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Patron: Deepak Khandekar

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डॉ0 जितेन्द्र सिंह

राज्य मंत्री (स्वतंत्र प्रभार),
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राज्य मंत्री अंतरिक्ष विभाग
भारत सरकार

सत्यमेव जयते

Dr. JITENDRA SINGH

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of the Ministry of Science and Technology;
Minister of State (Independent Charge)
of the Ministry of Earth Sciences;
Minister of State in the Prime Minister's Office;
Minister of State in the Ministry of Personnel,
Public Grievances and Pensions;
Minister of State in the Department of Atomic Energy and
Minister of State in the Department of Space
Government of India

MESSAGE

It gives me immense pleasure to know that the Institute of Secretariat Training & Management (ISTM) is bringing out a Special Edition of its bi-annual publication **"ISTM JOURNAL OF TRAINING RESEARCH AND GOVERNANCE"** dedicated to *Mission Karmayogi.*

2.   Mission Karmayogi- a National Programme for Civil Services Capacity Building (NPCSCB) initiated by the Union Government,will go a long way in creating a new future ready civil service for a New India. It is an endeavor to transform civil services into a real Karmayogi who is Creative, Constructive, Proactive and Technically Empowered to face the future challenges. The Mission is aimed at transformation of learning from "Rule Based " Learning to "Role Based" Learning. ISTM is also setting up a Centre of Excellence (CoE) for carrying out competency mapping based on "Role – based" Learning and capacity development.

3.   I wish success to this special issue and hope that it will generate new ideas, enthusiasm and interest in Mission Karmayogi programme.

(Dr. Jitendra Singh)
MBBS (Stanley, Chennai)
MD Medicine, Fellowship (AIIMS, NDL)
MNAMS Diabetes & Endocrinology

Anusandhan Bhawan, 2, Rafi Marg
New Delhi-110001
Tel. : 011-23316766, 23714230,
Fax : 011-23316745

South Block, New Delhi-110011
Tel. : 011-23010191 Fax : 011-23017931
North Block, New Delhi-110001
Tel · 011-23092475 Fax · 011-23092716

दीपक खांडेकर, आई.ए.एस.
सचिव
Deepak Khandekar, IAS
SECRETARY

MESSAGE

I am happy to know that ISTM is bringing out a special issue of their bi-annual journal focused on Mission Karmayogi. The civil services have long been the backbone of India's growth story, working tirelessly for the National Development and putting in place an implementation machinery for translation of policy into the reality. In an era, when Covid-19 has forced us to think collectively as to how India can emerge stronger, the role of civil services has become more crucial in ensuring that efforts of all stakeholders are harmoniously blended for fulfilling the developmental aspirations of its Citizens.

Mission Karmayogi or National Programme for civil service capacity building is a transformational capacity building programme aiming at a historical shift from "Rule Based" learning to "Role Based" learning. The carefully selected articles showcase various aspects of the programme and provide a deep insight into the principles underlying the programme.

I wish all success to this special issue of ISTM and congratulations for setting up of a digital learning lab, that will help them to deliver their e-learning programmes to a much larger audience.

(Deepak Khandekar)

From the Editor's Desk
Mission Karmayogi-Capacity Building for Civil Services

Mission Karmayogi - National Programme for Civil Services Capacity Building (NPCSCB), aims at promoting citizen centred governance in India. It aims to enable and empower the civil services towards bringing about transformative change in the country. As India celebrates the 75th anniversary of independence, *Azadi Ka Amrit Mahotsav* this year, this national programme will overhaul the capacity building landscape so that the civil services can reboot themselves and play a leading role in improving ease of living, serve citizens enthusiastically and promote ease of doing business in India. The Programme also envisions to integrate learning with competency driven decision making.

The launch of this programme comes at a time when we need the enhanced capacity of civil services the most- as India begins to emerge out of the scourge of the pandemic. Thanks to the World's largest mass vaccination programme being rolled out in India, a fast growing and self-reliant economy, renewed focus on 'maximum' governance and almost disruptive levels of digital penetration preparing India for a global leadership. No doubt, there are challenges thrown at us by the pandemic, but it also offers a means and motive to develop capabilities and facilitate attitudinal shifts by democratising learning with a sense of urgency, across hierarchies and geographies, making the civil service more people oriented and fulfilling their aspirations in accordance with the vision given by the Hon'ble Prime Minister for the New India. This special issue of ISTM Journal includes a series of articles from leading independent experts, academics, civil servants and private sector experts focusing on processes that will enable the leaders to seize this moment of transformation. I believe that we should embrace this transformation and the articles in this issue focus on the following cardinal principles of this programme which will help the reader to crystallise the foundations of this path breaking reform.

1.   Focus on Competencies – from Rule to Role

Mission Karmayogi emphasises competency driven capacity building and human resource management, facilitating a shift from 'rule-based' to 'role-based' learning and competency building system. It is the most profound shift in the outlook of the HR managers and cadre managers that will help drive the understanding that a role should be performed by an individual who possesses the best competencies for a given role. The Programme ensures that all civil service officials will be able to access the competency building products and build the competencies required to efficiently discharge their roles. These competencies would typically include behavioural attitudes, functional knowledge and skills, and domain expertise.

2.   Citizen Centricity at the Core of the Programme

At the heart of the Programme lies the vision to enhance public policy outcomes by improving public service delivery and empowering the citizen. This requires action on two fronts. Firstly, the creation of a civil service with the right competencies unified through a shared understanding of constraints and goals and secondly, the creation of a shared public architecture for learning, ushering in an integrated and synthesised approach towards meeting national aspirations and priorities. Besides, imparting the required competencies, serving with dedication and commitment, especially while serving the

vulnerable sections, would be of paramount importance. This will significantly improve public satisfaction and eliminate grievances.

3. Removing Silos and Promoting a Shared Understanding of the Training Landscape

India has a large and diverse governance landscape comprising governments at Centre, the States, and Union Territories, along with public sector enterprises and field agencies. This can sometimes lead to a disconnect where officials work in silos, serving the interest of their departments instead of promoting overall national aspirations and citizens' interest. Mission Karmayogi focuses on integrating the civil service training horizons and frameworks driving uniformity and standardisation in approach, curriculum, and pedagogy of civil service training institutes. A newly created body, the Capacity Building Commission will, *inter-alia*, functionally supervise these institutes, facilitating convergence, fostering a shared understanding and promoting close and harmonious functioning of departments as a unified whole.

4. Democratising Learning

So far, most civil service capacity building initiatives had been prioritised to upper and some sections of middle level officials. Mission Karmayogi proposes to leverage technology to ensure that world class learning is made available to all civil service officials across hierarchies and geographies in their chosen language and in the comfort and convenience of their homes and offices. This will ensure that all officials have an equal and fair access to competency building opportunities.

5. Lifelong Learning with Guided Learning Paths

Till date civil service capacity building had a "Cafeteria Approach" with trainings offered without linkages of professional requirements and training needs. Now, Mission Karmayogi will connect the learning and needs, enabling officials to focus on their competency gaps and build their chosen career paths.

6. Mission Karmayogi – the Framework for a Future-Ready Civil Service

The Mission envisions an indigenous Competency Framework for civil services delivered through iGOT Karmayogi - a comprehensive online platform enabling online, face-to-face, and blended learning and management of lifelong learning. Linkages between the two will enable AI enabled assessment of competency levels and competency gaps. The programme will facilitate data driven strategic HR decision making and put in place a robust Institutional Framework.

ISTM has set up a digital learning lab which will help the Ministries and Departments as well as ISTM to curate e-learning courses which will help it reach a larger audience and help the trainee officers build their core competence.

I hope you will find the articles thought provoking, interesting and generating hope and inspiration to collectively reboot the civil services.

(S D Sharma)
Editor and Director ISTM

Policy Framework of Mission *Karmayogi*

Deepak Khanedekar

1. Introduction

1.1 Civil Services are at the epicentre of all the Government activities. Civil Services are mandated to lead the efficient delivery of public goods to the citizens of the country. With the challenges emanating from disruptions like pandemic and need to accelerate the pace of economic development, there is a clear need to keep the services fully prepared and trained. We need to have a civil service that is well trained, well-rounded, prepared, fit for action, fit for future and such a civil service would be critical in achieving our national goals of creating an **Atmanirbhar Bharat** as articulated by our Hon'ble Prime Minister. The national programme for Civil Services Capacity Building (NPCSCB) aims at promoting citizen centred governance by initiating a significant change in competency driven training programs and Human Resource (HR) management of officials by transitioning from a 'rule-based' system to the 'role-based' learning system.

