

# Massification of Training: A Significant Enabler in Reaching Public Services to the Poor

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## ABSTRACT

In this paper the authors take the argument that large scale training of frontline service delivery personnel is an important tool in improving the public services to the poor. The paper highlights the reasons of failure of reaching public services to the poor as well as government of India's effort in the direction of improving the access of public services to the poor through large scale training of frontline service delivery personnel under its national training policy "training for all". The paper enumerates the government of India national training policy "training for all" and Indian experience in reforming public services through training intervention. The paper discusses three models of imparting large scale training to the frontline services delivery personnel, which emerged during the implementation of the training for all programme. Besides, it also documents learning form the Indian experience of massification of training for improving public services.

**Keywords:** *Massification, Training, Capacity Building, TNA, Frontline Service Delivery Personnel*

## 1. INTRODUCTION

Massification as a concept was introduced in Higher education research (Scott 1995<sup>1</sup>) to describe the development of mass higher education during the latter part of the twentieth century in United Kingdom. The concept of "massification" has been borrowed by the public sector training managers in context of bringing within the ambit of public sector training the rank and file of the civil service. The training in public sector in developing nations has mainly been confined to the elite group of civil servants and there is a realization that training has to be broad-based to include the larger mass of the civil servants at junior and cutting edge levels if the developmental goals have to be met. This paradigm shift has been described as a "movement from elitism to massification" of public sector training.

### 1.1 Compelling reasons for Massification of Training

Massification of training as a concept has got currency due to the following reasons:

#### a. Disconnect Between Policy and Implementation:

It is being increasingly realized that the difference between developed and developing countries emanate less from policy failure but more from the ability to implement good policies on the ground. With information explosion and increased interaction between nation-states access to information on good policy prescription has become pervasive, however implementation success require concerted action by the civil service. While policymaking is

"...Past experience in the country has shown that the availability of resources is a necessary but not a sufficient condition for tackling poverty...the determining factor is, absence of an efficient delivery systems to utilize optimally the available resources ..."

X Five Year Plan, Planning Commission,  
Government of India

the preserve of the senior bureaucracy (elite), the implementation responsibilities are shouldered by the relatively junior levels (mass) of the civil service. Lack in capacity amongst the rank and file of the civil service has lead to good policy failing the citizens due to failure in implementation.

#### b. Abilities of frontline service delivery personnel contingent for improved service delivery to the poor:

The bulwark for providing essential services to the poor rests with the public service delivery system. However it is common knowledge that public services in many parts have failed the poor due to pertinent access and quality issues. One of the variables for poor service delivery is the lack of Knowledge, Skills and Attitudinal orientation of the service delivery personnel at the cutting edge or the point of delivery. These delivery personnel can constitute up to 75% of the civil service setup, and poverty alleviation and achievement of the MDG goals cannot be reached if these personnel are found to the wanting. Much of the change

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would be perceived only if the civil servants assigned the task of service delivery sense themselves as service providers rather than mere administrators. The challenge of training is in playing an important role in bringing about this change.

Effectiveness and efficiency of public sector delivery is increasingly being demanded as a basic right of the citizen. Government is expected to be a service – provider rather than a mere administrator of public service delivery system.

**Dr Manmohan Singh**  
**Hon'ble Prime Minister of India**  
**Civil Service Day Speech 21 April, 2006**

#### c. Training as a part of Civil Service Reforms Agenda:

Creation of an effective public administration is primarily about changing people's attitudes, behavior, styles of conceptualizing and undertaking their work. And thus it is also about how the public service is organized, and how human resources are managed and developed. This implies a large investment in training and education across all hierarchies of the civil service to achieve visible and measurable improvements in standards of performance and service, professional integrity and ethical standards. This

Training is one of the effective and tested tools for performance enhancement, as well as upgradation of knowledge and skills of the personnel. Organizational motivation and morale, as reflected in the attitudes and administrative culture, are rendered relevant and sharply focused through effective training programmes. Sensitivity to emerging political and social concerns, modernity in thinking and re-orientation of administrative systems would require specifically focused training programmes to enable their diffusion throughout the administrative structure.

**National Training Policy, Government of India**

has lead to incorporation in the national policy a training the agenda for all civil servants, India and South Africa are cases in point.

## 2. MASSIFICATION OF TRAINING- THE INDIAN EXPERIENCE

While there has been a distinct shift towards massification of training in India; it is still a work in progress. The National Training Policy provides the mandate for massification of training. It enumerates the "Training for All Approach" which entails imparted training to all rungs of the Civil Services starting from the lowest and cutting-edge to the highest in policy making. It also goes on to specify the type of training each rung in the civil service hierarchy should be provided with (see adjoining box). The end objective of the universal training to all civil servants is to instill Responsiveness, Commitment, Awareness and Accountability amongst civil servants.

