment of an Administrative Staff College which would offer facilities for the training of officers specially those at higher levels and pave the way for the introduction of training facilities at all levels. Government has since acted on this suggestion and set up an Administrative Staff College as well as a Directorate of Training to look after the training programmes for the subordinate staff. The Committee welcomes these measures and recommends that detailed programmes of training should be devised so as to cater for different levels of employees. The programmes of training should cater both for training in departmental subjects and in general subjects. Training should be given at different stages of service. The objectives, the content and the methods of training should be adapted to each level. (para 4.14).

2. There should be provision for effective direction of the field training and attachment phases of a training programme in all departments to be co-ordinated by a Director of Field Training who may be a senior member of the staff of the Administrative Staff College. As a rule, all directly recruited executive officers should

be attached to senior officers for purposes of training, without extending the probationary period. The recruits attached to a Senior Officer should live and move with the latter during the period of attachment, which should be at least 3 months. (para 4.15).

3. One of the recognised methods of developing personnel for higher responsibilities is to give them different assignments from time to time in the early part of their career so that they get a properly varied experience and sufficient challenge to promote growth. The authorities in charge of personnel administration are so heavily burdened with other pressing responsibilities that they are unable to kind enough time to do full justice to the personnel matters. There is a need to have a full-fledged Personnel Department in the Secretariat under an independent Secretary.

The Personnel Department should deal with recruitment, training, promotion, placement, welfare of Government employees and absorption of the surplus staff in the event ofrenchment and connected matters.

There should also be a central Personnel Unit in office of the Head of each Department whose concern should be to watch over the development of each eyes to the extent appropriate to his level.

4.17).