1.2 Government's strong resolve to enhance governance through massive capacity building of civil services emerged in 2018, when a *NITI-Ayog* document called "*Strategy for New India@75*" in a chapter under the heading 'Civil Service Reforms' spoke about strengthening and leveraging online avenues for training; introduction of pre and post-training matching of skills to determine postings; digitizing human resource records across states; and most importantly developing a competency matrix to monitor ongoing skill acquisition and help match requirements with resources in real time.
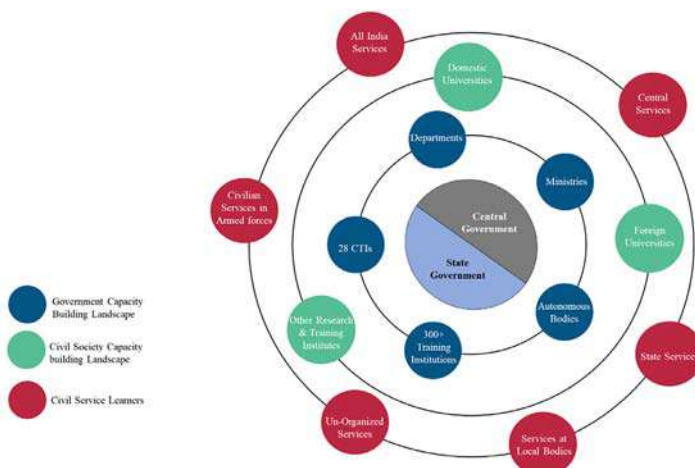
Fig: Civil Service Capacity Building Landscapes

1.3 This document also mentioned about the need of initialising an e-learning platform to conduct training modules. Later, in front of the Statue of Unity at *Kevadia*, on the occasion of *Rashtriya Ekta Diwas* 2019, Government's resolution to usher in a new era of uniform, competency-based training was reverberated. Hon'ble President of India in his address[1] to the Joint Houses of Parliament on 31st January 2020, also brought out government's commitment to transformational changes in the work culture in Government and strengthening institutions, use of modern technology to promote transparency and promotion of healthy competition and public participation at the grassroot levels. In his speech on the occasion of seventy fifth Independence Day, Hon'ble Prime Minister's message also resonated the need for capacity building of government officials through a renewed and modern outlook.

Fig: Aarambh 2019

1.4 The tenets of good governance can be carried forward from government's wish list to the people only by a horde of new age Civil Servants. Hence, it is prime to upscale their capabilities, by bringing major reforms in learning and upgradation of skills, knowledge and attitudes. That training in envisaged in Mission *Karmayogi* which would make our civil servants agile, capable of partnering with diverse stakeholders and keep them up to date with new competencies.
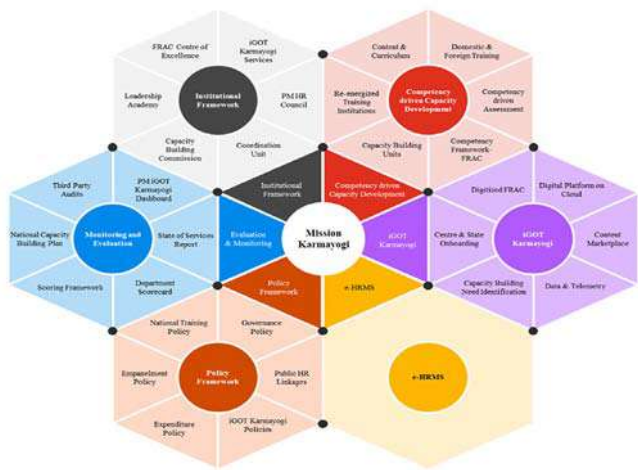
Fig: Mission Karmayogi National Programme for Civil Services Capacity Building 6 Strands

1.5 The timing for NPCSCB could hardly have been more apt; as a New India with favourable demography, a fast evolving and self-reliant economy, increasing social awareness and an unprecedented digital penetration prepares for a global leadership. There are challenges emanating from pandemic but it also offers opportunities to develop new capabilities and shift of attitudes by democratisation of learning with more urgency, across hierarchies and geographies, making the civil services more citizen centric.

1.6 In the policy framework of competency based training system, at the top level, there is a council comprising of eminent public HR practitioners, thinkers, global thought leaders and representatives of the Indian political leadership under the Chair of Hon'ble Prime Minister of India, known as Prime Minister's HR Council. This council is conceived to be the apex body for driving and providing strategic direction to civil services reforms and capacity building. It will identify areas for policy intervention, approve the National Capacity Building Plan and review and provide guidance on reports submitted by other tiers of the governance structure and the annual Global Public HR Summit.

Fig: Institutional Structure

2. The National Programme for Civil Services Capacity Building

2.1 The National Programme for Civil Services Capacity Building (NPCSCB) is crafted to lay the foundation for capacity building for future generations of the Civil Servants so that they remain entrenched in the Indian culture and sensibilities and remain connected with their roots while they learn from the best practices across the world. The NPCSCB will cover all civil servants, holders of civil posts, temporary hires etc., who discharge the responsibilities assigned to them in different Ministries, Departments, Organisations and

agencies of the Union Government. All Ministries, Departments, Organisations and agencies of the Government of India will be responsible for the implementation of the NPCSCB, as stakeholders under the roles and functions envisaged under this programme. The NPCSCB makes inroads for further policy frameworks down the line, one on HR coupled with an electronic Human Resource Management System (eHRMS), and five other – viz., Institutional, Competency, Digital Learning and Monitoring & Evaluation frameworks.
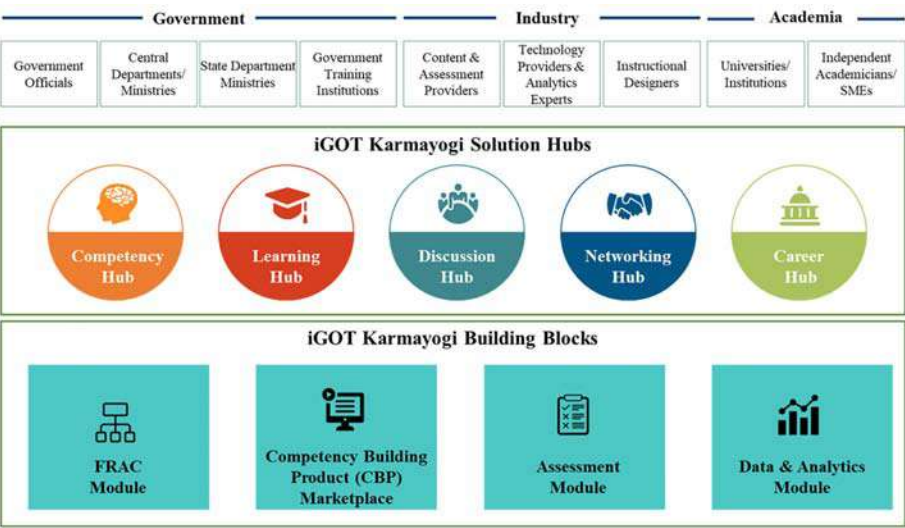
Fig: iGOT Karmayogi with solution hubs and constituent building blocks

2.2 A competency-based HR policy requires assignment of right person to the right role at the right time, thus securing the sustainable competitive advantage for the nation and provides citizen centricity to the service delivery. The proposed program aims to create a robust policy framework and provide an institutional structure towards implementation of such an HR policy in the Government. The policy framework will also enable adoption of modern technological tools such as a digital platform, artificial intelligence, machine learning and data analytics for monitoring and evaluation of the entire programme especially quality of the learning content, assessment of user feedback and competency assessment. The approach will break silos in capacity development and democratize knowledge on an equitable basis across civil services. It is proposed that besides delivery of training & capacity building, service matters like confirmation i.e. completion of probation, deployment, work allocation, work assignment, notification of vacancies etc be integrated with the proposed competency framework. Some of the important principles of the proposed policy framework are as below:

2.2.1 To complement the Physical Capacity Building approaches with the Online Training approaches;

2.2.2 To emphasise the role of '" On-Site learning" complementing the "Off-Site learning" whereby the civil servant learns in her job environment and only

higher order learning is delivered through training institutions and through universities;

2.2.3   To create an ecosystem of shared training infrastructure including of teaching materials and personnel;

2.2.4   To calibrate all civil service tasks to a Framework of Roles, Activities and Competencies (FRAC) approach, thereby identifying the relevant behavioural, functional and domain needs of each individual position in the government structure;

2.2.5   To create and deliver content relevant to the identified FRAC based competency need, through online, face-to-face and blended means.