### Massification of Training in India- Whom to Train and in What

Training programmes of functionaries at the cutting edge shall address themselves to functional skill and attitudinal orientation. For the middle level, training shall contribute to enhancement of professional knowledge, understanding and skill as also to widening professional outlook. For the higher Civil Services, besides offering stimuli for expansion of the mental horizon and attainment of professional excellence, training shall also endeavor to sharpen perception of interrelatedness of issues. For the top levels of the higher Civil Services, training shall also be aimed at intellectually and professionally equipping the members for holding positions that involve policy analysis, strategic planning and policy formulation.

National Training Policy, Government of India

While the policy prescription for Massification of Training is clearly outlined, the translation of the policy intent on the ground is a very difficult proposition given the numbers involved. In Central Government itself the civil service<sup>2</sup> is estimated to be 0.43 million<sup>3</sup>. In addition the public sector employment in the State Government and Local Bodies is estimated to be 9.41 million<sup>4</sup>. The massification training universe is therefore estimated (approximately) at 10 million employees. This is equivalent to training the total population of Hungary.

The Training Division, Department of Personnel and Training Government of India coordinate the implementation of the National Training Policy and therefore massification of training is within its mandate. In order to fulfill this mandate, Training Division, DoPT has launched three flagship projects (i) Trainer Development Programme, (ii) Develop Models for Training Frontline Service Delivery Personnel, (iii) Large Scale Intensive Training

### 2.1 Trainer Development Programme

Massification of training would require a (i) complement of trainers who can impart training, (ii) resource pool of accredited Master Trainers in the training domain for training the potential frontline trainers. This initiative is targeted at bridging the acute paucity of training professionals in the government. Other than recruiting professional trainers, the strategy is to impart a set of standardized modules to the government personnel who have an interest and aptitude to be trainers. The national trainer pool so created is then available to both Central and State Governments for conducting domain specific training programmes. In parallel, the individuals in the national training pool desirous of becoming Master Trainers in the training domain go through an accreditation process. The Trainer Development Programme constitutes of a basic module and a number specialized modules

- i. **Basic Module (compulsory):** Direct Trainer Skills (DTS) (1-week module) followed by Design of Training (DOT) (1-Week module) followed by a 4-week project work. These special Modules aim to improve trainers' abilities, delivery skills, designing skills for subject specific courses, internal and external validation and to provide exposure to the effective use of audio visual aids.
- ii. **Specialized Modules(optional):** (i) Management of Training, (ii) Evaluation of Training, (iii) Utilization of IT Tools in Government, (iv) Distance Learning Methodology

This project has helped create a large pool of trainers within the government. Availability of such trained manpower in the training domain has helped launch and sustain a number of regular training programmes for public servants in the country both at Central and State Training Institutes. The creation of the pool of Master Trainers has helped decentralize the Trainer Development Programme to select training institutions in the country. Till date 250 numbers of frontline trainers has been created. The supply side constraint of having a large pool of trainers for

Launching the massification of training is to a considerable extent in the process to be bridged through the Trainer Development Programme.

#### Training Infrastructure

##### Central/Federal Level

- Training Division (DoPT): (i) Training of All India and Other Central Services, (ii) Coordination of the National Training Policy, (iii) Management of LBSNAA and ISTM
- Select Central Line Ministries: Domain specific apex policy research and training institutes' e.g. National Institute of Health and Family Welfare, National Institute of Social Defense, National Institute of Urban Affairs etc.

##### State Level

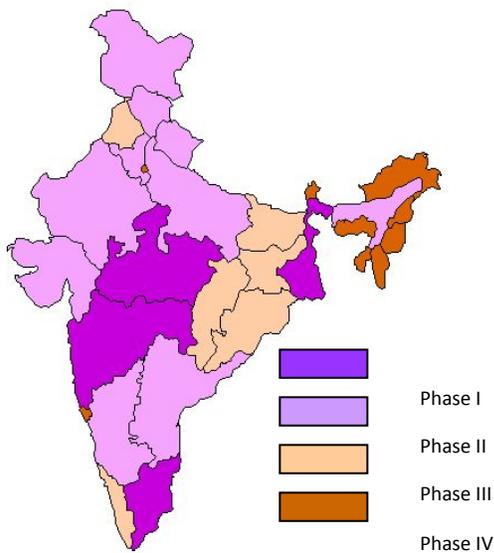
- Training Institutes setup under various Centrally sponsored National Programmes (Domain Specific): ANM Training Centers, DIET, SIRD
- Administrative Training Institute: Apex training institutes for training the civil servants – both induction and on job- generalist training
- Training Institutes setup by State Governments

