REPORT OF THE

COMMITTEE TO REVIEW THE CONTENT AND DURATION OF INDUCTION TRAINING OF IAS OFFICERS

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Foreword

Few institutions in the country have left a more decisive imprint on the entire edifice of government as the Indian Administrative Service. The IAS has evolved from being a post-colonial civil service and to one that is rooted in the empirical realities of a developing and resurgent India. Over the six decades after Independence, it has passed through many vicissitudes and its role and responsibility have been shaped by exogenous developments, both within the political sphere and outside of it. It continues to remain the premier civil service in the country occupying most top administrative positions in both the State Governments and the Union Government. While doing so, it has retained its distinctive "generalist" character although many of its officers *de facto* end up achieving strong domain specialization in the areas of their work.

The training of this premier civil service has historically been accorded high priority by the government. IAS officers upon entry are trained for a period of two years at the Lal Bahadur Shastri National Academy of Administration at Mussoorie[1] where the training follows the ubiquitous "sandwich" pattern, i.e. institutional training is interspersed by field training. It is distinguished by a common Foundation Course where the civil services[2] train together for the first fifteen weeks before embarking on their service-specific professional training. The design of this training has been based on certain premises: that developing strong *espirit de corps* among officers would improve professional interactions within the IAS cadre and even across civil services; that theoretical inputs should be blended with exposure to field realities; that "learning by doing" is extremely effective and Officer Trainees should undergo mandatory independent charges on subordinate positions during their District Training; that a strong system of mentorship must exist both at the Academy and in the district; and that a strong ethical foundation must be built to successfully tackle the challenges of service life.

The present structure of training based on two-years Induction Training and the "sandwich" pattern referred to above, has been in operation since 1969. It is a truism that the developments in our political and socio-economic environment have far outpaced the incremental changes introduced in Induction Training over time. The salience of these external changes for the training system of higher civil servants deserves to be appreciated in a more nuanced manner. The newer generation of IAS officers, on the one hand, are expected to

[1] Since 1959, the training of IAS officers has been conducted at the Lal Bahadur Shastri National Academy of Administration, Mussoorie. Prior to that, it was done at the IAS Training School at Metcalfe House, Delhi.

[2] Due to the increased intake into the civil services in recent years, only Officer Trainees allocated to the Indian Administrative Service, Indian Foreign Service and Indian Police Service currently undergo their Foundation Course at LBSNAA, Mussoorie.

administer in a neo-liberal regulatory framework that is far different (and arguably more challenging) from the older "Licence-Permit Raj"; on the other, they are required to be far more "inclusive" in their orientation to work in tandem with an expanded and empowered set of stakeholders. This would point towards the need to usher in concomitant changes in the training curricula to ensure more effective capacity-building of young civil servants to handle these "demand-side" challenges.

The constitution of this Committee is, therefore, in a sense well-timed. The IAS, from a "supply-side" perspective, has become far more broad-based in its entry-level profile today and a majority comprises professionally qualified young men and women, many with experience of working in the public or corporate sector. This has also contributed (in part) to the increase in the average age of Officer Trainees joining the Foundation Course. The recent revision of the UPSC syllabus with special reference to the expanded ambit of General Studies, would also lead to the widening of the knowledge base of the successful candidates. There is also a felt need to reduce classroom teaching and focus on more on actual learning, facilitated by the use of information technology. Thus, the training inputs imparted as well as the pedagogical methods employed at the Academy may require to be revised in order to keep abreast of these changes. A related issue that the Committee has been asked to examine pertains to the duration of the training period keeping in view the developments mentioned above. In other words, the question before the Committee is that is there a case for reduction of the two-year period while simultaneously improving the outcomes of Induction Training?

The Committee's deliberations have been considerably informed by the report of the Syllabus Review Committee headed by Dr. RVV Ayyar submitted in 2007 and also by the recommendations contained in the Report of the Second Administrative Reforms Commission of 2008. In order to better appreciate the present training needs, the Committee interacted with a fairly wide and representative sample of the key stakeholders and obtained feedback from Secretaries to the Union Government, Chief Secretaries to State Governments, Heads of State ATIs, some former and serving LBSNAA faculty members, and importantly young IAS officers of less than five years seniority. The responses and focused interactions aided in validation of the recommendations suggested by the Ayyar Committee and also helped the Committee to formulate its views regarding the content and methodology of training as well as the overall duration of Induction Training.

The Committee has suggested certain modifications in the syllabus prescribed by the Ayyar Committee and given a set of detailed recommendations aimed at improving the delivery of training inputs in a more effective manner. The Committee has observed that the focus of Induction Training must be reoriented towards "participant-centred learning" wherein Officer Trainees become "active" partners in the training process. It is equally important that Induction

Training must be viewed in the context of a longer training continuum spanning an officer's entire service career. The introduction of the Mid-Career Training Programme in 2007, with three phases of training at key inflection points in an officer's service career, has sought to focus on this need for structured and continuous learning. This is coupled with the recently expanded scope of foreign training wherein IAS officers, after 7 years of service, can attend both long-term and short-term courses abroad. Further, this vital concern has also been sought to be addressed by opening domestic short-term refresher training courses, focusing on specific aspects of governance, to IAS officers upon completion of only 4 years of service. Taking cognizance of all these developments, the Committee has recommended reduction in the total training period from two years to 75 weeks.

The civil service in India has been ranked higher than that of China and many middle-income countries by some international commentators[3]. However, the IAS must set its sights high to be counted as among the most professional and efficient higher civil services in the world. The rusting of the "steel frame of India"[4] can be reversed through a series of multi-pronged reforms, including those that seek to bring greater transparency and accountability in its functioning towards better delivery of public services. The key challenge here is to ensure that the civil service itself is seized of this wide chasm between public expectation and service delivery. Notwithstanding the enormity of the challenge, it is necessary that these deeper concerns, that are symptomatic of the malaise in the governance of the country, are addressed right from the formative training at the Academy and in the State. Simultaneously it is essential that the individual members of the service are imbued with a sense of pride in being members of the premier service of the country. It is, however, imperative that IAS officers must appreciate the higher level of responsibility and accountability that comes along with such positions of authority, and display the highest standards of probity and humility and act always in accordance with the rule of law. Mahatma Gandhi's talisman must continue to be the guiding light for our younger colleagues:

"I will give you a talisman. Whenever you are in doubt, or when the self becomes too much with you, apply the following test. Recall the face of the poorest and the weakest man whom you may have seen and ask yourself if the step you contemplate is going to be of any use to him. Will he gain anything by it? Will it restore him a control over his own life and destiny? In other words, will it lead to swaraj for the hungry and spiritually starving millions? Then you will find your doubt and your self melt away."

A number of individuals and institutions have facilitated the Committee's proceedings since its constitution in October 2013. I begin by thanking Sh. Padamvir Singh, Director LBSNAA,

[3] Based on a study 'Governance Indicators for 1996-2008' by D. Kaufmann, A. Kraay, and M. Mastruzzi (2009) in *Governance Matters VIII.*

[4] A term used by British Prime Minister David Lloyd George for the ICS in 1935.

Mussoorie for sharing his views; hosting the Committee at Mussoorie; for enabling an open interaction with the Officer Trainees and faculty; and for the logistical and secretarial assistance provided by the Academy. Faculty Coordinators of the Academy must be thanked for their inputs as well as for carrying out a comparative examination of existing teaching inputs as well as those suggested by the Ayyar Committee, with the revised UPSC General Studies syllabus. The quiet contributions of Sh. Abhishek Swami, Deputy Director and Sh. Gyan Chandra, Superintendent in LBSNAA, Mussoorie are most duly acknowledged. Next, I am grateful to Sh. JP Prakash, Additional Secretary, DoPT (till January 2014), Smt. Rekha Pai, IG Forests in the Ministry of Environment & Forests and Sh. Prashant Nikam, Director (Police) in the Ministry of Home Affairs for their participation and contribution. I am particularly thankful to Sh. Alok Kumar, Joint Secretary (Training Division) DoPT for his keen involvement, ideas and support. I am also grateful to Dr. Shubhro Sen, Director of Tata Management Training Centre, Pune for sharing the insights from training of TAS officers and executive education in the Tata group, and also presenting a Leadership Development Architecture for training of IAS officers. I must also express my gratitude to Sh. Prasanta Mahapatra, Director General of MCR HRD Institute, Hyderabad for arranging the interaction with officers from the southern states in the state ATI. Thanks are also due to the faculty of SVP National Police Academy for their hospitality during the Committee's short visit there. At the end, I must place on record my sincere appreciation for the Member Secretary Sh. Tejveer Singh, Joint Director LBSNAA for coordinating the proceedings of the Committee and assisting with the drafting of this Report.

Kiran Aggarwal
Chairperson

1. The Context

(i) **The IAS and All-India Services**: The IAS and the IPS were created as successor civil services to the erstwhile ICS and IP respectively, immediately after Independence. Their *raison d' etre* was described by Sardar Patel[5], India's first Home Minister, who while addressing the Constituent Assembly in 1949 asserted "...you will not have a united India, if you have not a good all-India service which has the independence of mind, to speak out its mind, which has the sense of security...this Constitution is meant to be worked by a ring of service which will keep the country intact." The IAS, along with the IPS and the Indian Forest Service (constituted later in 1966), form the three All-India Services that are recruited by the Union and placed at the disposal of the state governments, and work at both the state and federal level. The IAS, described as the "generalist service par excellence"[6], is pervasive in its occupation of most top positions in both the state and central government.

(ii) **Historical overview of Induction Training**: Induction Training for IAS officers was originally imparted at the IAS Training School at Metcalfe House, Delhi. The formation of the National Academy of Administration (later named after late Prime Minister Lal Bahadur Shastri) in 1959 at Mussoorie marked a significant step towards imparting quality training to entrants to the IAS. A common Foundation Course (embracing IPS, IFS and other Central Services) was introduced in the next year which was immediately thereafter followed by a Professional Course and a year of district training. The introduction of the "sandwich pattern" in 1969, wherein professional training was divided into two phases separated by a year of district training, gave the Induction Training its present form. It continues to essentially follow the same pattern today though the inter-se time duration of different training components within the two-year probation period has undergone incremental revision over time.

(iii) **Syllabus Review Committees**: The first major review of Induction Training was carried out by the First Administrative Reforms Commission in 1968 and resulted in the introduction of the "sandwich pattern" referred to above. Thereafter, the Ministry constituted committees in 1986, under the chairmanship of UC Agarwal Secretary DoPT, and in 1996 under PK Pattnaik, S Ramesh and PK Lahiri to review the structure and content of Induction Training. In the year 2000, a Standing Syllabus Review Committee was set up under the chairmanship of BN Yugandhar to suggest changes in the syllabus for Induction Training. The suggestions made by both the Pattnaik-

[5] Reproduced from *India's Political Administrators: 1919-83* by David C. Potter (1986).
[6] From *The Changing Face of Indian Bureaucracy* by Sanjoy Bagchi (2007).

Ramesh-Lahiri and Yugandhar Committees have been incorporated in the instruction at the Academy. In March 2005, the last Syllabus Review Committee was constituted under Dr. RVV Ayyar which presented its report in June 2007. The Ayyar Committee has given a detailed report suggesting major changes in the training curricula. Its recommendations have been agreed in-principle and are currently awaiting final notification by the Ministry, pending the submission of the present Report.

(iv) **The ARC and its recommendations**: The subject of Induction Training has been considered by both Administrative Reforms Commissions (ARC). As mentioned earlier, the "sandwich pattern" was introduced on the recommendation of the First ARC in 1969. The 2nd ARC in its 10th Report titled *Refurbishing of Personnel Administration – Scaling New Heights* has made some significant suggestions with regard to the training and career development of IAS officers. Firstly, it has stressed the need for greater integration of Induction and Mid-Career Training taking into account the overall training needs of an officer in a seamless continuum. Secondly, it has highlighted the relative neglect on sensitizing officers to their working environment and preparing them better for dealing with adaptive challenges. Thirdly, it has advocated the need to adopt the revised training syllabus prepared by the Ayyar Committee to update the instructional content in the Academy. Fourthly, it has advocated the need to reduce the age of entry into the civil services. Lastly, it has suggested retention of the two year training period, finding the duration adequate.

(v) **Profile of entrants to the IAS**: The current pattern of Induction Training for the IAS was established when the selection took place mostly upon completion of university education. The average age of entry was much younger and candidates seldom had any past work experience. The review of Induction Training thus needs to be examined against the backdrop of the changing profile of the fresh entrants and in the wider context of the selection process. Over time, the profile of the IAS Officer Trainee has also undergone gradual change. Unlike some three to four decades ago, wherein the civil service was considered a more exclusive preserve of certain educational institutions, the IAS today is extremely eclectic and heterogeneous in its intake. The increased entry-level differences in the academic backgrounds of the entrants also pose a challenge for Induction Training. The median age for the 2013 batch is 27.4 years and lady Officer Trainees constitute about 30% of the batch. An equal percentage of Officer Trainees have a rural background. Around 20% had a medium of examination (in the UPSC Civil Services Examination) other than English. Officer Trainees with a professional qualification (medicine, engineering, chartered accountancy, business management, law, etc) constitute more than 60% of the group. Spatially too, the group

is very representative of India with almost all states of the Indian Union represented in the current batch. It is pertinent to note that the annual intake into the IAS has increased from 55 in the year 2000 to 180 in 2013. Details of the Officer Trainees of the IAS 2013 batch with regard to their age, sex, education and state profile are given at Annexure A.