2.2.6   To encourage and partner with all Content Creators including in-house sources as well as the Private Sector to build a Content Market Place in a robust e-platform;

2.2.7   To make available to all civil servants, agnostic to their geographical location and their position in the hierarchy, an opportunity to build capacity and self-improve by giving them access to training content in Hindi, English and other Indian languages;

2.2.8   To create ability in government to harness digital emit, for the purpose of continuous improvements in capacity building and personnel deployment;

2.2.9   To enable Departments, Ministries, Agencies and Organisations of the Government to invest directly in the effort to create the co-shared, collaborative and common eco-system through a mandatory annual subscription to be prescribed by Department of Personnel & Training (DoPT) from time to time;
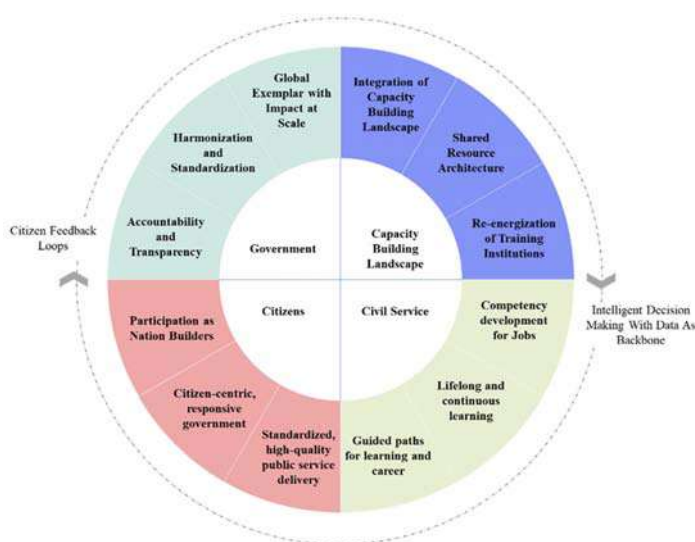
Fig: Vision and Whole of eco system approach of Mission Karmayog

2.2.10   To facilitate policies for empowerment of individual learners to acquire her competencies and follow self-driven as well as mandated learning paths, be put in place by the respective Ministries and Departments; and

2.2.11   To enable willing State Governments to align their policies on similar lines.

2.3   In order to facilitate digital working environment in Central Government, an electronic Human Resources Management System (e-HRMS) has now been introduced in all the Departments. This will help Government to digitally manage the service matters of officials leading to reduction in transaction time and cost, availability of digital records, dashboards for Management Information System, real time monitoring of manpower deployment as well as serving as a productivity enhancement tool amongst others. The Ministries and Departments will be able to switch over to digital transactions completely, once e-HRMS captures the data of all the employees in a particular organisation.

Fig: Reforms in the Journey of a Civil Servant

3.   Institutional Framework

3.1   Apart from the Prime Minister's HR Council mentioned in Para 1 above, a Special Purpose Vehicle would be set up for hosting the technology platform providing a framework of competency mapping and assessment on the one hand and best in class competency building products on the other hand to help close competency gaps of officials. The following institutional framework for monitoring and evaluation of capacity building is proposed to be set up:

3.1.1   **Cabinet Secretariat Coordination Unit:** The coordination unit, under the

Chairmanship of the Cabinet Secretary, will monitor the implementation of the NPCSCB. It will align all stakeholders and provide mechanism for overseeing capacity building plans. The Coordination Unit comprising of nominated Secretaries to the Government and Cadre Controlling Authorities (hereinafter referred to as 'CCAs'), will also serve as the secretariat for the PMHRC. An officer of appropriate seniority and rank will be designated to function as Member Secretary of the Unit.

3.1.2 **Capacity Building Commission**[3] The Capacity Building Commission has been constituted on 1 April 2021, by the Government of India as an organization under the DOPT. It has been mandated to drive standardization and harmonization across the landscape of Indian civil services. As the custodian of civil services capacity building reforms, the Commission's role is central to the overall institutional framework of Mission Karmayogi. Established as an independent body with complete executive and financial autonomy, the Commission comprises of three Members and is supported by an internal Secretariat. The Secretariat is headed by an officer in the grade of Joint Secretary to the Government of India (designated as the Secretary to the Commission). The Members have been appointed from diverse backgrounds to ensure adequate representation of multiple perspectives such as those of state governments, public sector, private sector, academia etc. The core purpose of the Commission is to build credibility and shape a uniform approach to capacity building on a collaborative and co-sharing basis. It is mandated to perform the following key functions:

3.1.2.1 Preparing an Annual State of Civil Services Report;

3.1.2.2 Exercising functional supervision over Training Institutions and creating shared learning resources;

3.1.2.3 Facilitating the creation of Annual Capacity Building Plans for ministries and departments;

3.1.2.4 Organizing a global HR Summit;

3.1.2.5 Evolving a harmonious, de-siloed approach to capacity building initiatives;

3.1.2.6 Undertaking an Audit of Human Resources available in Government;

3.1.2.7 Recommending policy interventions in areas of personnel/HR to DoPT; and

3.1.2.8 Approving Knowledge Partners for the Mission.
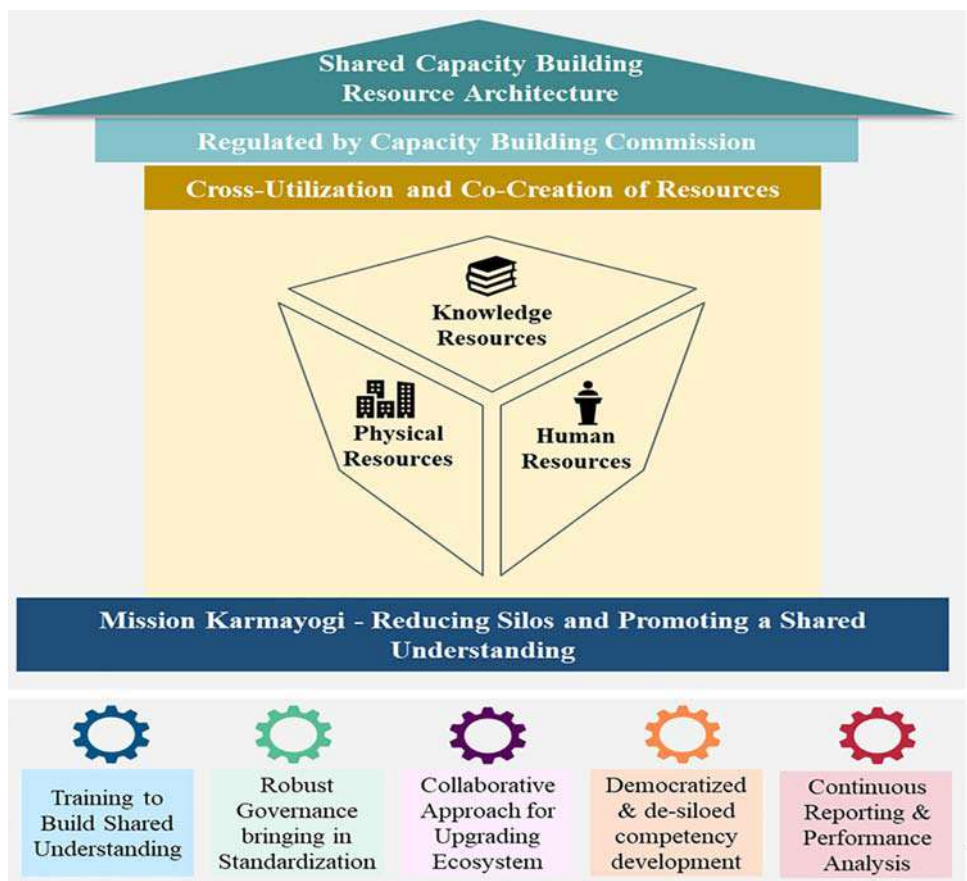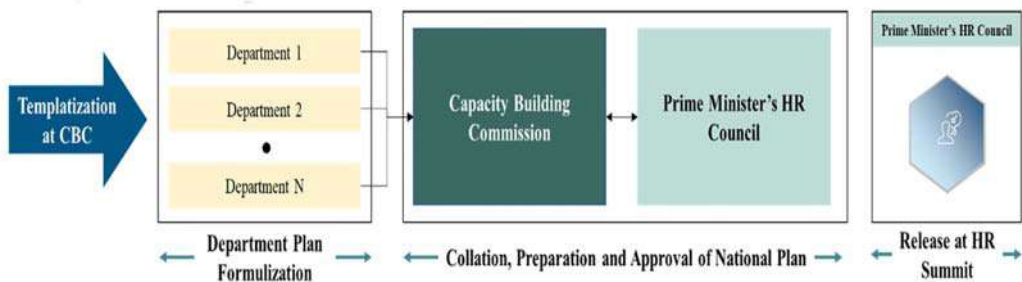
Fig: Shared Capacity Building Resource Architect

