

Need for Training and its Importance

14.1 The significance of training has been lucidly brought out in the Tenth Report of the Second Administrative Reforms Commission. In Para 6.1.1 it is stated: *“It is universally acknowledged that training is a critical component of human resource development. It complements a person’s education by updating his/her knowledge, inculcating skills and values and helping to change entrenched mind-sets. It also promotes team spirit and in general increases the value of an individual for his/her organization and, consequently, society.”*

14.2 Para 1.5 of the National Training Policy (NTP), 2012, also says: *“For transforming the civil service, it is imperative to move to a strategic human resource management system, which would look at the individual as a vital resource to be valued, motivated, developed and enabled to achieve the Ministry/Department/Organization’s mission and objectives. Within this transformational process, it is essential to match individuals’ competencies with the jobs they have to do and bridge competency gaps for current and future roles through training.”*

14.3 Summing up, the Commission is of the view that:

- a. An employee is a vital human resource
- b. The resource needs to be nurtured in a manner that is beneficial to the organization, the country and, therefore, to the society at large
- c. One of the important methods of nurturing is by imparting proper training.

The Present Policy

14.4 Presently, the Central Government employees are governed by the National Training Policy, 2012, which seeks to *“develop a professional, impartial and efficient civil service that is responsive to the needs of the citizens”*⁴³. The policy is based on the concept of Competency Framework, the fundamental principle of which is that each job should be performed by a person who has the required competencies for that job, and the training plan needs to address the gap between the existing and the required competencies and provide opportunities to the employees to develop their competencies.

14.5 The guidelines for implementation of the NTP include the following “training interventions”:

- a. **Entry Level Training:** To be imparted to all employees before they are assigned duties/responsibilities of any post after recruitment.
- b. **Mid-career Training:** A career-linked mandatory training to be provided to all employees at various levels/stages of their career before they are promoted to positions of higher responsibilities.

⁴³ Para 3.1 of the National Training Policy, 2012

- c. **Short Term Thematic Training:** To be made available to employees preferably once in two years with an objective to build their Professional Competencies in relevant themes such as Project Management, E-Governance, etc., and also to inculcate desirable Personal Attributes by exposing them to courses on Leadership Development, Stress Management, Ethics and Values in Public Governance, etc.
- d. **Customized Training:** An intensive programme to be conducted in a Centre of Excellence and specifically designed for officers working in a particular domain/sector with the objective of providing deeper knowledge, latest developments and understanding of the smart practices in that sector, and also to facilitate experiential learning and sharing amongst the officers working in the same sector.
- e. **Orientation Training:** To be provided to employees, who have been posted to a new ministry/department, with the objective of familiarizing them with the goals and overall functioning of the concerned ministry/department.
- f. **Long Term Training:** To facilitate officers, especially younger ones, to upgrade their knowledge and skills in the sector having relevance to their current or future assignments, by acquiring higher qualifications, either in India or abroad, thus enabling them to contribute for higher performance in government.
- g. **Workshops/Seminars/Conferences:** Middle or Senior level officers may be given opportunities to attend National and International Workshops/Seminar/Conferences to familiarize themselves with relevant knowledge, latest thinking and technological developments, National/International policies, best practices, cost effective and sustainable approaches, etc. in their respective sectors.

Existing Structure

14.6 The present position of each of these “training interventions” is discussed below:

- a. **Entry Level Training:** This training is largely provided to all employees. Ministries have either their own institutes for this purpose, or the employees are imparted training in other government/private institutes.
- b. **Mid-career Training:** This training varies from ministry to ministry and from cadre to cadre. Some cadres like the IAS have well defined mid-career training programs, while others do not go for such a training at all.
- c. **Short Term Thematic Training:** This kind of training is not institutionalized, but depends upon the interest of the individual concerned. Usually options are called for from the interested employees for such programs, and those willing are deputed to attend them.
- d. **Customized Training:** This training is not routine and employees seldom get a chance to interact with their peers and share experiences and best practices.
- e. **Orientation Training:** This is a fairly well established training for most government servants.
- f. **Long Term Training:** This training is largely controlled by the DoPT. Employees interested in availing of this training have to apply for the courses notified by DoPT

from time to time. Even if the employee is not selected through DoPT, there is the option of availing study leave and attending these courses.

- g. **Workshops/Seminars/Conferences:** These interactions are quite common for civil servants.