(vi) **Constitution of the Committee and the mandate**: The DoPT constituted the present Committee under the chairmanship of Smt. Kiran Aggarwal, IAS (Retd.) vide its order date October 1, 2012 and has the following members:

a. Director, LBSNAA Mussoorie (represented by Sh. Padamvir Singh)
b. Additional Secretary, DoPT (represented up till January 2014 by Sh. JP Prakash)
c. Additional Secretary, MHA (represented by Sh. Prashant Nikam, Director)
d. Additional Secretary, MoE&F (represented by Smt. Rekha Pai, IG Forests)
e. Joint Secretary, Training Division, DoPT (represented by Sh. Alok Kumar)
f. Dr. Shubhro Sen, Director Tata Management Training Centre, Pune
g. Joint Director, LBSNAA Mussoorie - Member Secretary (represented by Sh. Tejveer Singh)

Dr. Rathin Roy, Director NIPFP formally expressed his inability to be a part of the Committee while Sh. Santrupt Misra, Director HR of Aditya Birla Group also expressed his regrets in not being able to join the Committee's deliberations due to his official engagements.

The mandate of the Committee as per its Terms of Reference is as follows:

I. To review the existing Induction training as well as the probation period of IAS officer appointed through Civil Services Examination conducted by UPSC; and
II. To take into account increased age profile, high level of educational qualification and work experience of persons getting into the IAS, widespread availability of information available in the public domain these days, rapid socio-economic and political changes happening in the country with consequent changes in work environment and accordingly factor these in formulating induction training programmes as well as duration of probation period for IAS officers.

2. The Process

(i) **Method adopted by the Committee**: The Committee essentially followed a four-pronged strategy:

a. ***Ayyar Committee Report***: The Committee utilized the report of the last Syllabus Review Committee headed by Dr. RVV Ayyar (of June 2007), which contains an in-depth examination of most issues relevant to the present Committee's terms of reference. It found its set of detailed recommendations on syllabus revision particularly helpful. The Ministry accepted the request of the Committee to withhold the implementation of the revised syllabus (as prescribed by the Ayyar Committee) pending the submission of the present Report.

b. ***Consultation with stakeholder and experts***: The Committee undertook widespread consultations with different stakeholders and experts in the field of training.

i. The Committee took cognizance of the extensive consultations undertaken by the Ayyar Committee as well as by the 2nd Administrative Reforms Commission. However, given the dynamic nature of training needs, the Committee attempted to update these through interactions with both Officer Trainees of 2013 batch (then undergoing the Foundation Course in LBSNAA, Mussoorie) as well as with IAS officers from the past 3-4 years that have passed out from the Academy. These interactions covered officers of all state cadres and were held in four rounds at Delhi and Hyderabad. Without duplicating the effort of the last Review Committee, the purpose of seeking feedback through a face-to-face interaction with a representative group was to elicit views on the efficacy of IAS training, both at the Academy and in the states, and their suggestions for making it more meaningful and effective.

ii. The Committee interacted with the faculty of LBSNAA, Mussoorie and asked the faculty coordinators (for various disciplines taught there) to identify the possible areas of overlap between the UPSC General Studies syllabus and the inputs currently imparted as well as those prescribed in the revised Ayyar Committee syllabus.

iii. It also interacted with some former heads of the Academy and also some former faculty members to obtain their more informed views on the mandate given to the Committee. The Committee also visited SVP National Police Academy, Hyderabad for consultation with the Director and faculty.

iv. It also attempted to externally benchmark the Induction Training (at the Academy) with best practices in business and leadership institutions in the private sector using the resources of the Tata Management Training Centre, Pune.[7]

v. The Committee also wrote to various Chief Secretaries to state governments and Secretaries to GoI to seek their views and suggestions on the subject. It also interacted with Chief Secretaries to state governments or their representatives and heads of state Administrative Training Institutes.

vi. Lastly, the Committee held a series of internal meetings to deliberate upon the feedback received during the course of its above said interactions and to synthesize its recommendations.

(ii) **Issues considered by the Committee**: In line with its terms of reference, the issues considered by the Committee were the following:

a. Redefining the philosophy and overarching approach to Induction Training;

b. Revision of syllabus of the academic inputs imparted at the Academy;

c. Revision of structure of District Training at the State;

d. Revision of pedagogical methods and techniques consistent with adult learning;

e. Revision of system of evaluation; and

f. Revision of duration of overall training and inter-se allocation of time across training courses.

[7] The Director of TMTC Pune Dr. Shubhro Sen is a member of the Committee.

3. Foundation Course

(i) **Rationale**: The Foundation Course (FC) marks the commencement of training of candidates selected by the UPSC to the All-India Services and Central Services (Group A). As per current levels of recruitment, around 600 candidates drawn across the above said civil services undergo the FC every year. A common FC has been in existence since 1960 immediately after the setting up of the National Academy of Administration at Mussoorie in 1959 and has been run ever since at Mussoorie or even concurrently at other partner institutions under the aegis of the Academy. The *raison d'etre* of a common FC is to instill a shared understanding of government and build camaraderie among various civil services for smoother conduct of the affairs of government. Formally, the objectives listed by the Academy for the FC[8] are as follows:

a. Instill right attitudes and values such as self-discipline, propriety and integrity, dignity of labour, commitment to the Constitution, and sensitivity to the rights of the citizens, particularly the disadvantaged and differently-abled;

b. Inculcate a spirit of public service and set of norms behavior and standards of performance;

c. Impart an understanding of the "machinery of the government" and of the economic, political, social and administrative environment;

d. Promote all-round development of the personality of the Officer Trainees and develop their leadership ability; and

e. Build esprit de corps in order to foster greater coordination among different public services.

Currently the Officer Trainees allocated to the IAS, IPS and the Indian Foreign Service (besides the Royal Bhutan Civil Service), undergo their FC at LBSNAA Mussoorie. Besides the Academy, the 88th FC was conducted in 2013 at National Academy of Direct Taxes (NADT) Nagpur; MCR HRD Institute (State ATI), Hyderabad, RCVP Noronha Academy of Public Administration (State ATI) Bhopal, and HIPA (State ATI) Gurgaon. The strength of participants at each of the training institutions was as follows:

a. LBSNAA, Mussoorie – 269

b. NADT Nagpur – 74

c. MCRHRD Institute Hyderabad – 116

[8] As given in the Course Handbook for the 88th Foundation Course.

d. RCVP Noronha Academy of Public Administration – 66

e. HIPA Gurgaon – 78 (exclusively to cater to backlog of IPS officers of earlier batches)

(ii) **Duration**: The FC has, since the last two decades or more, been of 15 week duration and commences in late August/ early September and ends sometime in the second week of December. The practice of conducting a summer FC at Mussoorie has been discontinued on account of the Mid-Career Training programmes being run at the Academy since 2007.

(iii) **Curricular Inputs**: The 15-week FC comprises of 12 weeks of formal academic inputs, with the remaining three weeks being used for High Altitude Trek, Village Visit and examinations. Currently, instruction is imparted in 6 disciplines, i.e. Public Administration, Management and Behavioural Sciences, Indian History & Culture, Economics, Law, and Political Concepts and Constitution. In addition, curricular instruction is also provided in Information and Communication Technology, and Languages. The marks obtained for the latter two, however, only form part of the Director's Assessment. Normally, around 250 sessions of formal classroom instruction is imparted in the FC (across 12 weeks), the break-up of which is as follows:

a. Public Administration – 60 sessions (of 55 minutes each)

b. Management and Behavioural Sciences – 30 sessions

c. Economics – 30 sessions

d. Law – 40 sessions

e. Indian History and Culture – 15 sessions

f. Political Concepts and Constitution – 15 sessions

g. ICT – 20 sessions

h. Language – 20 sessions

In general, around 75% or more inputs are delivered by the internal faculty (in LBSNAA) and usually in quarter groups of 65-70 each. Guest lectures are normally organized in plenary or half-groups. However, in the partner institutions (where the FC is run concurrently) the group size being smaller, sessions are normally organized in plenary or half-groups.

(iv) **Co-curricular inputs**: The FC is a high-intensity course based on the premise that some element of stress and adversity help shape character more effectively in adults. In

addition to around 250 hours of teaching, the FC encompasses a wide array of co-curricular activities that comprise the following:

a. High Altitude Trek – 1 week
b. Village Visit – 1 week
c. Short Weekend Treks – in first four weeks (for conditioning)
d. Fete
e. India Day
f. Athletic Meet
g. Adventure Sports (River Rafting, Rock Climbing, Bungee Jumping)
h. Jungle Safari
i. AK Sinha Memorial One Act Play Competition
j. Homi Bhabha Science Debate
k. Extra-Curricular Module
l. Activities by Clubs and Societies

Trainees also undergo compulsory Physical Training every day in the morning (from Monday to Friday) for one hour.

(v) **Pedagogical Issues**: Majority of the instructional inputs are delivered using the lecture method. In addition, the use of case studies, films, group discussions and games is also there though these do not form a sizable component of the overall classroom instruction. Besides teaching in class, Trainees are broken into small groups of 9 to 10 and attached with a faculty member who acts as their counselor. Normally, there are 6-8 counseling sessions in every course.

(vi) **Evaluation**: The evaluation of the FC, like other training courses, has two broad components. The first is the assessment through mid-term and end-of-course examinations for the various faculties taught herein. The second is the Director's Assessment which covers evaluation of the non-academic components of training. The weightage for the former is 450 marks and for the latter 150 marks. However, for IAS Officer Trainees, the total weightage of the course in their overall Induction Training evaluation is 300 marks, i.e. 150 marks for examinations and 150 marks for Director's Assessment.

4. IAS Professional Course (Phase I)

(i) **Duration**: The IAS Professional Course (Phase I) or Phase I, as it is commonly known, commences immediately upon the conclusion of the FC in mid-December. The course is of 26 weeks (6 months) duration and normally ends in mid-June of the following year. It comprises the following:

a. Classroom instruction – 15 weeks

b. End-of-course examination – 1 week

c. Winter Study Tour (WST) – 8 weeks

d. BPST Attachment – 1 week

e. Block leave after WST – 1 week

The objectives of the Course[9] have been stated as follows:

a. To acquire a pan-Indian perspective of emerging socio-economic and politico-legal trends; an understanding of the emerging role of the IAS and its shared administrative responsibilities with other services;

b. To acquire knowledge and skills needed to discharge administrative responsibilities in the first decade of career in the following areas:

   i. Law and legal instruments

   ii. Administrative rules, procedures and programme guidelines

   iii. Modern management tools

   iv. Economic analysis

c. To demonstrate proficiency in the regional language of the allotted state to better appreciate its administrative and cultural ethos;

d. To acquire an understanding on the cultural and socio-economic background of the allotted state;

e. To demonstrate effective written/ oral communication skills, both in inter-personal and organizational context;

f. To exhibit right values and attitudes;

g. To maintain physical fitness; and

[9] As given in the Course Handbook of IAS Professional Course (Phase I) of 2012 batch

h. To adhere to the spirit of *"Sheelam Param Bhushanam".*

(ii) **Curricular Inputs**: The Phase I entails a total of around 300-plus hours of teaching spread across the various faculties that are taught and also sessions on ICT and Language. The course is thematically divided into weekly modules that form the focus of most teaching in that particular week. The list of modules covered (as in Phase I of 2013 batch) is as follows:

a. Week 1 – IAS in perspective

b. Week 2 – Land Administration

c. Week 3 – Elections, Decentralization and Rural Development

d. Week 4 – Agriculture, Irrigation & PDS, Health & Education

e. Week 5 – Infrastructure & PPPs

f. Week 6 – Urban Development

g. Week 7 – Engineering Skills, Project Management

h. Week 8 – Environment & Climate Change, Disaster Management

i. Week 9 – Public Finance, Audit & Procurement

j. Week 10 – Disadvantaged groups & Minorities

k. Week 11 – Office Management

l. Week 12 – Leadership & HRM

m. Week 13 – District Administration

n. Week 14 – Law and Order

o. *Examinations*

p. Week 15 – Innovations Conference

In addition to the weekly modules, teaching inputs on Law, Political Concepts and Constitution, Economics, and Organizational Behaviour are imparted through the length of the course. Similarly, 25 sessions each on language, i.e. state language of the allotted cadre, and ICT are spread through the entire duration of the course.