### 2.2 Development of Models for Large-scale training of Frontline Service Delivery Personnel

The quality of delivery of public services depends on the frontline service delivery personnel. Towards this end the skill, knowledge and attitude of these functionaries need to be reinforced periodically through appropriately designed training. The sheer number of personnel to be trained and the heterogeneity of the tasks they perform make the designing and implementing of a suitable training programme an extremely complex endeavour. Towards this end, training models need to be developed for the frontline service delivery personnel, which are scalable, cost effective and transferable and thereby capable of being used with marginal changes across the country. Training Division in collaboration with ATIs has launched a project for building and calibrating such models, focusing on training in sectors where the services are especially relevant for the poor. The key strategy includes simulation of a lab in collaboration with the ATIs, wherein in a selected district and for a

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specific pro-poor sector, large scale training of frontline service delivery personnel is organized. The processes are carefully documented and the model abstracted from the process documentation. Appreciating that one size doesn't fit all, DoPT training division has fixed only the broad contours, within which the collaborating Administrative Training Institutes have been provided adequate flexibility to experiment with various approaches to large scale training of frontline service delivery personnel. The pilots were launched in 4 phases for logistical reasons. Pilots are in progress (some completed) in all mainland states and three distinct approaches pioneered by State ATIs of Madhya Pradesh,



Maharashtra and West Bengal are discernible. The mainstay of the three approaches is discussed below:

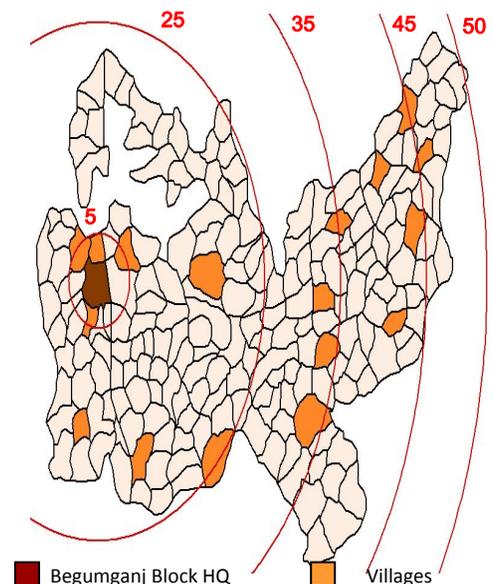
### a. Common Features

- ATI developed frontline trainers with a significant representation from the department(s) from which the majority of cadres drawn for training. These frontline trainers formed the bulwark for imparting actual training. Creation of this trainer pool multiplied the training capacity and enabled launching of concurrent training programmes across the selected pilot district/block (administrative unit)
- Logistical support in terms of training hardware and software provided by the ATI including TNA, design of training modules, training material etc.

- Getting the buy in of the stakeholder departments for the selected sector was done by the ATI
- The training pedagogy primarily constituted of attitudinal component (in some cases as high as 60%), followed by knowledge and skills. This was in conformance of the findings of the TNA
- The TNA was done primarily through discussion with a cross section of the stakeholders including heads of departments, cadres to be trained and in case of Pune a survey of the Below Poverty Line families was also done to identify from the beneficiaries of the public services, their expectations from the personnel manning these services.
- Concurrent process documentation was done.

### b. Distinct Features

- i. **Bhopal Model Decentralized Non Residential:** Endeavour was to take training to the trainees. The training site (mostly a school building) was selected for a catchments of 8-10 villages from where the select cadre (public servant) and stakeholders (including members of the user group, panchayat members etc) were invited to attend a three day non residential training programme. Taking training close to the trainees assured attendance (than what would have been had the training held at the block headquarters), training in the local milieu



and convergence through having all stakeholders for a particular sector in a village receiving training together. The field level logistics was handled by the Nodal Officers (a senior district official nominated by the collector, functionally reporting to Faculty Incharge of the ATI). The district nodal officer was assisted by the trainer team created by the ATI and was at the disposal of the District Nodal officer. The advantage with this model is that it is extremely cost effective, amenable for quick roll out with concurrent trainings being held close to where the service delivery is actually being done and ensured involvement of the government officials from various departments working in the selected sector as well as other stakeholders like panchayat functionaries and user group members leading to convergence of services.