3.1.3   **Special Purpose Vehicle (SPV)**[4], namely, *Karmayogi* Bharat would be set up as a not-for-profit company under section 8 of Companies Act, 2013 as a 100% government-owned entity. The SPV, *inter-alia* will be responsible to deliver and manage the following business services:

3.1.3.1   Design, implement, enhance and manage a Digital platform and infrastructure;

3.1.3.2   Make available best in class content and ensure validation of the content on iGOT-*Karmayogi* platform;

3.1.3.3   Manage and deliver Competency Assessment Services;

3.1.3.4   Manage governance of telemetry data and ensure provision of monitoring and evaluation;

3.1.3.5   Own and manage frameworks, the Intellectual Property Rights of all digital assets on behalf of Governments; and

3.1.3.6   Manage internal processes of the SPV in compliance with relevant government guidelines.

3.1.4   **Task Force:** Keeping in view the aforesaid, a Task Force comprising of leading experts has been set up on 23rd June 2021 to help DOPT to draw a clear road map for the guidance and operationalization of the '*Karmayogi Bharat'*. It is expected to provide its recommendations before the end of December 2021. Some of the important areas in which the taskforce is expected to provide its recommendations are as under :

–   an organizational structure for the SPV aligning its vision, mission and functions; including the proposed Board Committees and their role,

–   Policy frameworks for HR, Compensation, IT, Procurement and Oversight functions,

–   Roadmap for technology adoption & implementation and development of an online content market place, including an appropriate content pricing mechanism that incentivises the best quality content on the platform, consistent with the procurement policy guidelines of the Government,

–   Plans for pedagogy and delivery models in respect of various learning resources,

–   Staffing plans for top management including Board members and key personnel with panels of potential candidates,

–   Collaboration framework for the SPV's engagement with various stakeholders.

–   Road map for Platform to help improve capacities of civil servants, execution capacity of MDOs, with speed, scale and sustainability with a data rich

Monitoring and Evaluation (M&E) framework

– Strategies for change management,

– Expansion Plans for iGoT Karmayogi, including scaling plans to include States/UTs, District and sub-district levels of administration.

4. Competency Framework

4.1 The exercise for defining the Framework for Roles, Activities, and Competencies including skills (FRACs) is intended to be carried out by each Ministry/Department/ Organisation of Union Government and integrated with the iGOT-Karmayogi Platform. FRACs exercise will define the content of various roles and activities through a granular expostulation of each position organised in a coherent manner. The behavioural, functional and domain competencies thus revealed will enable a position holder to discharge her responsibility more effectively by acquiring the requisite attitudes, skills and knowledge. Accordingly, the work allocation, work assignments, notifications of vacancies etc. are proposed to be eventually done on the iGOT-Karmayogi platform following the FRACs model. Further, content appropriate to the FRACs model will be provided by participating organisations on the 70:20:10 rules (being an indicative 70% training online, 20% on-the-job and 10% physical). Institute of Secretariat Training & Management (ISTM) an ISO 9001:2015 certified Central Training Institute (CTI) located in New Delhi has been declared as a National Centre of Excellence for FRACs.
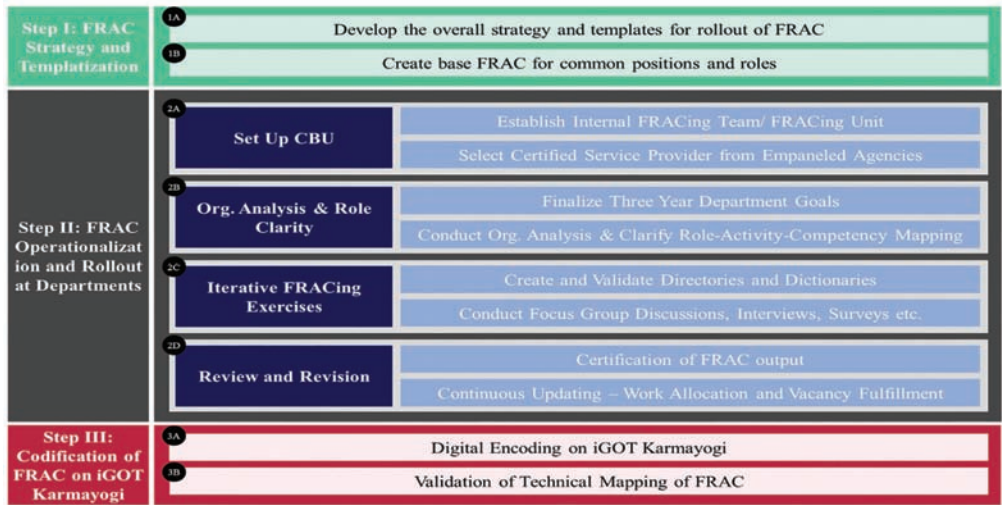
Fig: Roll out of Competency Mapping Framework
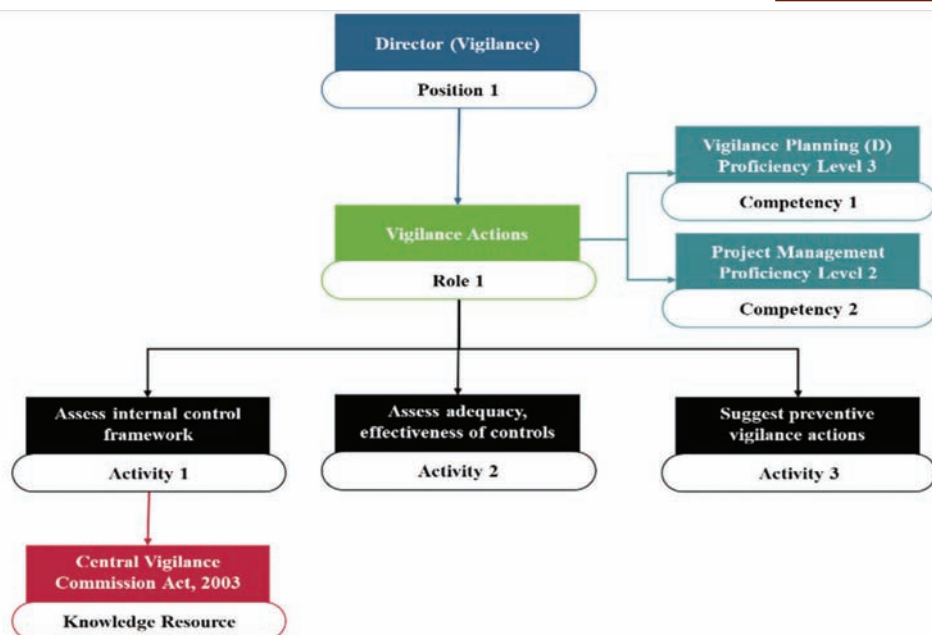
Fig: Illustration of FRAC

5. Digital Learning Framework (iGOT- Karmayogi Platform)

5.1 It is proposed to build iGOT-Karmayogi as an integral part of the Digital India stack as a social good for capacity building of all government employees. It will provide anytime-anywhere learning to train about 2.5 crores users which was hitherto not achievable through traditional measures. The platform is proposed to eventually evolve into a vibrant and world class marketplace for content modelled on FRACs, supported by a robust e-learning content industry including best-in-class institutions, start-ups and individual resources, where carefully curated and vetted digital e-learning content will become available as training modules. Appropriate framework to ensure that Capacity Building for future generations of the Civil Servants so that they remain entrenched in the Indian culture and sensibilities and remain connected with their roots while they learn from the best practices across the world will be setup.