Demands Received

14.7 The Joint Consultative Machinery–Staff Side has emphasized the need for providing adequate funding for imparting quality and periodic training to the government employees. Their contention is that training remains a “least priority area” for the government. Various cadres, in their representations, have demanded that the acquiring of higher qualification should be adequately incentivized. They have also stated that the process of selection of candidates for various courses lacks transparency. Ministries/departments, in their response to the questionnaire circulated by the Commission, have welcomed the concept of competency based framework and are of the view that, for employees, acquiring a higher qualification relevant to one’s sphere of work, should be desirable, not compulsory. They have also emphasized the need for properly incentivizing the effort of acquiring such a qualification. Defence Personnel, in particular, have represented that Training Allowance should be extended to them in lieu of the present Instructional Allowance.

Analysis and Recommendations

14.8 Having analyzed the feedback received on training, the Commission is of the view that training remains a “low priority” area, lacking ample funding. Its role as a serious input for capacity building needs to be reiterated. In line with the NTP, 2012, it is recommended that **each ministry/department/organization should set aside at least 2.5 percent of its salary budget for training. The expenditure on training should be captured through a separate Budget Head created especially for this purpose. Each ministry/department/organization should have a Training Manager for training administration and management.**

14.9 The Training Managers should work out a Cadre Training Plan and an Annual Training Calendar for each cadre. For this purpose, due consultations should be carried out with the stakeholders and experts from the field should be roped in for designing course modules. The Cadre Training Plan should preferably be in phases, spaced out at regular intervals of five to seven years. These phases should be interspersed with one to two weeks’ In-Service training modules. The In-Service training modules can also act as platforms for sharing experiences and best-practices. Some of the phases may include a foreign component of training in specialized areas, depending upon the functional requirements of the cadre. The feedback on training conducted over the course of past year should invariably find mention in the Annual Report of the Ministry/Department/Organization. Periodic evaluation of training programs should be undertaken by Training Managers to assess the adequacy and impact of training imparted to the employees. Needless to say, corrective steps should be duly incorporated.

14.10 A part of the training budget of 2.5 percent mentioned earlier, should be specifically dedicated towards augmentation of the existing Training Infrastructure or creation of a new assets.

14.11 Due emphasis also needs to be placed on the training of trainers and towards replicating the existing pool of trainers. This will ensure quality and homogeneity of training across different training centres.

14.12 The demand for extending Training Allowance to Defence Personnel in place of Instructional Allowance has been accepted by the Commission. This is covered in detail in Chapter 8.14.

14.13 As far as the incentive is concerned, the Commission has made separate recommendations regarding Higher Qualification Incentive for Civilians and for Defence Personnel in Chapter 8.9.

Domestic Funding of Foreign Training (DFFT) and Partial Funding of Foreign Training (PFFT)

14.14 These are the schemes run by the DoPT with the objective of upgrading the knowledge and skills of the government officers as well as to provide them exposure to international best practices by deputing them to different long and short-terms training programs abroad.

14.15 Many cadres have represented to the Commission that selection of candidates for these schemes, and in particular the DFFT scheme, should be more transparent as officers of Group 'A' Services, other than the IAS, seldom get a chance to attend these courses.

Analysis and Recommendations

14.16 The Commission analyzed the representations received. The present dispensation has also been gone into. This reveals the following: While an officer of All India Services is eligible for funding under these schemes even when working in the state, an officer of a Central Group 'A' Service becomes eligible only when he is working in the Centre under the Central Staffing Scheme.

14.17 For the DFFT scheme, there is an eligibility criteria of minimum 9 years of service for non-IAS officers for both short-term and long-term courses, but for IAS officers the criteria is minimum 9 years of service for short-term courses and 7 years of service for long-term training programs.

14.18 It transpires that DoPT lays down guidelines and policies regarding these schemes, and implements the same for IAS, CSS, CSSS and other Central Government officers who are on Central Deputation. Within the stipulated framework, individual cadres can well devise their own DFFT and PFFT schemes in consultation with their nodal ministries. Specific funds may be provided by the ministries for this purpose.

14.19 However, the criteria for minimum service should be uniformly applied to all participating Group 'A' Services. As such, it is recommended that **the eligibility criteria for funding under the DFFT scheme should be minimum 9 years of service for short-term courses and 7 years of service for long-term courses for all Group 'A' Services.**

National Academies

14.20 The Commission has received a number of demands from both the civilian and defence employees that the heads of National Academies should be upgraded to Apex Scale.

14.21 The Commission finds merit in upgrading only the heads of tri-services institutions of the defence forces. Accordingly, it is recommended that **the heads of the following three tri-services institutions should be upgraded to Apex Scale:**

- a. National Defence College (NDC), New Delhi**
- b. National Defence Academy (NDA), Khadakwasla, Pune**
- c. Defence Services Staff College (DSSC), Wellington**

14.22 Only those officers should be posted as heads of these establishments who have minimum two years of service left before superannuation. No extension in service should be granted based on these recommendations.