- ii. **Pune Model (Centralized Residential):** This is an intensive training model, which incorporated a five day residential training at a central location in the selected district which had adequate facility for night stay. The trainers were captive and the hours of training could be much more. Further residential training ensured that the trainees could interact with themselves and peer learning took place. Both work space and life space training was imparted, including lots of group exercises, health checkups, yoga, and personal finance management along with the KSA inputs. The five day training was followed with a field exercise wherein the trainees were asked to implement a project at their work site for improving public service delivery. The trainees were asked to reassemble after one and a half months and relate their experience of the work site project. This model though expensive and has limitations of concurrent rollout (paucity of many appropriate locations in a district which allows for night stay), is very intensive and allows for significant inputs to be provided to the trainees for both workspace and life space aspects. Group interaction is facilitated due to captive access to the trainees for five days. The worked site assignment and a follow-up session of two days after one and a half months, puts pressure on the trainees to implement the newly learned skills in the field and come back and discuss with the experts on what worked

and what did not and why. The trainees were confined to the government personnel in this case Gram Sevaks, no other stakeholders were involved. The training was provided by specialized faculty as well as trainers pool developed for this pilot.

- iii. **Kolkata Model (Transfer of Technology to select line Departments):** The ATI acted like a consultant to the select line department for which training was proposed to be imparted. In this client-consultant relationship, the ATI's services included creation of a pool of trainers drawn from the district line departments, design of pedagogy in consultation with the line department and specialized domain experts including NGOs(BAIF in this case), designing the training, and hand holding the coordination team at the client end with a few actual training sessions. After this, the ATI retained an advisory role, and the line department in the district was left to handle the actual roll out of the training independently. Any queries and mid course consultation requirements are attended to by the ATI on the specific request of the department concerned. This approach has significant advantages in shifting the onus of training from the ATI to the Line Departments, it also provides flexibility and control to the line departments in structuring the training programme since the ATI retains an advisory capacity and transfers the ownership to the line department, the training technology is internalized in the district line departments and thereby training domain skill dissemination is pervasive. ATI has trained select officials in the district to shoot footage for training films, with editing expertise being provided by the ATI. The advantage of this approach is that the logistical burden of actual roll out is decentralized, thereby immensely increasing the bandwidth for rolling out concurrent training in multiple locations spread across the State. Also the internal capacity of the line departments is greatly enhanced, and ATI only needs to provide periodic advisory support.

Other similar models are in the process of being tested at the various ATIs. Each of the models is being documented in the form of a toolkit and made available over the internet to all the ATIs.

What have been the key learning's?

- i. **ATI has emerged as the facilitator:** ATI has transformed its role from an actual provider/implementer of training to that of a catalyst.
- ii. **Existing infrastructure and facilities with the ATI is not a constraint:** The reach and capacity of the ATI to provide large scale training is extendable.
- iii. **Demand driven training in close partnership with the client departments:** District administration and the line departments are two important partners whose cooperation has been successfully obtained.
- iv. **Systematic approach to training:** The States have under the pilots closely followed the DoPT model on systematic approach to training with encouraging results.
- v. **Potential trainers drawn from the concerned departments and trained as trainers:** Large scale training capacity created by drawing candidates from line departments and developed as trainers.
- vi. **Convergence of development schemes and processes through training:** Attempted through bringing all stakeholders in a particular sector to one common training programme or through making a frontline functionary repository of all knowledge on development schemes for enabling a source of information.
- vii. **Providing the citizen's perspective to the trainees through involvement of Civil Society Organisations:** Apart from trainers from the departments and the ATIs, trainers with NGO affiliations were also involved to provide an "outside the government" perspective to the trainees
- viii. **Training of grass root functionaries leads to improvement in public service delivery:** The reports from the field indicate that the trainees (post training) have taken up interesting and innovative initiatives at their job sites.

- ix. **Concurrent process documentation:** This has helped internalise the learning from the pilots and has also made available to the National Documentation Centre a wealth of reference material.

### C. Large Scale Intensive Training

Taking into cognizance of the initial successes in the model building exercise for large scale training of service delivery personnel, Training Division (DoPT) approached the Planning Commission for domestic budgetary support for launching large scale saturation training. This would entail taking one district and five sectors, or one sector for the whole State. This is a progress over the model building exercise, where one sector per district was taken. All service delivery personnel under the selected sectors are expected to be covered. The Planning Commission advised the Training Division to take up this up scaling nationally, however given the capacities of the partner ATIs and the bandwidth available, in the first stage one district in 15 States have been taken up in 2009. This is expected to be further upscale to nine more states in Phase II. It is expected that as the initial models develop maturity and experience gathered in up scaling the same on a saturation basis across districts/States, this will take a character of a flagship centrally sponsored scheme of the Training Division, Government of India, rolled out across all the districts in the country. India would then truly be on the way for massification of training in the true spirit of the word.