(iii) **Co-curricular Inputs**: In comparison to the FC, the Phase I is slightly modest in its focus on co-curricular inputs. However, to supplement the curricular instruction, the following activities are normally organized in Phase I:

a. Weekend Trek

b. Zonal Days – 5

c. Extra-Curricular Module

d. Activities of Clubs and Societies

As in the FC, Trainees undergo mandatory Physical Training for one hour on all working days in the Course. They are also expected to acquire basic proficiency in horse riding.

(iv) **Winter Study Tour**: The IAS Officer Trainees have been historically taken for a Winter Study Tour (popularly known as Bharat Darshan) in Phase I. This is an eight-week tour where Trainees broken into 10 groups (of 15-18 each) traverse the country covering various attachments along a pre-designated route. In the last week, the groups converge in Delhi for common attachments. The various attachments in a typical group itinerary (over an 8-week period) are as follows:

a. Army attachment – 10-12 days

b. IAF attachment – 3 days

c. Navy attachment – 3 days

d. Public Sector attachment – 3-5 days

e. Private Sector attachment – 3 days

f. Attachment in naxal-affected/ insurgency district – 3-5 days

g. Attachment with district administration – 3 days

h. Attachment with NGO – 3 days

i. Attachment with Forest/ Island administration – 4-5 days

j. NSG attachment – 2 days

k. Miscellaneous attachments & local sightseeing

The Academy aims to expose the Trainees to both the diversity of India as well as to some of the governance challenges and also provide exposure to administrative best practices. The attachments with the three Armed Forces (and more recently also with NSG) have traditionally formed an important component of the WST.

(v) **Pedagogical Issues**: The Trainees are divided into quarter groups for classroom instruction, with some sessions being delivered in half-groups as well as plenary,

especially in the case of guest speakers. Case Studies are sometimes even attempted in 1/8 group size to allow for better class participation. The predominant teaching method comprises lectures which are supported by seminars, case studies, films, management games and role play exercises. The Academy is planning to introduce the "flipped classroom" method (wherein a recorded lecture is seen online and is followed by intensive seminar work on given cases) in its Economics teaching in the current Phase I course.

(vi) **Evaluation**: As in the FC, evaluation consists broadly of two main heads, i.e. examinations and the Director's Assessment. The assessment under examinations comprises of end-of-course examinations, mid-term examinations and concurrent evaluation on the various faculties taught. The Director's Assessment includes assessment on Language and ICT as well as other co-curricular activities, including writing a 5000-word Term Paper on an issue pertaining to the allotted State cadre.

5. District Training

(i) **Rationale**: Since the inception of the service, IAS Officer Trainees have undergone a one-year district training in their allotted state cadre. This has traditionally followed the professional instruction at the Academy and, in some sense, mirrors the training pattern followed in British India in the case of the ICS, where the formal instruction in a university in England was followed by a year in the district of the allocated state cadre.

(ii) **Duration**: Traditionally, the duration of district training has remained at one year, both during British times (for the ICS) and post-Independence (for the IAS). Since 1969, when the "sandwich pattern" (with a short training course succeeding district training) was introduced, district training has been kept at 52 weeks.

(iii) **Institutional Training at ATI**: A key element of district training is institutional training at the state ATI. This is, of course, subject to considerable spatial variation across state cadres and ranges from 3 weeks (including some states till recently that did not have any institutional training) to 12 weeks. Normally, this component comprises introduction to the state's socio-economic, political and cultural ethos; its administrative architecture; introduction to district and land administration; and introduction to the state's major laws. Some states also incorporate revenue and settlement training and a state darshan (tour) within the ATI attachment.

The positioning of the ATI attachment (within the one year of district training) also varies considerably across states. In some states, district training commences with training at the ATI whereas some others have preferred to schedule it later during the course of the year. It is also pertinent to mention that in some states (like Maharashtra) a short debriefing is scheduled by the ATI at the end of district training.

(iv) **Attachments in the District**: One of the principal cornerstones of district training has been "learning by watching". In addition to training at the ATI, around 25-30 weeks are allocated for a series of attachments with district-level offices. This is generally prescribed by the state government and is done under the supervision of the District Collector, who plays an important mentoring role during district training. The principal offices where Trainees are attached include Collectorate, Zila Parishad, SDM and Tehsildar offices, subordinate revenue officials, SSP, District & Session Judge, DFO, CMO, Engineers of the line departments, Municipal Corporation/ Council, BDPO, etc. Some states also have an attachment with the Divisional Commissioner and also at the State Secretariat. However, in some states the attachments are not so well-structured

and often Trainees end up abiding more by the wishes of the Collector. There is also a tendency to position Trainees (as a stop-gap arrangement) on certain vacant positions, either in the field or in the Collectorate. The oversight exercised by the state ATI or state Government on district training also varies across states and generally leaves a little to be desired. This places too much emphasis on the Collector, the interest taken by her/ him, and also the initiative displayed by the Trainee as a learner.

(v) **Independent charges**: The other, and equally important, cornerstone of district training has been the maxim "learning by doing". IAS Trainees are expected to hold independent charges of subordinate positions as a sequel to their numerous attachments in the district. This "blooding" of young Trainees into actual positions of responsibility, albeit under the watchful eye of the District Collector, has been found extremely useful and can be said to be time-tested. Generally, Trainees are given two to three independent charges, viz. that of BDPO (ranging anywhere between 4 to 8 weeks), Tehsildar (ranging again from 4 to 8 weeks), and in some cases those of Executive Officer of a Municipal Council and even that of SDM. The premise here is that this allows Trainees the independence to work and thereby to first-hand appreciate the working of subordinate offices that they would be supervising immediately upon completion of their probation. However, the nature and duration of these independent charges again varies and in some states, governments are loath to entrust Trainees with independent charges.

(vi) **Attachment at State Secretariat and Departmental Examinations**: IAS Trainees normally visit the State Secretariat for calling on senior dignitaries and officials of the state government. This is usually for a period of around one week wherein they are also attached to various Secretaries during this time to obtain an exposure to the working dynamics of the state government at the headquarters. Like everything else in district training, this too varies considerably across states. In some states, Trainees are required to even sit in branches/ sections of the state department and prepare note sheets on files in process.

A related aspect is the conduct of Departmental Examinations which all Officer Trainees are expected to clear during their probation to allow them to be empowered under certain laws of the state before they assume their first mandated position of responsibility. These are conducted either by the State Public Service Commission or the State ATI or even the State Government.

(vii) **Evaluation**: The district training, like all other components of probation, is assessed by the Academy. This involves evaluation of daily diaries and monthly analytical notes (sent by Trainees to their respective cadre Counselors at the Academy), of a village study report to be prepared through empirical field work, of similar urban assignments, of a district assignment, of law cases heard and decided by the Trainee, and of assignments on the state language. There is a nominal component for assessment by the Collector and State ATI. There is a strong demand by State governments and ATIs that the weight assigned to assessments by the District Collector and State ATI must be increased as they are best placed to evaluate the work (in terms of initiative, effort and application) of the Trainee during district training.

6. IAS Professional Course (Phase II)

(i) **Rationale for sandwich pattern**: The "sandwich pattern" that was introduced in 1969, essentially seeks to blend theory with praxis by allowing for a short period of institutional training following the year-long district training. The IAS Professional Course (Phase II) or simply Phase II, as it is better known, essentially seeks to provide an opportunity to Trainees to discuss and deliberate issues, with the benefit of their first-hand experience in the state, and seek more enduring solutions to administrative problems and challenges. It further allows for sharing of experience, in terms of good administrative practices, so that Trainees may have the benefit of "vicarious learning".

(ii) **Duration**: As pointed out by the Committee under the chairmanship of Dr. RVV Ayyar, the duration of the Phase II of the Professional Course has reduced over time from four months at the beginning, to 8 weeks presently. As informed by the Academy, the duration has hovered between 8-10 weeks over the last two decades.

(iii) **Experience Sharing**: One of the key objectives of the Phase II course is to allow a platform for Trainees to share their experiences across a plethora of issues and sectors. This is expected to foster discussion and reflection on how the same issues are being addressed in other states, or even in other parts of the same state. Trainees are normally asked to make structured presentations on the subject of their district assignments which is followed by a short discussion. Even in the case of Law, Trainees in smaller groups make presentations of a selected case decided by them, highlighting therein the key legal and procedural issues.

(iv) **Seminars**: An important highlight of the Phase II course is the seminars organized by the Academy. It is important to mention that traditionally only a seminar on being an effective SDO was organized during the Phase II course, with the logic of providing a forum for a more focused discussion on the challenges that Trainees would face while discharging their first responsibility as an SDO. This entailed bringing in some 20-25 SDO from all state cadres, of batches immediately prior to the one being trained, to share their experiences and to also provide a more nuanced view of the problems likely to be encountered in the field. However, given the shortage of IAS officers in junior batches (ostensibly on account of lower recruitment over a decade), the period of SDO-ship has been truncated in many states and IAS officers are posted as CEOs of Zila Parishad or on equivalent positions and also Municipal Commissioners, often within a year of completion of probation. In some state cadres, officers are even posted as Collectors within two years of completion of probation. Hence, the responsibility of the

Academy stands slightly enhanced to prepare Trainees for their future assignments (in the next 4-5 years) before they come for their first round of Mid-Career Training in Phase III (upon completion of 7-8 years of service). Resultantly, the Academy also conducts Seminars on being effective CEOs of Zila Parishad, Municipal Commissioners and District Magistrates. Each Seminar normally lasts a day and Trainees and guests are divided into smaller groups (on regional lines) to allow for closer discussion. These seminars are generally very well-received and have been found to be practically useful.

(v) **Foreign Study Tour**: In line with the growing trend among various civil services to provide foreign exposure to their Trainees, the Academy introduced a Foreign Study Tour for IAS Officer Trainees in 2010. Trainees accompanied by faculty members, travel in two groups to countries in South-East Asia, normally to Singapore (as a developed country) and Vietnam or Indonesia (as a developing country) for a period of 10-12 days. The Tour entails both classroom instruction on various aspects of public administration and also site visits to government institutions. The Academy normally coordinates the foreign visit in collaboration with partner institutions (academies) in these countries. Trainees are expected upon return to write an assessed Foreign Study Tour Paper highlighting the administrative practices that they found most interesting and those that can be adapted or replicated in the Indian context.

(vi) **Evaluation**: The Phase II course is evaluated by way of Director's assessment which comprises weightage for presentations, Foreign Study Tour Paper, classroom participation, performance in ICT and language examinations and other co-curricular activities within the course.

7. Duration of Probation Period

(i) **Current system**: The duration of training of IAS officers has historically remained fixed at two years and changes, if any, have been largely in the inter-se allocation of time across the various training courses that constitute Induction Training. This aspect has been reviewed by various committees constituted by the Ministry since the 1980s. It may not be wrong, however, to surmise that training has generally evolved in a rather "path dependent" manner where the past has, to a large extent, shaped the future. The present period of probation is spread across the following training courses:

a. Foundation Course – 15 weeks

b. IAS Professional Course (Phase I) – 26 weeks

c. District Training – 54 weeks

d. IAS Professional Course (Phase II) – 8 weeks

e. Total – 103 weeks

(ii) **Arguments in favour of retention of existing training/ probation period**: Broadly, the following arguments have been advanced in favour of retaining the present two-year training/ probation period:

a. The fact that a system has existed for over half-a-century (or arguably even more) and has quite successfully stood the test of time, has been the principal argument put forward in support of retaining the current system of a two year training period. It was argued that it may not be wise to tinker with a system unless there are very cogent reasons for doing so.

b. This is further buttressed by the fact that majority of the respondents that the Committee interacted with also were generally satisfied with the two-year duration of the training period and did not present any strong case for reducing it.

c. It has also been argued that the training needs of the present generation of Officer Trainees have become more complex and hence any reduction in the training period may be ill-advised and may even present less understood "costs" for the nation.

d. The Director of the Academy (who is a member of the Committee) also supported retention of the existing two-year training cycle in view of the strong feedback[10] received on the existing duration by IAS officers.

[10] This is based on the responses received in an ongoing survey by the Academy using an online questionnaire wherein IAS officers were asked to comment on the duration and quality of Induction Training. Around 80% of the 200-plus respondents (till date) found the duration to be adequate.

e. The Ayyar Committee and Second Administrative Reforms Commission have also advocated retaining the duration of training at two years.

f. The Academy has recently obtained approval from AICTE to award a Post-Graduate Diploma in Public Policy and Management to all IAS Officer Trainees to formally recognize their two-year Induction training. Any reduction in the duration to less than two years may not allow the Academy (in line with AICTE regulations) to award such a PG Diploma.

g. It has also been pointed out that given the annual intake of candidates into the IAS, any reduction in training/ probation period would create a statistical "bulge" (representing a larger group than normal) only in the first year (or cycle) and not result in any net increase in the annual supply of trained civil servants subsequently.

h. Lastly, that most civil services in the country currently have a training period of around two years has also been touted as a possible argument against reducing the training period of IAS officers where job requirements are arguably more complex.