6. Monitoring and Evaluation Framework

6.1 The monitoring and evaluation framework is proposed to enable the monitoring and evaluation of the performances of all users of the iGOT-Karmayogi platform on Key Performance Indicators (hereinafter referred to as 'KPIs') including the individual learner, the supervisor, the organisation, the peer group, the content provider, the content creator, the technology service providers etc. A **single source of truth Dashboard** and an **Annual State of the Civil Services Report** are proposed to

capture the Key Performance Indicators (KPIs) for all departments, organisations and agencies of the government and document the outcomes of current initiatives, the targets against goals (including KPIs from the iGOT-Karmayogi dashboard) along with the roadmap for future Public HR Management and Capacity Building.
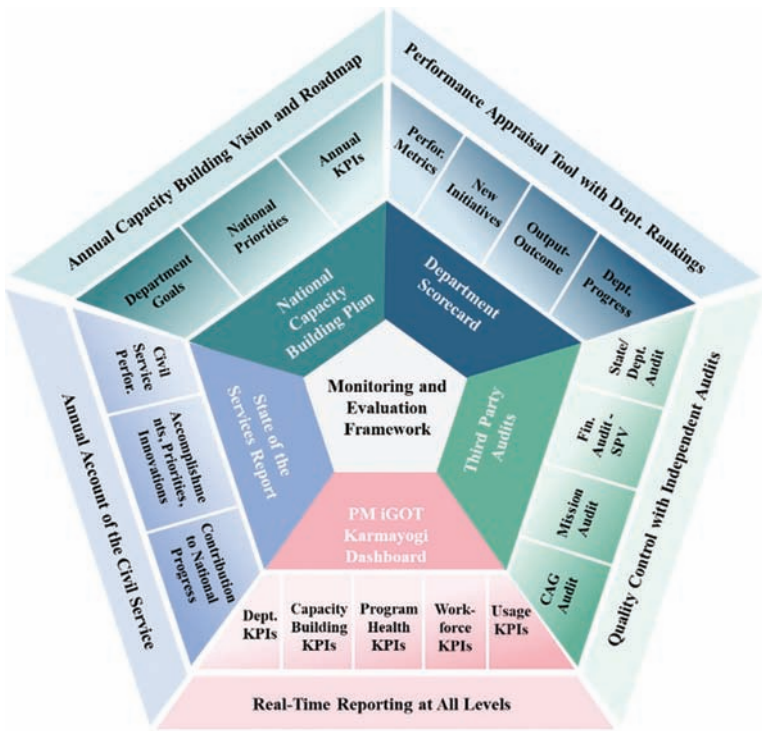
Fig: Chart showing M and E framework

7. Conclusion

7.1 Mission Karmayogi aims at making India a leader in public HR management, leapfrogging other countries by using its digital capacity. Together, various strands of the programme as outlined in previous paragraphs aim at making the civil service responsible and capable for her own development, while creating the digital and physical infrastructure as well as policy and institutions to support her. The use of digital technology to create a backbone will extend from the senior most officers to the last official in the field. The transformational journey of capacity building which began with the launch of *Aarambh 2019* - the common foundation course for civil services has now reached a point where a state of the art learning experience is being delivered equally to one and all. Under this broad mandate, a stream of activities have already taken place to align the stakeholders, shift from Rule based learning to Role based learning and eliminate silos. The goal is to harness the true potential of civil services, enabling them to deliver to larger social and economic mandates.
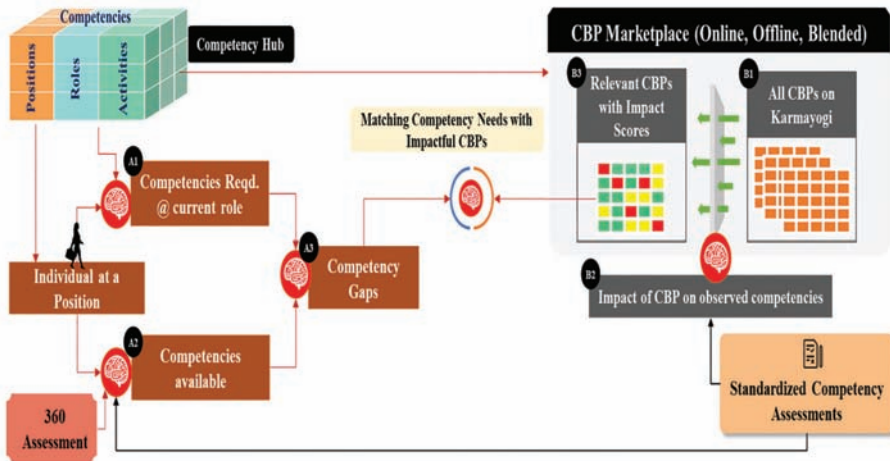
Fig: Learning Hub on iGOT Karmayogi

7.2 The programme will lay the foundation for multiple transformative changes in learning and HR management in the Government. It will continuously augment and enhance capacities while driving social good and innovation across the ecosystem. As we move towards a digital and open society, it is this endeavour of making capacity building a national mission that will power the Government to deliver to an aspirational India. By leveraging technology and shifting behaviour, the programme will drive change across the governance landscape, ensuring that the civil services are future ready and fulfil the role expected of them. The programme is expected to become a force multiplier, breaking silos of past years, and releasing a new wave of energy. This will power India to become not just the largest and vibrant democracy of the world but a prosperous, progressive and modern society.
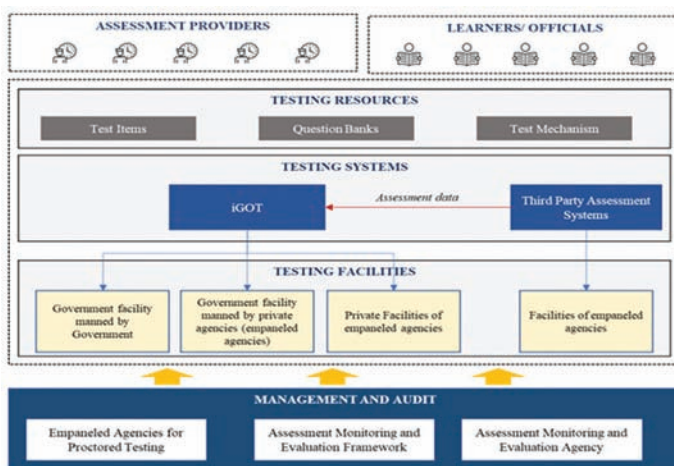
Fig: Assessment Architect – iGOT Karmayogi

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2   :http://www.niti.gov.in/the-strategy-for-new-india

3.   https://dopttrg.nic.in/igotmk/CBC.html

4.   https://dopt.gov.in/sites/default/files/OM%20%20setting%20up%20of%20Task%20Force%20for%20SPV.pdf

Mission Karmayogi Principles and Approach

2

Srinivas R Katikithala

Abstract

Mission Karmayogi - National Programme for Civil Services Capacity Building (NPCSCB) is aimed at promoting citizen centred governance and enables the civil services towards bringing about transformative change in the country. A transformational change in Civil Service Capacity will be an effect of change in work culture, strengthening of public institutions and adoption of modern technology with an overall aim of providing efficient services to citizens. The Programme envisions to integrate learning with competency driven decision making to enable strategic public HR management with a multi-pronged approach of capacity building at individual, institutional and process levels for efficient public service delivery. The programme is delivered through setting up of Integrated Government Online Training – iGOT Karmayogi Platform which focuses on ensuring a smooth transition from rule based to role based competency system, launching continuous and readily accessible learning, creating an ecosystem of shared training infrastructure, calibrating Civil Service Positions to FRAC approach and moving towards data analytics to capture various aspects of capacity building and identify policy reform areas. The Programme will deliver initiatives with short-term, mid-term and long-term impact, with attitudinal shifts towards the goal of promoting ease of living for Indians. Mission Karmayogi will ensure that all civil service officials are prepared to deliver high quality services and serve their constitutional role of good governance and leadership. The article provides an introduction on the need of launching Capacity Building for Civil Servants, goals and approach of setting up Mission Karmayogi, different components and pathways of the program and salient features of the programme.