## 3. MASSIFICATION OF TRAINING- PROGNOSIS FOR THE FUTURE

Drawing from the Indian experience of Massification of Training and also learning from the literature on Massification of Higher Education, the following prognosis on the significant shifts in public sector training in the future is attempted.

- i. **Diversification of the function of the Apex Training Institutes:** The Apex Training Institutes will become more as facilitators of training than imparting actual training. They will be the repository of knowledge of the training domain, which they will use to create/collaborate training agents both individuals and organizations who will impart the actual training on the ground.
- ii. **Profile of the Trainees will change:** The move from elitist training to massification of training will entail that the trainee profiles will significantly change. Trainees will no longer be

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- primarily from the middle or top management and increasingly the training will concentrate on lower rung of the civil service who are at the cutting edge. This would entail change in training styles, materials use, and design of training. As public sector training becomes more democratized, the values of the higher civil service would make way for more diverse value systems of the rank and file of the civil service, which has to be subsumed in the training design.
- iii. **Demand for tailor-made ready to use/implement training modules with an increased emphasis on attitudinal training:** Training will become more skill and attitudinal orientated with focus on imparting quick win solutions. Emphasis will shift from the knowledge component, i.e. appreciation of theory to more emphasis on practice.
- iv. **Generation of Knowledge v/s dissemination of Knowledge:** Generation and dissemination of knowledge would become two distinct specializations. While the specialized training institutions like the apex training institutes e.g. ATI's will concentrate on generation of knowledge for training, the dissemination of knowledge i.e. imparting of actual training would be outsourced thorough training agents (see S.No. i)
- v. **Shift from Training to Organizational Change:** While at present elitist training concentrates more on the individual, and hopes that the individual will become a change agent, the massification of training would entail as its goal as changing the whole organization, and the trainings would be increasing tailored keeping the organization and not individual in mind. Training plus approach would come into vogue wherein organizational design, ethos, processes etc, will increasingly be provided as a value addition by the specialized training institutions and training would be a part of such an organizational change.
- vi. **Knowledge procurement will become more internationalized:** Knowledge sourcing for designing the training modules will increasingly become internationalized. Such trends are already in vogue with international case studies finding place in domestic training content. This trend will become more pervasive, given that knowledge generation for training will become a specialized activity and core of the apex training institutions and the concept of "best in class" would be in vogue.
- vii. **Quality perception of training would change:** Massification of training would entail that training would become a core governmental activity, with large resources being committed by the political leadership. The quality of training would be judged from the angle of transformation i.e. 'doing something to the customer rather than just doing something for the customer'- i.e. what change did training bring to the key governance goals of the chief sponsor which is the government. The present quality perception of training is from the point of fitness of purpose i.e. teaching effectiveness is linked to the meeting of course aims and objectives: teaching efficiency to the resources that are used in order to meet the stated aims and objectives.
- viii. **Broadening of Accountability:** Specialized government training institutions presently perceive themselves as self contained and self-referential institutions more in the mould of the academia. However with massification of training the training institutes will shift towards the core of the government, and the criticality of capacity building for improved citizen services will be increasingly recognized by the Government.
- ix. **Technology for Training:** Presently the most pervasive teaching method is in classrooms, face to face and ideally in small groups. In future it is likely that the training will be imparted through computers, videos, television and at a distance. This would entail changing the pedagogy for training of trainers, creation of new infrastructure for distance education, research & development resources in human computer interface pertinent to imparting of training etc. While it is accepted that knowledge and skill training is amenable through technology, attitudinal training which is more experiential is a difficult proposition through the distance mode. Therefore while technology in training is inevitable, the complete preponderance of technology over

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traditional training is not foreseeable in the near future.

- x. **Change in funding pattern:** While state will remain the predominant source for funding public sector training, block grant funding approach is likely to be replaced by a more targeted approach linked to the outputs in terms of knowledge generation and dissemination of the specialized training institutes. With higher resource commitment, value for money concept will become predominant.
- xi. **Public Private Partnership:** While the civil service training is currently driven primarily by the public sector, with very little collaboration with the private sector training providers, partnerships with external service providers will become increasingly common and maybe the norm as apex training institutions outsource the knowledge dissemination activity.
- xii. **Managerial ethos:** The Apex Training Institutions will be more looked at from the managerial efficiency angle and not as academic entities as they are viewed now. The departments in the apex institutions will be looked as largely administrative units than as intellectual centers.

While India, as are other developing countries strive towards massification of training, this trend while presently in its initial stages, will slowly become a norm, as the idea that training makes significant contribution to governance gains currency.

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