(iii) **Arguments in favour of reduction of training/ probation period**: Notwithstanding the strong case for retaining the status quo, there are equally compelling arguments made out for reducing the duration of training. The ones that merit consideration are as follows:

a. The fact that a system has worked well should not preclude the need for objective review as to whether the time allocated for each training course is delivering the best value for money, and whether there is no possibility to economize on the same in any manner.

b. With the rising median age of entry of IAS Officer Trainees (at around 28 years), many Trainees enter the civil service with significant work experience, of both government and private sector, making out a case for reduction in the overall training period.

c. There is some overlap between the inputs taught currently during Induction Training and the revised UPSC General Studies syllabus[11].

d. The increased median age of entry further reduces the total potential years of service that an officer may have in her/ his career, also making out a case for reducing the training/ probation period from the present two years.

[11] Based on a comparative exercise undertaken by the Faculty Coordinators in LBSNAA, Mussoorie (at the behest of the Committee) for the inputs taught in the Foundation Course and during IAS Professional Course (Phase I).

e. The advent of information technology has enabled the access and delivery of information and knowledge in a faster and more effective way. This needs to be factored into the pedagogical aspect of training at the Academy (and also in district training) and should necessarily result in some savings in terms of time.

f. It has been the general refrain of many respondents[12] that the one-year district training needs to be reviewed, especially in view of an inordinately large time allocated for attachments at the district level. It was felt that maximum learning came via exercising responsibility through independent charges.

g. It was also observed that the content and duration of the Winter Study Tour needs to be reviewed and some of the not-so-relevant attachments dropped. Consequently, the duration should also be reduced to that effect.

h. It has also been suggested by many officers from the younger batches of the IAS that most of the time of the Phase II course is largely comprised of individual presentations by Officer Trainees and deserves to be reduced.

i. An important argument advanced in support of the contention is the introduction of a structured Mid-Career Training Programme (with three phases at key inflection points in an officer's career) wherein the IAS officer would be required to attend the first round (known as Phase III and of 8 weeks duration) upon completion of 7 years of service. In addition, IAS officers now have access to short-term refresher courses after 4 years of service and are eligible for both short-term and long-term programmes abroad upon completion of 7 years of service. Certain specific training needs in the early years of service can be suitably addressed through these refresher courses.

j. Lastly, from the State Governments' perspective, given the general shortage of junior-level IAS officers in most states, any reduction in the training/ probation period may be welcome and would allow for longer (or more complete) tenures of IAS officers as SDMs, which are at the cutting-edge level in field administration. The Committee has noted that in many states IAS officers are being posted as CEO Zila Parishads, Municipal Commissioners or even as District Magistrates within a year of completion of their Induction Training.

In sum, gains in resource productivity coupled with both "below the line" and "above the line" benefits make out a strong case for reduction in the training period.

[12] Based on the Committee's deliberations with young IAS officers serving in various states.

8. Recommendations

(i) **Overall approach to training**: The Committee considers it important to articulate the broad philosophy that has guided its approach to Induction training. This essentially embraces three broad aspects, viz. Leadership Development Architecture[13], Competency Development[14] of IAS officers, and Participant-centred Continuous Learning. However, in this debate and reassessment of the type of training and development to be provided to these officers over their career lifecycle, it is important to first highlight some pre-requisite changes that should ideally precede these decisions.

It is time for a refreshed, re-imagined purpose for the Indian civil services in the light of the profound changes that have taken place in the modern world. In this new era in India, where there is much complexity, volatility, division, rapid change and simmering discontent among large segments of society ; where some of the fundamental strengths – enduring institutions of quality – including the civil services themselves are under attack, there is also unbridled opportunity in a world transformed by technology and connectivity. There are many reasons for concern but they are ultimately trumped by the positives. There is, thus, a need to abandon cynicism and a lament for the "system" and "establishment" that will never change, and instead work towards realizing the individual civil servant's highest potential. Many substantive advantages would accrue on this account along with the exponentially more potential advantages that India can develop. No institution is better positioned or equipped with the required talent to lead this charge to a bright future for all Indians, than the combined civil services.

While seemingly symbolic at a larger level, it is argued that a fundamental *rediscovery*, *restatement* and *reaffirmation* of the higher purpose as well as the roles and responsibilities of the IAS are needed. It needs to be accomplished by the officers themselves coming together in fresh unity and a committed spirit of excellence and collaboration. The IAS must guard vigilantly against erosion of ethics and the special role it has been mandated under the Constitution. To let its functioning be corrupted, or least misdirected even in a few instances, is to sow the seeds of an inevitable diminution in its unique role and responsibility in nation-building. That is likely the last thing, those who constitute the civil service derive their identity from, and take deep pride in, may want to see happen. This pre-requisite effort is an important gating

[13] The Committee gratefully acknowledges the inputs provided by Dr. Shubhro Sen Director TMTC, Pune on Leadership Development Architecture.
[14] Based on the Competency Dictionary for civil servants prepared by DoPT and UNDP in 2013.

consideration to designing vanguard and global best-in-class training and leadership development interventions for IAS officers.

a. ***Leadership Development Architecture***: Induction Training at the Academy must be viewed as "a watershed training event" by all stakeholders in the training process. The Leadership Development Architecture (for detailed descriptor see Annexure C) being presented as an overall framework for the training of IAS officers comprises seven key guiding principles which are elucidated below:

   i. Purpose Affirming

   ii. Comprehensive in coverage of the career life-cycle

   iii. Competency-based

   iv. Multi-stakeholder (including the individual in a more central role)

   v. Multi-mode and Multi-vector learning

   vi. Outcome focused, Measurement-centred learning (*integrated* into design)

   vii. Benchmarking best in class content with explicit focus on contextual and role relevance

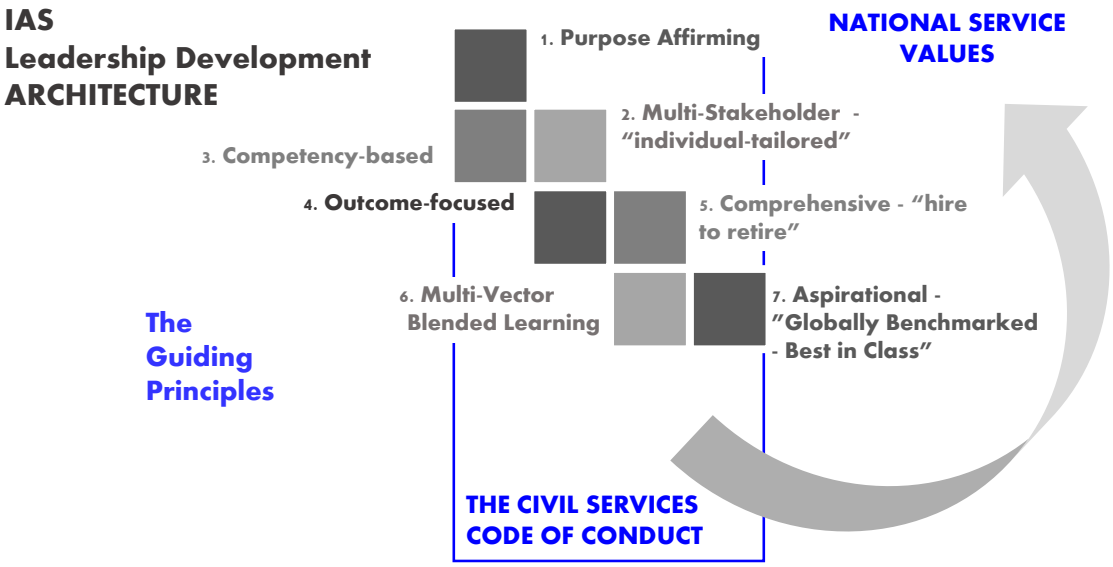

Figure 1. Leadership Development Architecture for the IAS

b. ***Competency-based Training***: The 2nd Administrative Reforms Commission and the National Training Policy, 2012 have strongly suggested adoption of competency-based approach to the entire gamut of human resource management, including capacity building of civil services. Competency consists of knowledge, skills and attitudes or behavioral traits. These competencies may be broadly divided into those that are core skills that civil servants would need to possess with different levels of proficiency for different functions at different levels. Some of these core competencies pertain to leadership, financial management, people management, information technology, project management and communication. The other set of competencies relate to the professional or specialized skills which are relevant for specialized functions such as building roads, irrigation projects, medical care etc. For bringing transformational improvement in the civil services, it is imperative to move to a competency-based human resource management system that ensures that each job is performed by a person who possesses the required competencies for that job.

The Department of Personnel & Training (DoPT) has developed a Competency Dictionary for the Indian civil services and a tool-kit for its implementation that can be realized for designing competency training modules. The Competency Dictionary has identified 25 generic or core competencies which have been grouped in four set of basic features of civil services. These four set of basic features have been categorized as Ethos, Ethics, Equity and Efficiency.[15]

For moving to competency-based approach, it would be necessary to identify the required generic competencies for first few years for performing duties and responsibilities that IAS officers will be required to do efficiently and effectively. Then these identified competencies would need to be matched with existing curriculum of the induction training programme and wherever the gap exists, the curriculum would have to be modified accordingly. This would ensure alignment of induction training program with the identified generic competencies for the first few years of service in IAS.

A diagrammatic description of the four pillars of the competency-based framework is given overleaf at Figure 2.

[15] For more see http://persmin.gov.in/otraining/CompetencyDictionary.asp

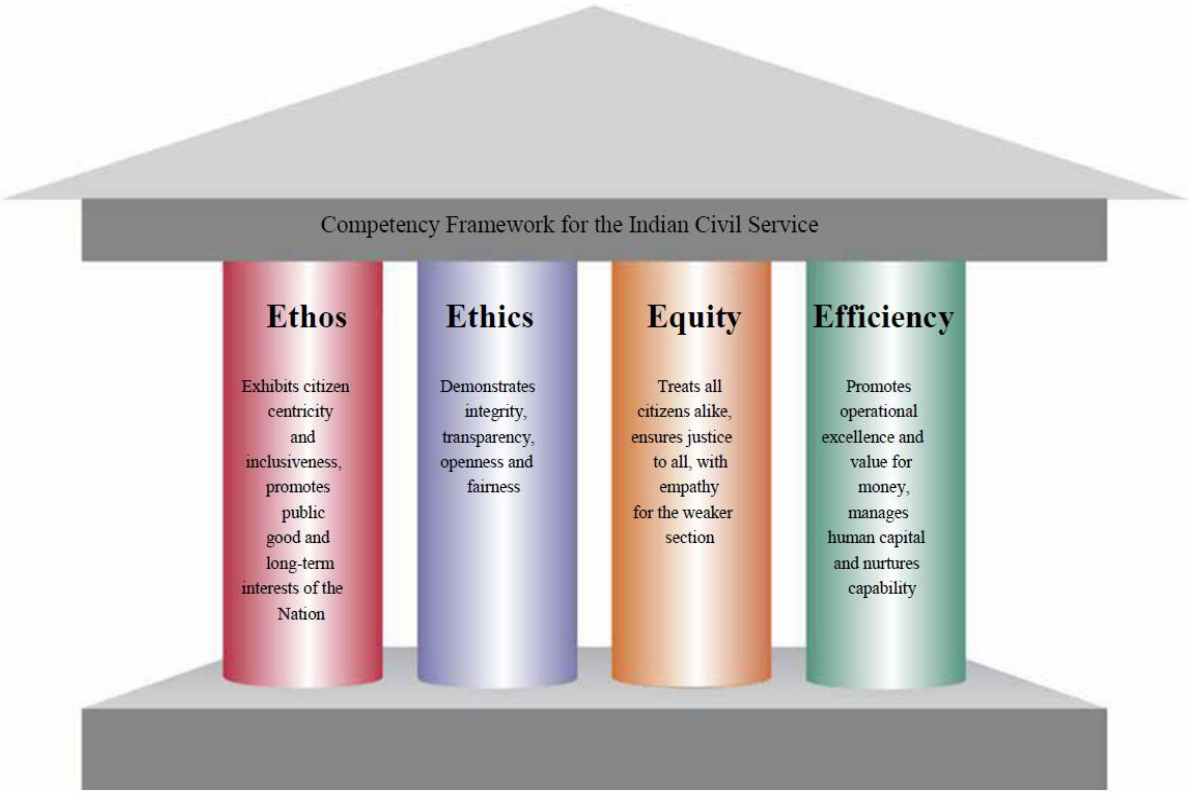

Figure 2. Competency Framework for training of IAS officers

c. ***Participant-centred Learning***: One of the main cornerstones of the suggested approach is the centrality accorded to the participant in the learning system. The Committee advocates a shift from Trainees being treated as "*passive*" actors in their training to becoming *"active"* participants in the learning process. This focus on the individual should entail mapping the entry-level gaps and then taking remedial action wherein the Trainee herself/ himself is incentivized, in conjunction with the Academy, to become the leading partner. Further, it is also proposed that training and learning must not always be seen as synonymous and coterminous. Rather, learning must be viewed as "a continuous and lifelong event" where the training conditions each Officer Trainee to treat every new position and challenge as a learning opportunity.