1. Civil Service Reforms – An Introduction

1.1 Civil Services are one of the most important cogs in the machine that is the Indian 'system'. In this country of extreme diversity and socio-cultural variations, the civil services, right from old times, have managed to maintain order within chaos. As the nature of politics and organisation of society and government changed over several years, it became imminent for the bureaucracy to reinvent itself as well. With the rapid advancement in socio-economic environment within the country, government of India laid down the overall Vision of India@75 and the role that civil service officials would play in achieving this vision. India is on the cusp of a major transformation. To meet the needs and aspirations of Indian public which has a large percentage of young population, India needs to achieve and sustain a high

GDP growth rate. The **'Strategy for New India @ 75'** captures three key messages from the Honourable Prime Minister.

- **D***evelopment must become a mass movement*, in which every Indian recognizes her role and experiences the tangible benefits accruing to her in the form of better ease of living;

- **D***evelopment strategy should help achieve broad-based economic growth* to ensure balanced development across all regions and states and across sectors; and

- The strategy when implemented, will ***bridge the gap between public and private sector performance.***

1.2   In order to operationalize the vision laid down as part of the 'Strategy for New India @ 75', Forty-one (41) different areas that require sharp focus have been identified. **Civil Service Reforms** is one of the identified areas with sharp focus on recruitment, training and performance evaluation of civil service. Keeping an eye on the focal areas of civil service reforms, "Mission Karmayogi" was launched with the intent to develop the vision of capacity building for Civil Servants. There were multiple challenges identified with the ongoing process as highlighted in the next section.

2.   Challenges of Capacity Development within Civil Services in India

2.1   With the passage of time, our society has seen rapid changes brought about by technology and newer procedures in administration. Therefore, there is a need for training officers and administrators to have the requisite knowledge and skill-set on best practices and latest developments presently taking place. National Training Policy mandates that all civil services officials will be provided with training to equip them with the competencies for their current or future jobs. Based on the research and insights from National Training Policy, Second Administrative Reform Commission Report and Civil Services Survey conducted in 2010, many challenges were identified. These challenges hover around coverage of civil service officials for training, geographical spread, fragmented training layout and multiple institutes, silos in training imparted by different ministries, de-linkage of job requirement with training being imparted and the access of high-quality content. A few typical challenges in the public service capacity building ecosystem is shown below (Fig.1);

Indian Bureaucracy is alleged to be Status Quoist	Rule-Book x	Interference	Structural Issues
• Indian civil service selection is the toughest in world. However, the **complacency** in skill erodes the leadership position • **Resistance** to changes • **Reluctance** to accept the changes in control and accountability as well as the altered roles and responsibilities	• Following the rules and laws of the book without taking care of actual needs of the people. • **Complication** of procedures, • Response to the needs of citizens of India in a **more innovative manner**	• Fulfilling the **populist demand**, influences the functioning of administrative officials • **Inefficiency** where the vital positions are not held by the best officers and ultimately this can lead to institutional decline	• New challenges due to **technological evolution** (for example cyber security). • Higher demand **(of specialist officers)** for domain knowledge • Lack of employment opportunities in some public services, while there are many vacancies in others • **Ensuring transparency and accountability** along with participatory and representative decision-making

Fig.: 1 Challenges of Civil Service capacity development

2.2 To cater to these challenges, the need for capacity building for Indian Civil Servants arose:

3. Need for Capacity Building as Part of Civil Service Reform

3.1 Capacity building as a term encompasses a larger definition. It is not limited to training but can be considered as an intervention within an organization to strengthen the knowledge, ability, skills and behaviour (which is collectively referred to as capacity) in order to meet the laid purpose and vision of the organization. There may be multiple interventions as part of capacity building as depicted below (Figure 2):
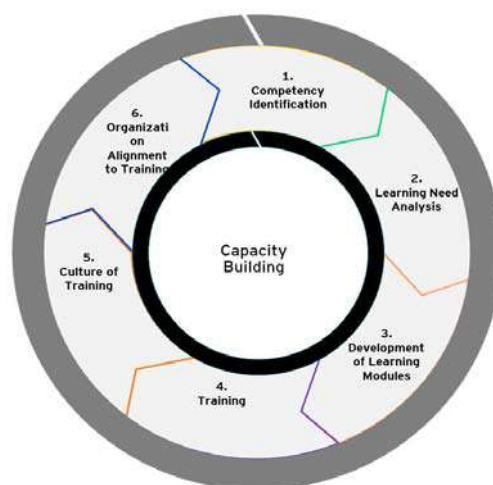
Fig.2: Interventions in Capacity Building Programme

3.2   Overall, capacity building process can be visualised at three levels and as capacity building matures in an organization, it moves from one level to next level

• **At an individual level**: Capacity building is all about improving skills and attributes of an individual. It is all about maximising the benefit of the trainees, knowledge exchange and developing an ownership within the individuals. they are not necessarily linked to long term vision of an organization;

• **At institutional/organizational level:** Capacity building is all about how capacity building interventions can improve the functioning and performance of organization. In here the interventions are designed in such a way that it is closely linked to the objective of organization. However, the interventions are still internal focussed; and

• **At a systemic level:** Capacity building impacts the policy guidelines and frameworks and also the external environment it operates in.
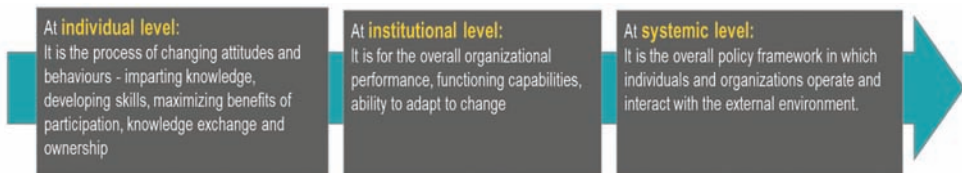
Fig.3 Levels of capacity building (Source: United Nations Development Programme)

> ### *learning with Examples:1*
>
> Let us look at examples of capacity development at different level, suppose
>
> – An individual wants to learn about Data Analytics and the organization provides necessary means to improve the skill for individual, this is individual level capacity building
>
> – An Organization want to become data driven organization. It has identified Data scientist roles throughout the organization and providing relevant interventions within these roles – This is institutional level
>
> – An Organization has identified Data scientist roles throughout the organization; however, it does not have the necessary capability. It decides to develop a culture of data driven approach within and develops framework around it. It ties up with universities to introduce course on data analytics so that there can be more supply of such skills in the market. This is systemic level capacity development

3.3   Within Government of India, in order to fulfil the overall strategy as laid down in 'Strategy for New India @ 75' and overcome the current challenges in civil service training eco-system, the leadership takes up a challenge to introduce learning transformation agenda at **systemic level** as a means of capacity enhancement of Civil servants.

3.4 The other challenges of public service delivery necessitate new delivery models, delivering value for money and making policies better designed for implementation. Process and policy reforms could be achieved through continuous capacity building of the public servants. A governance system which espouses the idea of maximum governance and minimum government has to have a bureaucracy which is ready to embrace skill, scale and speed.

3.5 To resolve the challenges posed across, Hon'ble PM has listed down 6 traits that every civil servant should possess – Professional & Progressive, Energetic & Enabling, Transparent & Tech Enabled, Creative & Constructive, Imaginative & Innovative, Proactive & Polite. This will transform the Bureaucracy so that the Civil service become: (a) skilled (b) open (c) converged and (d) connected (Fig.4)
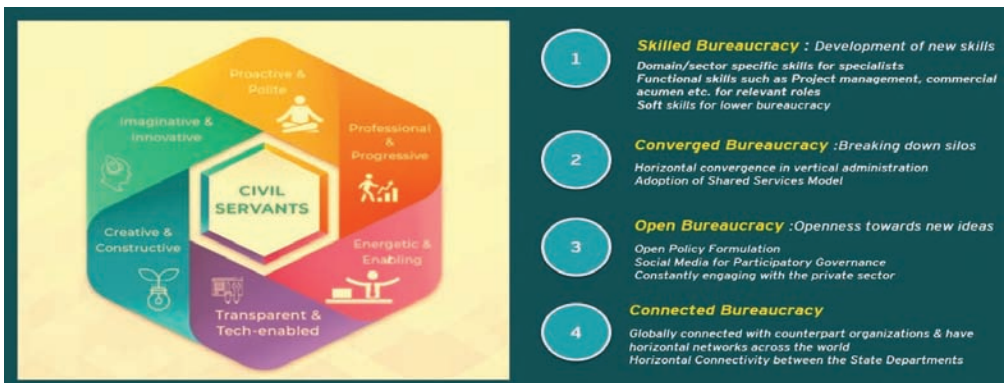
Fig.4: Transformation of Bureaucracy (Source: Department of ARPG)