(ii) **Duration of training period**: The Committee has objectively considered the arguments made both in favour of retaining the two-year training period as well as those in support of reducing it (see part 7 of the Report) and also taken into account the general feedback received from various quarters. It must be mentioned (as stated in para 7 (ii)

[e] earlier) that both the Ayyar Committee and the 2nd ARC have supported retention of the two-year training period. Director LBSNAA (who is a member of the Committee) has also expressed reservations against any proposed reduction in the duration of Induction Training, and his note has been placed on record at Annexure D. However, while taking note of these views, the other members are of the considered opinion that the training requirements must be in consonance with the changing profile of entrants, easier access to learning resources, and more dynamic external environment. Also, the time spent during both institutional training (at the Academy) and district training must be subjected to closer examination in cost-benefit terms, without impacting adversely in any manner on the desired outcomes.

In view of these compelling reasons (also see para 7 [iii]), the Committee recommends reduction in the total period of Induction Training from presently two years (103 weeks) to around one-and-a-half years (75 weeks). This is proposed to be apportioned across various components of Induction Training as follows:

a. ***Institutional training at the Academy***: The Committee recommends revision of the inter-se allocation of time in the training courses at the Academy as follows:

    i. Foundation Course: The Committee proposes retention of the existing duration at 15 weeks.

    ii. IAS Professional Course (Phase I): The Committee finds some slack in the total duration of Phase I and proposes reduction in it from 26 weeks to 21 weeks. This would be as follows:

        1. Academic instruction: 12 weeks
        2. Winter Study Tour: 7 weeks
        3. BPST: 1 week
        4. Block Leave: 1 week

    iii. IAS Professional Course (Phase II): The Committee finds that a large quantum of contact hours is consumed by individual presentations. It recommends reduction in the total duration of the course from 8 weeks to 6 weeks. This would include:

        1. Presentations, Seminars, Group Work, et al: 5 weeks
        2. Foreign Study Tour: 1 week

b. ***District Training***: In view of the strong feedback received from recent batches of IAS officers about the relatively sub-optimal effectiveness of attachments in the

district and the relatively higher utility of independent charges for on-the-job learning, the Committee has revised the duration of attachments and independent charges. The Committee recommends reduction of the period of District Training from 54 weeks to 33 weeks which is as follows:

i. Joining time from Academy to State: 1 week
ii. Institutional training at State ATI (including State Darshan, Debriefing, *et al*): 5 weeks
iii. Attachment with Collector and subordinate revenue offices: 4 weeks
iv. Attachment with miscellaneous district offices (of line departments): 4 weeks
v. Attachment with State Secretariat: 1 week
vi. Departmental Examinations: 1 week
vii. Independent charge of BDPO: 8 weeks
viii. Independent charge of Tehsildar: 6 weeks
ix. Independent charge of Executive officer of Municipality: 3 weeks

The details of the revised training cycle (over 75 weeks) have been provided in Annexure E.

The Committee would like to specifically comment on the issue of award of PG Diploma to the IAS Officer Trainees in the event of a reduced training duration of 75 weeks. In all likelihood, this may not present any complication with regard to the award of a PG Diploma by the Academy. However, in case AICTE considers a 2-year period as mandatory, the Trainees could be given an additional assignment over the next 6 months (post completion of training) and the Diploma certificate could be awarded (after evaluation) upon completion of the stipulated period of two years.

(iii) **Content of training courses**: The Committee recommends the adoption of the syllabus prescribed by the Ayyar Committee with some modifications made therein. This has factored the feedback received from Officer Trainees and IAS officers from various states. This is given at Annexure B and may be gainfully utilized by the Academy while preparing future course designs. The revised syllabus, as suggested by the present Committee for the Foundation Course and Phase I is given at Annexure F. With regard to each of the training courses, the Committee would like to make the following recommendations:

a. ***Foundation Course***: The recommendations qua the content and design of the course are as follows:

   i. The design of the course and curricula must be outcome-based, i.e. what the Academy expects an Officer Trainee to achieve at the end of the course, and which could be evaluated.

   ii. The design of the course, in addition to the curricular inputs, must focus on developing the desired competencies. Maximum importance must be placed on inculcating the right values among Trainees at the start of their service careers. In particular, Officer Trainees must be sensitized more effectively on ethics, on gender issues and to the needs of the differently-abled. An effective module covering these aspects should be developed in the context of challenges of public management in India.

   iii. The FC should work towards developing a spirit of teamwork in the Trainees and effectively utilize the presence of other services for taking up problems of inter-service relevance, especially utilizing the presence of police and forest service officers.

   iv. Officer Trainees that have an advanced degree in a particular discipline (eg. Economics, Law, etc) must be screened through an entry-level testing system and, if required, be assigned well-designed project work in lieu of attending certain basic classroom lectures.

   v. Teaching in all disciplines must blend theoretical instruction with more skill- and application-oriented inputs (eg. drafting affidavits or affidavit-based replies in Law) to better prepare the Trainees to deal with the challenges of real life situations.

   vi. Cases or projects from the Academy must be used to effectively demonstrate the practical aspects of project management.

   vii. Greater emphasis must be placed on improving both written and oral communication skills as well as the presentation skills of Officer Trainees.

b. ***IAS Professional Course (Phase I)***: The Committee recommends the following:

   i. As in the FC, the Academy must clearly enunciate the learning outcomes for the professional course against which the Trainees could be tested. The design (including the course content) must clearly be aligned with the learning outcomes.

ii. The focus of learning must shift from delivering informational content to focusing on administrative challenges, inter-state variations across sectors and the reasons thereof, studying best practices and associated adaptive challenges, and acquiring proficiency in the required skills sets.

iii. Values and Ethics must form a strong focus area for the overall course design. Specific instructional content should be developed using experience of delivering specific programmes on ethics in the government and corporate sector. In addition, emphasis on development of soft skills should be continued in Phase I.

iv. Specific inputs on dealing with the media and exposure to processes related to the lower and higher judiciary should also form a focus area in the teaching curriculum.

v. The Winter Study Tour should cover, as part of its itinerary, North East and Jammu & Kashmir to sensitize Officer Trainees to the special challenges of these regions.

vi. The number of attachments may be reviewed (or reduced) by the Academy and attempts must be made to incorporate exposure to Trainees to well-acclaimed interventions (that have received PM Awards in the last 3-4 years) as part of the itinerary of the tour.

vii. In physical training, a specific module on yoga and meditation may also be included.

c. ***District Training***: The Committee observes that while District Training forms a critical component of Induction Training, there is great variation across states in both its design and quality. In this regard, we would like to make the following recommendations with regard to District Training:

i. There is a strong and felt need to standardize the design of District Training across various state cadres. The Ministry should incorporate the same in the IAS Training related Regulations to preclude any deviation by the states.

ii. The curricular instruction at the State ATI should be integrated into the learning continuum, i.e. it should build upon the learning outcomes in the professional training at the Academy. This is presently more by default than through conscious design.

iii. Training at the State ATI should entail a short debriefing (of 2-3 days) at the end of District Training before the Trainees return to the Academy for Phase II.

iv. A special workshop must be convened by DoPT and Academy with Heads of ATIs to develop a common training programme for achieving the desired outcomes.

v. A structured mechanism needs to be evolved at the State level to select good Collectors with whom IAS Officer Trainees may be attached for District Training. This could be done by a Committee comprising of the Chief Secretary, Head of ATI and Secretary Personnel/ GAD.

vi. A system of mentorship must also be introduced wherein one or two senior officers (of middle-level seniority) may be designated as mentors for every Trainee joining the state. Such a system exists in Rajasthan and Punjab and should be emulated by all state cadres.

vii. The Committee underscores the need to provide structured independent charges (of BDPO, Tehsildar and Executive Officer of Municipality) to enable more effective learning during District Training.

viii. The evaluation structure of District Training must be reviewed and greater weightage (upto 50%) accorded to the assessment by the District Collector and State ATI. Currently it forms less than 10% which does not incentivize both Collectors and State ATIs to exercise close oversight on the activities of the Trainee/s under their respective charges. It is, therefore, suggested that all assignments done in the district should be jointly evaluated by the District Collector and the Academy. Arguably, the Collector may even be better placed than the Academy to assess the diligence and initiative displayed by the Trainee as well as to appreciate the quality of the output.

ix. A video-conference should be held by the State Counselor (at the Academy) with all Trainees (in a cadre) and the State ATI every two months during District Training for feedback and assessment of the Trainees' progress.

d. ***IAS Professional Course (Phase II)***: The Committee observes that the present design and delivery of Phase II is not achieving the desired outcomes and would like to recommend the following:

i. The design of the Phase II needs to be modified keeping in view the intended outcomes. The design should seek to cover through structured discussions

and seminars on thematic areas taken up for coverage during Phase I. This would also help in better achieving the outcomes, albeit in reduced time of six weeks.

ii. The present system of multiple presentations by Officer Trainees should be curtailed as this has significant opportunity costs, especially in terms of time for other inputs. For assessment purposes, Officer Trainees may be asked to send a soft copy of their presentation to the Faculty Coordinator for assessment. The best or representative reports and presentations may be then taken into plenary or half-groups for discussion.

iii. The effective SDO, CEO, Municipal Commissioner and DM Seminars should be continued. These could be improved and redesigned in a more effective manner through a focus-group discussion involving the faculty and some former Trainees.

iv. The Academy should build-up a base of cadre-specific knowledge on all critical aspects of public administration which can be effectively used by Trainees in the following years.

v. The Foreign Study Tour has been in vogue since 2010 and many other services have also provided for such visits. The Committee observes that the first four-five years of service would be better devoted by IAS officers to knowing their sub-division, district, state and country. Hence a 2-week Foreign Study Tour in the 4-5th year of service (at the end of SDM-ship) may be considered where Trainees could be taken as a batch (or in 2-3 groups of 50-60 each) for a structured tour abroad. This would enable a young IAS officer to better appreciate how things are done differently in other countries and be in a position to replicate some of their best practices in the Indian context. The Committee proposes for the Government's consideration that a larger view needs to be taken on the rationale of sending Officer Trainees of various services abroad. Till a final view is taken on the subject, the Committee recommends reducing the duration of the Foreign Study Tour for IAS Officer Trainees to one week and covering one country instead of the present two week tour to two countries.

(iv) **Delivery of training inputs**: The Committee would like to accord the greatest primacy to updating the present pedagogical methods in use at the Academy. All efforts must be made to reorient the focus to the imperatives of "adult learning" and devising suitable strategies to effectively engage the Trainees, both within and outside the classroom. More specifically, the Committee recommends the following:

a. The overwhelming reliance on lecture method must be reduced and the use of case method, seminars, role plays, films, simulation exercises and group project work must be significantly increased as part of "blended learning".

b. The Academy should seek to harness the benefits of ICT and incorporate the pedagogy of "flipped classroom" wherein lectures are webcast (or available for online viewing) and class time is utilized for seminars to provide for closer and more intensive discussion to foster greater learning.

c. Some aspects of the curricula, that are amenable to online viewing, may be considered for conversion to ICT-enabled online platforms. This can be used to support face-to-face classroom instruction. To illustrate, language instruction may be strongly aided by use of such techniques.

d. The course content and reading materials as a complete learning resource should be provided ex-ante to allow Trainees to allocate their time in a course more effectively. In the case of the FC, this may be done online at least 30 days prior to the formal commencement of the programme.

e. The Trainees must be made active partners in every training course by assessing their training gaps and individually tailoring the course in a bespoke manner.

f. Entry-level testing in key disciplines should be done immediately upon commencement of the FC to address the individual training gaps in every Officer Trainee. Additional orientation classes may be organized outside of class hours (for slow track Trainees) in the initial weeks of the course. Some of the more proficient Officer Trainees may be involved in peer coaching for which additional credit may be given in the Director's Assessment.

g. Specific time should be allocated for self-study/ group work in a structured manner to foster better internalization of training inputs.

h. Evaluation of Trainees must also be modified in accordance with the changed pedagogical approach with not more than 50% weightage for end-of-course examinations. The faculty must be trained in use of modern e-techniques to gauge and effectively assess classroom participation in a more objective manner.

(v) **Other recommendations**: In addition to the specific recommendations made on the above mentioned aspects of Induction Training, the Committee would like to propose the following changes for the consideration of Government:

a. ***Age of entry***: As the age of entry has a close linkage with training outcomes in general, the Committee observes that a healthy balance must be struck between

affording additional opportunity in terms of age and chances to candidates with disadvantaged or rural backgrounds, with the need to make entrants more amenable to institutional training. The Committee suggests that any future decisions regarding revision of maximum age of entry should be carefully considered and must factor the consequent implications on training.

b. ***Common Foundation Course***: The Committee takes note of the unique nature of the Foundation Course and would recommend taking all necessary steps towards the conduct of a common Foundation Course for the three All-India Services and Central Services (Group A). It has been pointed out by the Academy that it may be possible to accommodate around 450 Officer Trainees in the FC after the construction of new hostels and classrooms in the next two years. The Committee is cognizant of the limitations of infrastructure at Mussoorie in accommodating the entire group of 600-plus Trainees. It, therefore, proposes that, firstly, the three All-India Services must train together given their close interaction, both at the state level and in the central government. The balance slots may be filled by Trainees drawn from other Central services. Secondly, a more strategic view needs to be taken by the Ministry and LBSNAA towards strengthening certain partner training institutions for joint delivery of the FC over the next decade, under the overall charge of LBSNAA.

c. ***Gap Analysis***: The Committee also proposes for the consideration of the Government that a Gap Analysis should be ideally carried out 30 days prior to the commencement of the Foundation Course. This could be done through an online questionnaire and would aid the respective training academies in better conducting the FC and ensuring greater customization of training inputs.

d. ***Curtain Raiser in Delhi***: The Committee observes that while it may not be logistically possible to accommodate around 650 Officer Trainees at LBSNAA Mussoorie, the need to have a structured peer group interaction is most desirable. This could be organized by way of a 2-day Curtain Raiser at Delhi where the successful candidates (belonging to civil services that undergo the FC) could interact with each other and also be addressed by senior dignitaries and functionaries of the central government. This may ideally be organized just prior to the commencement of the FC to make it logistically convenient for candidates to report immediately thereafter at their designated training academies for the FC.

e. ***Allocation of cadres***: One of the key components of Induction Training is the acquisition of proficiency in the state language of the allotted cadre. The reduction of duration of the training period, especially in the Professional Course (Phase I) and District Training, may pose significant challenges for proper language instruction

for the Academy as well as the Officer Trainees. This can, however, be precluded by allocation of cadres before the commencement of the Foundation Course[16]. Allocating cadres before the commencement of the FC would allow for utilizing the additional 15 weeks of the FC for instruction in the respective state language. Besides, it would impart a greater sense of purpose and direction to the entire instruction in both the FC and Phase I. The Committee strongly recommends the Ministry to re-engineer its cadre allocation system and notify the cadres prior to the commencement of the FC.

f. ***Faculty at LBSNAA and State ATIs***: In this regard, we propose the following:

   i. The Committee recommends that given the increased demands of conducting Induction, In-service and Mid-Career Training at the Academy, the current faculty strength must be reviewed by the Ministry. Concerted efforts must be made to create a healthy blend of serving practitioners (drawn predominantly from the IAS within the All-India and Central Services) and academic faculty.

   ii. The incentive structure provided by the 6th Pay Commission to faculty serving in central training institutions (in terms of additional 30% basic pay and rent-free housing) may not be adequate to attract the best and the brightest civil servants to serve as directing staff in the Academy, and hence deserves to be revisited.

   iii. Similarly, special efforts must be made to attract top quality academic faculty from higher education institutions of national repute. This may even be on short-term contracts (of two to three years) or as visiting professors (with clearly laid down contractual obligations). If necessary, the present dispensation regarding remuneration may be reconsidered by the Ministry.

   iv. There is a need to position additional subordinate officers (drawn from CSS, State civil services, etc) to discharge routine administrative functions of the Academy. This would allow the directing staff to focus on the more critical aspects of training and to strive for continuous improvement in both the content and delivery of instruction at the Academy.

   v. DoPT should also impress on State ATIs and State Governments to likewise take conscious steps to improve their directing staff and academic faculty and also proactively assist in their capacity building.

[16] Currently cadre allocation is being done in the months of January-February (at times even later) during Phase I.

9. Conclusion

"Mere prattle without practice is all his soldiership." – Iago (of Cassio) in *Othello*

The four-month long exercise undertaken by the Committee, with deliberations across various quarters, leads us to draw three salient conclusions. First, that the system of Induction training developed over time by LBSNAA Mussoorie is generally robust and undergoes incremental improvement with every course, thanks to a system of internal feedback and review. Second, that notwithstanding the former, there is a case for periodic external review involving multiple stakeholders. The last, and probably the more significant, conclusion is that there is a strong need for introducing specific changes in the system of training by making a departure from the "business-as-usual" approach.

Broadly, the Committee has presented five-pronged recommendations. Firstly, it has argued for revisiting the philosophy that anchors Induction training and making it more competency-based. Secondly, it has made out a case for reducing the duration from the present two years to around one-and-a-half years. Thirdly, it has suggested some incremental changes in the syllabus prescribed by the Ayyar Committee, keeping in view the new UPSC General Studies syllabus and also to better address the felt needs of the Trainees. The fourth set of recommendations pertain to pedagogical methods being currently employed in the Academy and bringing them up-to-date with those followed in leading higher education institutions to foster greater "adult" and "participant-centred" learning. This can be facilitated by harnessing the benefits of information technology. Lastly, certain systemic changes have also been proposed for the consideration of the Ministry that may facilitate better conduct of training at the Academy.

The Induction Training of IAS officers must be viewed as an extremely important national endeavour and little effort should be spared by both the Academy and DoPT towards ensuring its effective conduct and delivery. The delivery of quality training at the Academy will undoubtedly also have a cascading effect on the training of other higher civil services that have normally viewed LBSNAA as the exemplar in the field of training civil servants in the country. Importantly, this would go a long way in realizing the vision of Sardar Patel, the founding father of the All-India Services, for developing a professional and apolitical civil service that would keep the country intact.

Annexure A

Profile of IAS Officer Trainees of 2013 batch

1. Social background of IAS Officer Trainees

Male	Female	Total
127	53	**180**
70.56%	29.44%	100.00%

	Rural	Urban	Total
Female	10	43	**53**
	18.87%	81.13%	29.44%
Male	43	84	**127**
	33.86%	66.14%	70.56%
Total	**53**	**127**	**180**
	29.44%	70.56%	100.00%

2. Age Profile

Age Cohort	Female	Male	Total
22-24	**13**	**9**	**22**
	59%	**41%**	**12%**
25-26	**10**	**34**	**44**
	23%	**77%**	**24%**

27-28	**19**	**30**	**49**
	39%	**61%**	**27%**
29-30	**6**	**31**	**37**
	16%	**84%**	**21%**
31-32	**3**	**11**	**14**
	21%	**79%**	**8%**
33-34	**2**	**10**	**12**
	17%	**83%**	**7%**
Above 34	**0**	**2**	**2**
	0%	**100%**	**1%**
Total	**53**	**127**	**180**
	29%	**71%**	**100%**

3. Medium of Examination in UPSC Civil Services Examination

Language	Interview	Written
English	141	146
	22.78%	81.11%
Hindi	28	24
	15.56%	13.33%
Others	11	10
	6.11%	5.56%
Total	180	180
	100%	100%

4. Educational background

Academic Qualifications	Number
Engineering	45
Medicine	25
Pure Science	18
Management	17
Arts	31
Law	7
Commerce	11
Others	26
Total	180

Annexure B

Summary of Committee's interactions with Officer Trainees and representatives of State Governments and IAS officers between October and December 2013

October 29, 2013 - LBSNAA Mussoorie

The views expressed by various Officer Trainees of the 88th Foundation Course are briefly summarized below:

1. Ramkumar IAS – Reorientation of the FC necessary to allow for greater space for reflection. Promotes camaraderie. In subject-wise inputs need for more case studies as most aspects have been covered in CSE preparation. Literary festival was very good. Need some subject experts to complement the sessions taken internally for developing deeper insight.
2. Aishwarya Rastogi IPS – Those with domain background may be considered for exemption from FC subject inputs. Need to clarify the larger design more effectively and align skill sets with the course objectives and specific inputs. Certain sessions on UN were very elementary whereas a session on the structure of various civil services needs to be taken.
3. Vasudev Ravi IFS – Require greater inputs on foreign policy, certain elementary inputs not necessary.
4. Priyank Mishra IAS – Length of FC is fine though some reorientation in content delivered may be useful.
5. Namrata Gandhi IAS – Need inputs and discussion on topical issues, handling situations and less focus on theoretical issues.
6. Rajendra B IAS – The utility of Village Visit may be reconsidered as many Trainees today have rural backgrounds.
7. Mullai Muhilan IAS – Leadership module was very good and positive and there should be 4-5 similar modules in the FC.
8. Avinash Kumar IAS – Need more inputs on dealing with the corporate sector, in both FC and Phase I.
9. Samuel Paul IAS – There is a case for greater focus on teaching the national language for Trainees from non-Hindi speaking states. 20 sessions not adequate.

10. Khurshid IAS – There should be a good blend of theory and practice and greater exposure to national best practices, especially during Phase I.
11. Ananya Aggarwal IFS – Need more time for self-study in FC. Some inputs on CrPC may not be relevant for IFS Trainees and those who have strong background in a subject may be exempted from classes, at least in the FC.
12. Abhishek Pallava IPS – Need one casual leave every month in the FC.
13. Vishal Sharma IPS – Need to ensure that major festival holidays are not used in the schedule of training.
14. Vineeth IAS – Need to make trek and horse riding optional.
15. Nil IAS – Trek must remain mandatory as it leads to developing teamwork and leadership and fosters greater camaraderie.
16. Shashank IAS – Trainees should be informed of how sessional feedback is utilized, how faculty members are selected, and the subjects that are taught during the FC.
17. Satheesh Kumar IPS – Need to explore the possibility of some well-qualified and talented Trainees assisting the faculty in the conduct of classes. Also leadership positions should not be allocated through democratic choice but on random basis to allow for greater opportunity to less extrovert Trainees.
18. Prateek Thube IPS – Need more sessions on Ethics and Morality to assist Trainees to develop a deeper sense of right and wrong.

November 13, 2013 – IIC, New Delhi

Foundation Course

- Duration was generally felt to be adequate and the refrain was that is normally ends up achieving its given objectives
- Focus on camaraderie and esprit de corps is extremely useful; albeit currently limited by absence of most central services
- Need to revise academic content – especially inputs on Political Science, Management, Economics, and History & Culture. Inputs on Law were generally found to be good.
- Also need to blend theoretical and conceptual inputs with practical skills based inputs in a better way
- Greater need for grounding in ethics, conduct and soft skills
- On pedagogical methods, need to introduce greater group work, simulation exercises and case studies – greater focus on adult learning context

- Need to harmonize entry-level differences, possibly introduce pre-course curricula

IAS Professional Course (Phase I)

- Need to introduce greater rigour in Phase I with increased focus on sharing best practices to foster vicarious learning
- Need to reinforce inputs on law with more practical exercises and order writing sessions
- WST needs some reorientation and should include an attachment with SC or HCs, CBI and CAG. Attachments with Tihar Jail, ISRO and leading scientific organizations should be introduced. Choice of group may be introduced in place of random allocation.
- Need greater focus on civil law, i.e. CPC; on important central acts
- More inputs should be imparted on various aspects of office procedure, interaction and processes at various levels in state administration
- Need to customize training more to better address individual gaps
- Need to reduce emphasis on PT
- Need to introduce more classroom discussions on topical issues (say from EPW & Economist); case studies and incentivize classroom participation and reward consistent application
- Need to introduce mentorship and improve counseling
- Importance of language training (in allocated state language) cannot be overemphasized.

District Training

- There is considerable variance in the nature of district training across states, i.e. in the duration and sequence of ATI training, nature and duration of independent charges, etc
- Generally it was found that the Chief Secretary (with Personnel or equivalent department under him) was responsible for overall supervision of district training.
- Generally the substantive charges held included BDPO and Tehsildars and also SDMs in some states, albeit on an ad hoc basis.
- Most participants felt that a short debriefing at the end of the District Training at the ATI would be useful.

IAS Professional Course (Phase II)

- Due to paucity of time, participants were asked to send their responses to the Member Secretary through email.

November 14, 2013 – MCR HRD Institute, Hyderabad

Foundation Course

- The need to bring more services to train together in the FC was emphasized.
- It was felt that the FC is a well-structured course and achieves its main objectives of fostering esprit de corps among the trainees.
- There is need to reorient the content by reducing inputs on Political Science and History and increase those on Law and Economics with greater focus on applied issues
- There is also need for more discussions on contemporary governance issues for which afternoon sessions may be devoted.
- Greater academic rigour should be introduced, more focus on analytical training with use of statistics and quantitative methods, use of excel sheets in more creative manner along with focus on teaching the history of the civil services.
- Opportunity of services training together should be utilized to develop better inter-service coordination through conscious role play exercises.
- Greater focus should be on bringing behavioural/ attitudinal change, especially on gender issues among trainees. A special module should be developed for the purpose to address this aspect in a more structured manner.
- People from corporate sector should be invited to address trainees and more contrarian viewpoints should be presented during the FC.
- PRA techniques need to be replaced by more modern methods for village training.
- Inter-service issues should be addressed in the FC, viz. Election Module, law and order problems, etc.
- Concurrent evaluation should be done.
- Trainees should be made to read biographies, watch good documentaries, biopics, etc.
- There is need to organically link FC with the overall training of an IAS officer.
- FC must focus on developing deeper faculties and be less content-driven. There should be greater emphasis on corruption, ethics, changing governance paradigms, network administration, etc.
- FC must contain a right mix of theory and praxis, myth-busting, more practical applications, focus on gender sensitization and social etiquette, and also on the transactional and transformational role of the civil service.
- Greater effort must be put in improving communication skills in view of the changing profile, break mental block of trainees.
- Need to focus on more quantitative and management skills, such as individual financial planning, balance sheets, making sense of data along with exposure to cutting-edge tools and use of technology in governance.