3.6 As organizations innovate, grow, and improve their business, they're looking for ways to prepare their people to adapt and excel. Organizations need employees who are agile, adaptive, motivated to learn & change, do great work, and go above and beyond. This coupled with globalization, necessitates changes in demographics, technology and regulation people skilling and re-skilling at a greater pace now than ever before. Therefore, there has been a tremendous change in the entire learning ecosystem and organizations have moved towards launching a competency driven approach towards employee development. Key trends in the learning ecosystem are provided below:

3.6.1 Adoption of Continuous & life-long learning

– Creating a learning culture within the organization is an effective way to improve performance and innovation; and

– There is a rapid pace of change in skills, technology and eco-system. This requires organizations to constantly innovate and its employees to keep acquiring new skills

3.6.2   Change from Guided development to Owning development

– Traditionally organizations and managers used to decide on the development requirement of employees along with their career growth and progression; But now the new generation entering the workplace, wants to decide its own career, competency requirement and learning needs

3.6.3   Rise of need of transparency, autonomy and flexibility within competency path & development

3.6.4   Democratization of knowledge in view of:

– Accessibility of experts from across the globe and from within the organization

– Moving ahead of traditional learning which is seen as a way of elitist – where faculty and Subject Matter Experts (SME) are gated and available to few

3.6.5   Adaptive Learning is becoming more relevant

– Adaptive learning is an algorithm-driven approach that provides personalized learning through efficient, effective, customized learning modules tailored to every individual learner

– Usage of gamified techniques in developing learning content

3.7   Initially, it was identified that a few elements like ability to manage people, action and information; coping with pressure; possessing international business knowledge and cultural adaptability and ability to innovate and gain perspective, are pivotal for any leader globally. However, with time, countries came together and identified a list of competencies that can be called as Global Public Service Competencies. In the following figure, some indicatives may be viewed for clearer understanding (Fig.5):

Indicative

Commitment to the principles of global public good	Designing and delivering citizen-centred services	Negotiation/listening skills/capacity to influence
Commitment to sustainable development	Commitment to equality, inclusivity, diversity and the principles of empowerment	Cultural sensitivity
Managing crises and managing in crisis	Collaborative working; cross-cultural co-operation	Emotional intelligence & Psycho-social stability

| Institutional development and capacity building | Problem analysis and problem solving | Specific technical expertise |

Fig.5: Leadership competencies for a global public service, 2015

3.8 The road to development utilizing these competencies has gained major popularity over past couple of years, as depicted in following diagram (Fig.6):

Fig.6 : Global approach of utilization of competencies in capacity building.

3.9 Integrating competency in development process is the highlight of the hour for organizations. Procedures to develop new training programmes are multifold. The best results have been obtained when new training programmes are designed within a working group comprising members with expertise in designing training programmes and technical field, including those institutions which voiced the demand for training. Multiple countries all over the world have utilized assessment and development centres approach to measure employees against competency framework and roll out training schemes according to the gaps.

Learning with Examples:2
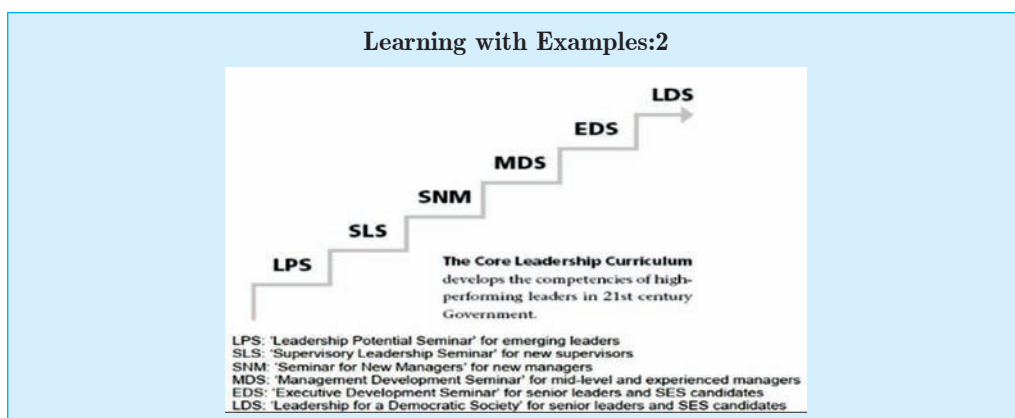
In USA, one of the most successful training programmes for Federal managers is the 'Core Leadership Curriculum' (Source: OECD; Managing Competencies in Government). In this multi-phased approach, participants are engaged in a career-long process of leadership development, from the pre-supervisory level through preparation for the Senior Executive Service.

In Belgium, development circles are used to focus on developing competencies in order to achieve personal and organisational objectives. An individual training plan is a crucial element in the development circles and is made for each public servant. The development circle consists of four phases: function discussion, planning discussion, performance review, and assessment interview. The last phase is followed by a planning discussion, which is the beginning of a new development circle.

Certified training schemes is one of the main competency management tools in the government. Every six or eight years, public servants from levels A through D can volunters to take certified training organised by the training institute of the government.

3.10 The goal of certified training is to develop the competencies of the public servants in order to meet the needs of the organisation. When training objectives are met, public servants receive a competency allowance in addition to their normal pay. In line with the best practices across the globe and the need within the country, Government of India aimed towards implementation of the new Capacity Building Paradigm in order to:

3.10.1 Make Civil Servants globally relevant and ready for the new age challenges by promoting learning from national and global thought leaders;

3.10.2. Strengthen Common Foundation and remove service-based silos by creating an environment of camaraderie, national pride and seamless knowledge sharing; and

3.10.3 Promote Technology Driven Learning Pedagogy- Use of modern learning tools, Like Online Learning, Flipped Learning etc.

3.11 Hence a capacity development vision was envisaged by the government for comprehensive Civil Services reforms programme aimed at better service delivery to the public.

4. Capacity Development Vision – A journey towards 'Mission Karmayogi'

4.1 During the first five years of civil service reform starting in 2014, the aim was to achieve pre-requisites for development and lay the foundation for future transformation and with this aim in mind, DoPT's Competency Dictionary 2014 was published in collaboration with the United Nations Development Programme (UNDP). This was the first step towards implementing a competency-driven capacity building approach.

4.2 In 2015, the government introduced an Assistant Secretary Programme, designed to enable early exposure of government work to Indian Administrative Service (IAS) officials. In this manner, a connection platform of 860 sub-divisions (almost half of the administrative geography), was operationalised, with fresh entrants having an opportunity to engage with the highest echelons of government. With the launch of the iGOT learning platform in 2018, civil service e-learning began gaining momentum, with the government emphasising the delivery of online and blended courses.

4.3 Focusing on citizen-centricity, the government allowed individuals applying for positions with self-attest documents (rather than requiring affidavits or third-party attestations) and discontinued interviews for Group C officials, thus streamlining and re-emphasising transparency in recruitment process. Complementing this, the government emphasised its focus on transparency in promotion whilst introducing lateral entry at select senior positions, with the aim of creating a wide talent pool of resources. Finally, the government also introduced interventions for identification and compulsory retirement of non-performing officials.

4.4 Since 2019, the government reinvigorated its approach with the aim of making the civil service future ready and capable of delivering to the vision and aspirations of New India. As a first step, DoPT organised a common foundation course for probationary officers, "Aarambh," (Fig.7), for integration of training across civil services. In August 2020, DoPT also set up a National Recruitment Agency and created a common entrance test for first level screening of candidates. The focus was on enhancing accessibility and transparency in recruitment, whilst promoting ease of living for candidates in terms of savings in effort, expenses, and time.