- Need to consider ushering in controlled solutions to adversity to develop greater esprit de corps, present rashamon of views, greater use of quantitative skills and general broader social science focus and look at issues of differently-abled.

IAS Professional Course (Phase I)

- Need to provide more inputs on civil services and role of IAS
- Strong focus on soft skills, regulatory role of the IAS and enforcement of rule of law, service matters (D&A)
- Must be technically exhaustive to prepare trainees thoroughly with strong focus on language. Exams must be made more rigorous.
- Need to focus greater individual attention to each trainee.
- Need to consider internship with higher judiciary (in HC).
- More focus required in practical skill sets for IAS officers, i.e. noting/ drafting, conduct of meetings and tours, review and monitoring mechanisms (including use of IT), project implementation / management, working in teams, shishtachar, etc
- Need for methodological improvements – more case studies, syndicate work, simulation exercises, role plays, situation analysis, etc
- Must be taught how to mobilize community opinion, say in leading campaigns
- Cadre specific training workbook should be prepared.
- Need to focus more on imbibing routine administrative tasks as well as focus on contemporary issues while introducing trainees to sunrise and critical areas such as water management, energy, etc
- Trainees must be taught how to push or break barriers and domain experts must be invited to lead discussions on sensitive issues.
- There should be greater interface with state and local politicians and media, also important to call typical political leaders to provide more realistic inputs.
- Internal office files of the Academy on construction, procurement, establishment matters, etc should be used as teaching cases.
- More focus must be given on showcasing both best practices and major failures to aid learning.
- Bhutan should be included in WST.

District Training

- The nature and duration of ATI training varies across states.
- Need for structured ATI training at initial level as well as followed by a debriefing session at the end is necessary.

- Interest and willingness of Collectors must be ascertained before sending trainees to districts.
- Need to focus on language inputs, especially for outsiders in southern states.

IAS Professional Course (Phase II)

- Due to paucity of time, participants were advised to send their views in writing to the Member Secretary.

National Police Academy, Hyderabad – November 14, 2013

- The FC must have trainees from the Indian Forest Service.
- Cadre allocations must be made before the FC, as was done in the past.
- Need to revisit the system in place in the Indian Forest Service about writing CSE while being in service.
- Need to develop case studies on law and order for the FC that should be delivered at that time. The same can also be done in a more structured manner via a module in Phase I.
- In Public Administration, greater focus should be given to familiarizing trainees with field level set up, office procedure and also Armed Forces.
- In Economics, more focus should be on planning, project management.
- In inputs on History, government policy on religion, culture, weaker sections, etc should be discussed.
- There should be greater appreciation of centrality of land management and attendant issues as being at the root of most disputes in the country.
- A joint module needs to be developed in Phase I and also in district training by ATIs (where IAS, IPS and IFS trainees can attend).

December 2, 2013 - IIC, New Delhi

Foundation Course

- FC is generally good and achieves its objectives. Hence should not be reduced.
- Need to broad base the FC, especially officers of the Indian Forest Service.
- More inputs must be on ethics and probity in public life.
- Need to inculcate positive attitude to work and ability to work in groups.
- Also make them more open to use and application of technology in public management.
- May be reduced to 8 weeks (JS Dani, DG ATI, Bhopal)

- May be reduced to 12 weeks with focus around 6 broad areas (credits) – global economy, geo-political history, micro and macro-economics, communication skills, leadership development and working in rights-based environment (Vinod Aggarwal, DG ATI, Ranchi).
- FC must be part of a strategic vision for overall training continuum. Must inculcate greater focus on self-based learning. (Nitin Chandra, Secretary GAD, Odisha)
- Need to reduce theoretical instruction and increase inter-se interaction among services. Focus on achievement of MDGs, ethics and governance, project management of flagship schemes. (DG NADT)
- Rigour must be increased with focus on basics of administration (revenue, law and order, rule of law, development and poverty alleviation), constitution and governance in citizen-centric scenarios.
- More outbound training with a focus on creative delivery of public services.

IAS Professional Course (Phase I)

- Need to focus on the management of change and on fostering inclusive development.
- Use of case-study method with focus on state/region-specific cases.
- Orientation of Phase I should be towards more practical inputs.
- Laptops should be provided to Trainees for life by the Academy.
- Modular approach in Phase I not good; need more of hands-on internship and also more inputs on civil engineering.
- Reports and other assignments must be evaluated better by the Academy.
- More practical and skill-based focus to the course – such as drafting replies to legal notices, Writs, audit paras, House Committees. Training must be both effective and interesting and not just the latter.
- Need to review the delivery and content which has essentially been the same since 1980s. Total duration should be around 16 weeks.
- Phase I should have around 60 hrs of law teaching; 90 hrs of Management (with at least 2 projects by each OT); 60 hrs of Economics; 60 hrs of Accounts, Audit and Finance; 60 hrs of management of national programmes plus inputs on political and communication management, arts culture and tourism.
- OTs should be exposed to Monthly Performance Reports/ MIS of flagship programmes.
- Focus should be on how to learn rather than on what to learn.
- Focus areas must be leadership development, contracting and procurement, recruitment, judicial orders, dealing with House Committees.

District Training

- Need for greater standardization and uniformity.
- ATI training should form a continuum of Academy training but with a state focus.
- WB example of language lab in ATI should be emulated and sustained focus on language instruction must be maintained both in ATI and district.
- Presently is too Collector-centric. Need to insulate against bad Collectors. Need for attachments with projects, agencies working in district and state. Must institutionalize a monthly review of district training by Collector.
- Greater exposure to political parties is needed.
- Require 5-6 weeks of didactic learning at the ATIs followed by State Darshan and 2-week visit to the State Secretariat.
- Needs to be reduced to around 6 months by reducing the duration of attachments with various offices and focus more on independent charges of subordinate offices.
- Need to also factor the importance of learning by watching vs. simply learning by doing.
- Judicial and revenue powers must be given by State Government from Day 1 to allow the Trainees to hear and try mandated number of cases.
- Chosen districts should be relatively smaller and less protocol-intensive to allow for greater time for Collector to spend on grooming the Trainee.

IAS Professional Course (Phase II)

- Is extremely relevant though requires some remodeling.
- Should be around 6-8 weeks.
- Foreign Study Tour is very useful and should be retained. Even other services are sending their Trainees on FST.
- ESPs are useful but need to be restructured whereas the seminars must be of longer duration.
- Should again be used to reiterate focus on ethics and ethos of the IAS.
- FST is not necessary.

Miscellaneous

- There must be an internal Training Observer and Report Writer in every class.
- Academy faculty must interact with guest faculty well in advance and also sit in on sessions to help steer the class in the right direction and to have independent feedback on the session.

- Training must have a vision and be closely connected with the overall HRM of IAS officers.
- The importance of providing a degree at the end of training cannot be over-emphasized.

Annexure C

Leadership Development Architecture for training of IAS officers[17]

7 guiding principles of the LDA

1. Purpose Affirming – A purpose that is *Re-imagined*, *Re-discovered and stated in its own words by the current generation* and thus leads to a *Re-affirmed* Civil Services Leadership role and higher purpose: "A strong, independent and highly competent bureaucracy will be the bedrock of the 21st century India we dream to build".

    a. Elements of services history, experience sharing, exercises and training designed to enable discovery. The goal is to Re-affirm and reinforce a mental position as elite cadre of national civil servants with both the self-image and substance of being the best and the brightest. This must also come with an acceptance of the responsibility and accountability that comes with this. [Question to committee: can it be encapsulated in an oath as Harvard Business school adopted two years ago].

    The metaphor ideally needs to veer towards creating a select breed like astronauts, NSG black cat commandos – a special talented group that receives special training and has a distinctive spirit about them.

    b. The interventions would help them manifest, embody and display national service values, ethical behaviour, secularism, diversity and a drive for excellence. They must be selected, compensated and developed accordingly.

    c. A Culture of High Performance based upon Self Awareness, Personal Mastery and Knowledge Accelerators [relevant injections of role specific knowledge]

    For this approach to succeed in a truly transformative way – it will require a zero based review and reform of multiple elements and practices in the current system ["death by a thousand little cuts"] which are lowering quality of the cadres today].

        i. Rules changed to prevent harassment via abrupt transfers and "trading of Posts".
        ii. Reaffirmed Independence and strength of bureaucracy highlighted and protected by law

2. Comprehensive Development & matched to knowledge needs of roles ["hire to retire"]

[17] Contributed by Dr. Shubhro Sen, Director, TMTC Pune

a) Coverage of all leadership transitions and phases [from Probationers to Cabinet Secretaries] and span the career lifecycle upto age 60.

b) Learning coverage at either chronological stages [5, 10, 15, 20, 25 years of service] and/*or at career inflection points and role transitions*.

c) e-learning as needed/on demand in periods that are within band" [for example between the 5 year and 10 year mark]

d) Systematic and planned mechanism to have officers gain specialized knowledge – based upon aptitude and need [currently opportunities exist but are more random and based upon self-selection by officers].

<u>The core principle here is that highly specialized or technically demanding positions should normally be held by officers with deep relevant subject area knowledge [</u>"global calibre technocrats in the truest sense"]. This will prevent their task reviews and administration in those posts from being superficial/ general – a mistake leading nations in a highly competitive technology driven global economy can ill afford today. We need to look at the examples in France, UK, Singapore, etc. in this important area.

e) Accordingly, the DoPT may wish to consider creating 3 leadership tracks [in the IAS especially] following common training in the first 5 -10 years.

a) Administrative & Executive Leadership – Generalist leaders

b) Executive leadership – Functional [Finance, Trade and Economics, Marketing & Communications, Human Resources, Operations and planning,]. Today, specialized services only exist for the first two

c) Executive leadership – Techno-Scientific Roles in many sectors that are increasingly specialized and interconnected including IT centric organizations

3. <u>Competency-Based</u>: The DOPT has conducted a detailed exercise to map the competencies and the levels of such competencies required by CS officers. These need to form the core foundation of what is imparted to them at the academy and in subsequent phases. The DoPT matrix may be used as a starting springboard to:

a) Develop a more detailed map/matrix of competencies for each track and role therein as well as at each key leadership transition level [and job level]

b) Refine competency set [as needed] for different states, sectors and companies developed via interactions with key stakeholders

4. A Multiple stakeholder LD structure for determining appropriate training and LD needs to be instituted from the outset of their career.

a) Shared Responsibility for Leadership Development [and thus specific roles and accountability for aspects within the LDA]. These comprise the DOPT, the Academy, The state and most importantly the individual himself/herself.

- Each has a Structured/delineated/monitored role –the biggest change suggested is the following:
    i. Explicit recognition of the role/responsibility of the *individual* in driving/shaping own learning with specific accountability
        1. Underlying idea is to have people take some responsibility for their own development.
        2. Specific Coordination between these stakeholders at various career stages [details on HOW this can be accomplished simply via a basic Knowledge Management [KM] system can be in the report]
        3. Development of an Individualized Development Plan [IDP] for each officer [to the extent reasonable and feasible] that takes into account their academic and social background, aptitude and levels on each of the competencies.
        4. Their training phase commences with a brief 30 min conference in which all stakeholders are MANADATORILY present. Core outcome from this session is to Identify GAPS and create an appropriate IDP.
        5. Creation of an online personal learning profile per the IDP– to be maintained by the officer but with visibility available to all stakeholders.
        6. The Underlying goal – with small added work the principal stakeholders – the GOI and the state- can know WHAT expertise and interests officers possess so as to OBJECTIVELY assign them to roles where they will bring maximal value to the state and country.

5. Multi-threaded, Multi-Mode learning – All learning needs to carefully follow global best in class leadership development/executive education principles and should be carefully interwoven by design across all the phases. Key is that the HOW of the education content

needs to be drastically changed from the current model. Even if WHAT is covered remains similar in some areas, the pedagogy must emphasise deep reflection, interaction, presentation with examples and most centrally, PARTICIPANT CENTRED LEARNING. In the future we should see more sparing, selective use of traditional in-class, theory-based lecture modes.

a) Use of the 4 broad modes of learning blended artfully as relevant to each context and subject area. This integration of learning modes into the *design* of programs will not be by rote but with expert forethought to deliver a seamless progression and handoff between learning modes. The design will be based on the nature of the content, type of intervention and outcomes sought.

i) In-Class

ii)E-learning – both video based/pre-packaged and interactive-distributed learning

iii) Experiential /Action [OJT] learning via cross-company and cross functional projects, planned OJT initiatives and rotation

iv)Relationship Learning – coaching, mentoring, communities of common interest and facilitated peer conversations [Mintzberg-McGill model]

6. Outcome focused learning [by design]

a) The execution of the LD architecture will have defined outcomes and impact measurement integrated *by design* into the curriculum and delivery of the interventions

b) Onus will increasingly be on faculty AND participants to deliver measurably on these outcomes –be they on the competency levels or on knowledge accelerator components [greater detail in report]

b) A range of contextual performance measures [KPI's] – both qualitative and quantitative will be developed and applied. Ideally this performance orientation needed to be embedded in all dimensions of the civil services – at an individual, departmental, ministerial level at the centre and at the parallel levels within states. A cascaded design will be optimal.

c) Research needs to be initiated to develop a multivariate index of learning impact specific to the civil services

7. Content focus – on CONTEXTUAL RELEVANCE in scope, design and delivery - Global, Regional, National and State level components

a) Aspects of delivery – Development and Swift deployment a technology aided 'distributed national global classroom' initiative – anywhere/anytime learning across nation

b) local and regional learning support coordinated with ATI's.

c) Deep focus on Self-awareness, Personal Mastery, Contemplative practices, and core leadership skills. Will be supplemented by behavioural skills assessments/psychometrics, feedback exercises designed to bring greater self-awareness of strengths and weaknesses, person/interpersonal effectiveness and effective team leadership practices such as leading teams and people effectively, communication, Time and Meeting management skills, Goal clarity and managing for results, *et al*.

Examples of useful/high priority "Knowledge accelerator" content areas are

- Service Excellence; Customer Centricity
- Management of Technology
- Social Media Tools and Stakeholder Communication Management
- Ethics and Value Based Decision making plus GVV frameworks
- Sustainability embedded
- Diversity and Gender Sensitization
- Strategic Thinking and Tools [Mind Maps/decision trees]
- Systems Thinking-Global Political economy & Popular cultures

Annexure D

Reservations expressed by Director LBSNAA on the proposed reduction of training period
(text of email sent to Chairperson on January 15, 2014)

Dear Mrs. Aggarwal,

I trust this finds you well in the New Year. I returned back to office today and saw the minutes of the last meeting and thereafter also had a discussion with Tejveer to be updated on the outcomes of the last meeting. I am unable to make it to Delhi on 15th on account of an international delegation visiting the Academy that day. I am sending my views to you for the Committee's consideration:

1. I do not entirely endorse the decision to reduce the duration of training period from 2 years to 1.5 years or thereabouts. The reason is that the feedback received from various quarters has not pointed in any significant manner to the need to reduce the duration from 2 years. Even in our discussions with State Government, and ATI representative and pass-outs from recent batches, the general refrain was more towards improving the content and delivery of training and refocusing it to the needs of adult learning. Here I may add that I fully endorse the Committee's decision to reorient training and to concentrate on pedagogical methods more amenable to adult learning.
2. The results of the survey being conducted by the Academy on competencies for being effective District Magistrates has also thrown up similar results. Of 197 respondents that have replied till date, 149 have found the training duration just right, 39 have expressed the need to reduce it and 9 have argued for increasing it. With almost 80% respondents expressing the need to retain the duration at the present two years or to increase it, the Committee's current line of thought may not be consistent with the evidence that is on board. Of course, Alok Kumar had in an earlier meeting argued that the Committee has not authorized the survey and that the questionnaire may not be most scientific in its design; yet, its relevance for our needs cannot be undermined. In case the Committee feels that the data gathered needs further validation, a separate exercise under the aegis of the Training Division could be done. However, what cannot be missed is that the results of the survey are broadly in line with the response of our interactions with the younger officers.

Padamvir Singh

Annexure E

Suggested Induction Training Cycle

- 1st September (Year 1) – Foundation Course commences
- 12th December (Year 1) – Foundation Course ends
- 15th December (Year 1) – IAS Professional Course (Phase I) commences
- 22nd December (Year 1) – Winter Study Tour (of Phase I) commences
- 7th February (Year 2) – Winter Study Tour (of Phase I) ends
- 16th February (Year 2) – IAS Professional Course (Phase I) reconvenes
- 9th May (Year 2) – IAS Professional Course (Phase I) ends
- 19th May (Year 2) – Trainees report for District Training after 1 week joining time
- 29th December (Year 2) – Trainees report for IAS Professional Course (Phase II)
- 6th February (Year 3) – Valediction of IAS Professional Course (Phase II)

N.B.

1. The proposed dates may be treated as tentative dates and would vary as per the calendar.

2. One week gap between Phase I and Phase II, and one week between Phase II and reconvening of Phase I (in February after WST) have been provided for logistic and administrative reasons.

Annexure F

Revised Syllabus

Foundation Course

Contemporary India and Global Environment

- The idea of India
- Culture
- Political structures and processes in India
- The emergence and articulation of an Indian identity
- Issues contributing to the creation of a new identity
- Environmental issues
- Issues pertaining to the structure of society
- India and the world
- Environment
    - Globalization: Dimensions and implications of interdependence
    - Global architecture
    - India and the UN
    - India and Multilateral Economic Institutions
    - Global civil society and its implications
    - India's quest for regional

Governance, Ethics and Leadership

I Constitution

- Making of the Constitution*
- Political concepts*
- The constitutional underpinning*

  **To be dealt as perspective-building sessions*

II Good Governance & Ethics

- Good governance
    - Liberal democracy
    - Principles and practices of good governance
        - Transparency

        - Accountability
        - Efficiency
    - Relationship between civil servants and political executive in a democratic polity
    - Role of civil society
    - Right-based legislations
- Module on ethical issues in today's administration
- Decentralization and local government
- Role models

III Leadership Quality & Skills

- Module on self-awareness
    - Psychology of interpersonal behavior, personality and behavior
- Module on team building
    - Coordination and cooperation: problem-solving, handling information, decision-making and consensus-building
- Module on organizational leadership
    - Motivation: Management policies and practices
    - Developing sensitivity through transactional analysis
    - Leadership: role, functions and styles
- Module on communication
    - Inter-personal communication-barriers and gateways to communication
- Role of media
- Module on principle-centred negotiation and conflict resolution
    - Negotiation theory
    - Management of conflict

Public Administration

- Basic principles of Management
    - What is management? Basic processes, scope, etc
- Government as an organization
    - Basic principles of organization theory
    - Distinctive features of government as an organization
    - Organizational structure of government, civil services, judiciary and armed forces
    - Processes in government including inter-departmental coordination

    - Bureaucracy: its role and responsibility in a democratic polity
    - Introduction to Service Rules: Probation Rules, Conduct Rules, Discipline & Appeal Rules
- Financial Management
    - General Principles and Methods of financial management
    - General Financial Rules
    - Government budget
    - Role of audit
    - Performance audit and performance indicators
    - Understanding financial statements
    - Cost concepts
- Module on quantitative techniques in management
    - Data analysis & management
    - Sampling and sampling distribution
    - Correlation and regression
- Module on project management
    - Capital budgeting, discounted cash flow, time value of money, cost-benefit analysis
    - Project formulation and management
    - PERT/ CPM – exercise on MS-Project (using live project/s of the Academy)
- Social and Human Development
    - Basic concepts and measures of social and human development
    - Human capital
    - Health
    - Education
    - Social Security
    - Problems of differently-abled
    - Empowerment of women
    - Affirmative and development policies for SCs, STs and OBCs and Minorities
    - Rural development
    - Delivery of services in urban areas
    - Participatory approaches
    - Implementation issues

      **To be issue-based, focus on inter-relationships between domains, impact on overall development, practical challenges and inter-state differences*
- National Security
- Issues related to North-East, Island and other remote areas
- Science, Technology and Sustainable Development

    - Emerging technologies – biotechnology
    - Environment issues and sustainable development
        - Forest conservation and forests rights
        - Major legislations
        - EIA and clearances
        - Bio-diversity
        - Climate change
    - Science and technology in India*

      **To be taught using more background material and using debates, films and inviting eminent speakers*
- Quality in government
- Innovations in administration and governance
- Public-private partnerships
    - Use of well-known national cases
- Inter-agency coordination
    - Disaster Management
    - Law and order

E-Governance

E-Governance I

- Windows OS and Typing tutor
- MS Word
- MS Power Point
- MS Excel
- MS Access
- MS Project
- Networking Communication and latest technology
- Freeware Linux

E-Governance II

- Transformation to e-Government*
- E-Governance case study*
- Technological aspects of E-Governance projects
- Understanding Government Process Re-engineering (GPR)
- Undertaking GPR*

- Portal Development and Portal Content Management
- ICT for Development*
  **Combine background material and live cases of innovations in E-Governance*

Law

- General principles of law
- Administrative law
- Administration of justice
- Legal remedies and their linkages with constitutional remedies
- Court procedure in civil cases
    - Drafting of replies, affidavits
- Law of crimes
- Procedure in criminal cases
- Law of Evidence
- Law of Contract
- Law of Torts
- Labour Laws
- Other Acts
    - IT Act 2002
    - Dowry Prohibition Act
    - Prevention of Corruption Act
    - CVC Act
    - Consumer Protection Act
    - Laws covering sexual harassment at workplace

Political Economy

- Introducing Economics
- Introducing the modern economy – the micro view
- Introducing the modern economy – the macro view
- Indian planning process
- Growth & performance of the Indian economy
- Growth & equity
- Welfare Economics
- Poverty & unemployment
- Trade & development

- Growth & stabilization
- State & development
- Policy frame for private sector
- Political economy of reform

Proposed allocation of marks across different subjects in FC

S. No	Subject	Proposed Marks
1	Contemporary India and Global Environment	70
2	Governance, Ethics and Leadership	100
3	Public Administration and Management	100
4	E-Governance	30
5	Law	75
6	Political Economy	75
	Total	**450**

IAS Professional Course (Phase I)

Governance, Ethics and Leadership

- Stakeholder analysis and gap analysis
- Strategic Management
- Organizational behavior, leadership profiling, teamwork, etc
- IAS in perspective
- More on ethics…

Public Administration and Management

- Issues in the North East
- Basic Administrative Skills and Procedures
- Project Management
- Media Management
- Communication for development
    - Social Marketing

E-Governance

- Service delivery
- National e-Governance Plan (NEGP) for India
- Leadership and motivation
- E-Governance project planning
- Software Development Life Cycle (SDLC) and quality control
- Policy framework for E-Governance project
- Field project work
- Decision Support System (DSS)
- Geographical Information System (GIS)

Law

- Indian Penal Code
- Criminal Procedure Code
- Civil Procedure Code
- Indian Evidence Act
- Court work and contempt proceedings
- Minor Acts
    - Indian Arms Act
    - Essential Commodities Act
    - Dowry Prohibition Act
    - Protection of Civil Rights Act

Political Economy

- Module I: Issues in Agriculture
- Module II: Issues in development of Infrastructure
- Module III: Enterprise Economics
    - Costs
    - Revenue
    - Profitability
    - Project: viability study of fair price shop
- Module IV: Project Economics
    - Benefits from projects

    - Costs of projects
    - Decision criteria
    - Environmental and distributional issues
    - Project: Appraisal of a small/ medium irrigation project
- Module V: Administrative Economics
    - Basic theories
    - Applications
        - Self-help groups
        - Incentives in organizations/ case of administrative corruption
        - Target screening and beneficiary selection
    - Project: Study of guidelines of selected development programmes, especially centrally-sponsored
- Module VI: State and local public finance
    - State of state finances
    - Efficiency and effectiveness of public spending
    - Gender-budgeting
    - Municipal finance
    - Panchayat finance
    - Project: Analysis of a budget at any level

Human and Social Development

- Perspectives on development
- Concept and evolution of human development
- Dimensions of human development
- Measuring and reporting
- Issues in social development
- Health
- Education
- Rural development
- Poverty alleviation, livelihood and employment guarantee
- Institutions and development
- Affirmative policies and development of disadvantaged sections, including women and differently-abled
- Food security
- Urban governance and urban development

District and Regulatory Administration

- District administration
- Office of the District Collector – direct responsibilities as well as coordinating role where direct control does not exist
- PRIs and Municipalities – constitutional bodies at the district level
- Land record/ revenue administration system
- Internal security
- Disaster management
- Conduct of elections
- Fairs/ melas
- Protocol
- Redressal of grievances

Proposed allocation of marks across different subjects in Phase I

S. No	Subject	Proposed Marks
1	Governance, Ethics and Leadership	50
2	Public Administration and Management	30
3	E-Governance	20
4	Law	50
5	Political Economy	50
6	Human and Social Development	50
7	District and Regulatory Administration	50
	Total	**300**