The first of its kind common foundation course for Officer Trainees

Core Theme: India a $ 5 Trillion Economy @ 75

Implemented in a Flipped Mode – 1 month long pre-course culminated into Aarambh
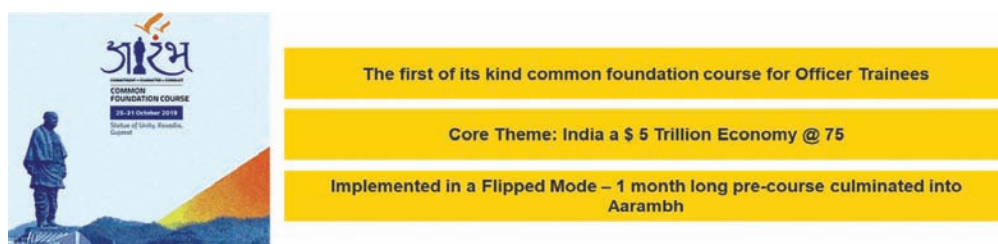
Fig. 7: "Aarambh"- Common foundation course

4.5 DoPT has now embarked on Mission Karmayogi – National Programme for Civil Services Capacity Building, a holistic initiative to transform government capacity building, talent management and HR management. The mission is exclusively driven by identified compelling outcomes (Fig.8):
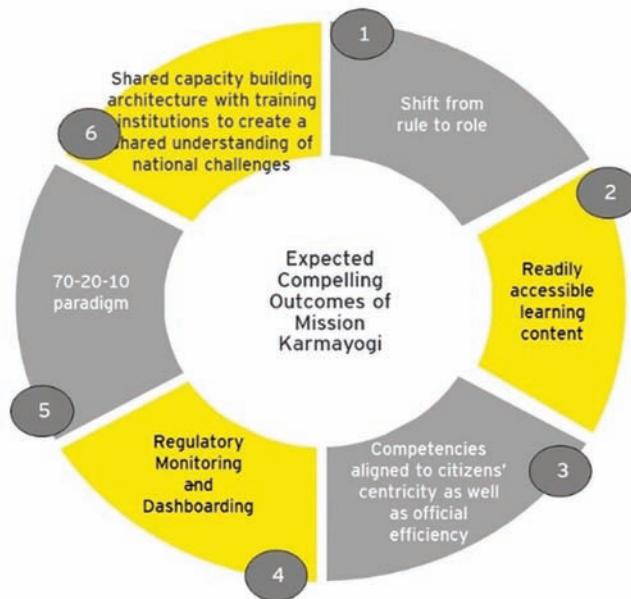
Fig.8: Priority Outcomes of Mission Karmayogi

5. Capacity Development Goals

5.1 Mission Karmayogi – NPCSCB aims to create a competent civil service rooted in Indian ethos, with a shared understanding of India's priorities, working in harmonisation for effective and efficient public service delivery. The Mission seeks to keep the civil service at the centre of all change, empowering them to deliver in challenging environments. The focus of NPCSCB is also on enhancing the government-citizen interaction, with officials becoming enablers for citizens and businesses, with development of behavioural-functional-domain competencies leading to ease of living and ease of doing business.

Fig.:9

5.2 Thus, by design, Mission Karmayogi adopts a citizen-centric approach for civil service reform. While NPCSCB directly delivers benefits to about 2 crore learners in the long term, significantly more beneficiaries are positively impacted, with the Mission & amplifying impact on millions of citizens who get enabled by the civil service efficiency.

5.3 The aspiration is to realise the full potential of individuals, institutions, the government, and the country, and thus, a whole-of-ecosystem approach towards transformation. Central to Mission Karmayogi is a change in thinking from 'rule' to 'role,' realised through adoption of a competency framework. The transformation shall be achieved by mapping three constructs (roles-activities-competencies), ultimately defining the competencies needed for each position in government. Hence the framework for roles, activities and competencies (FRAC) will align an official's competencies with government priorities and citizen needs.

6. Salient Features of Mission Karmayogi

6.1 An overall architecture of the NPCSCB is provided below:
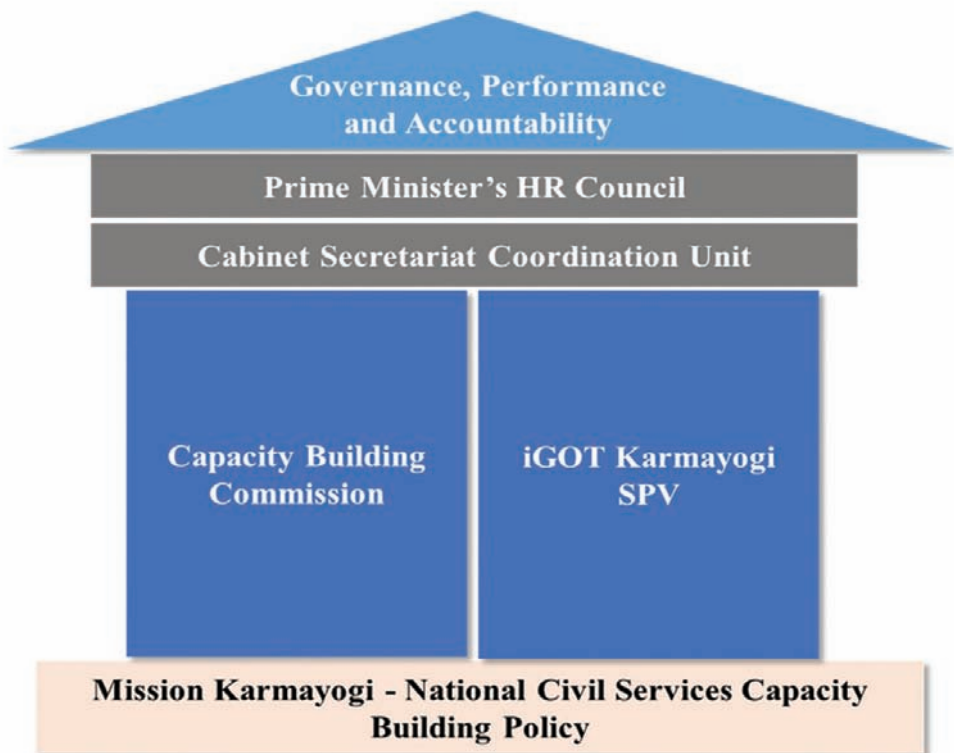
Fig.9: NPCSCB Institutional Framework

6.2   Here, it is worthwhile reiterate the futuristic approach in-built in Mission Karmayogi.

6.3   Mission *Karmayogi* or NPCSCB is a futuristic programme developed to revamp and revitalize the Civil Service learning ecosystem and ensure the following:

6.3.1   An ecosystem of shared training infrastructure including that of learning materials, institutions and personnel.

6.3.2   Calibrate all Civil Service positions to a Framework of Roles, Activities and Competencies (FRACs) approach and to create and deliver learning content relevant to the identified FRACs in every Government entity.

6.3.3   Make available to all civil servants, an opportunity to continuously build and strengthen their Behavioral, Functional and Domain Competencies in their self-driven and mandated learning paths.

6.3.4   Enable all the Central Ministries and Departments and their Organizations to directly invest their resources towards co-creation and sharing the collaborative and common ecosystem of learning through an annual financial subscription for every employee.

6.3.5   Partner with the best-in-class learning content creators including public training institutions, universities, start-ups and individual experts.

6.3.6   Undertake data analytics in respect of data emit provided by iGOT-Karmayogi pertaining to various aspects of capacity building, content creation, user feedback and mapping of competencies and identify areas for policy reforms.

6.4   Mission Karmayogi aims to prepare the Indian Civil Servants for the future by making them more creative, constructive, imaginative, innovative, proactive, professional, progressive, energetic, enabling, transparent and technology-enabled. Empowered with specific role-competencies, civil servants will be able to ensure efficient service delivery of the highest quality standards.

6.5   iGOT-Karmayogi platform brings the scale and state-of-the-art infrastructure to augment the capacities of over two crore officials in India. The platform is expected to evolve into a vibrant and world-class market place for content where carefully curated and vetted digital e-learning material will be made available. Besides capacity building, service matters like confirmation after probation period, deployment, work assignment and notification of vacancies etc. would eventually be integrated with the proposed competency framework (Fig.10).

Fig.10: Application of Capacity Development
(Source: DoPT Competency Implementation Tool-kit)

6.6 iGOT Karmayogi platform is the future of digital based learning anytime, anywhere and on any device. It is the bedrock of National Programme for Civil Services Capacity Building. It is with this understanding that a Framework of Roles, Activities and Competencies (FRAC) approach will be utilised to create and deliver learning content.

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The iGOT Karmayogi Platform

3

Dr. Santhosh Mathew

Abstract

The iGOT Karmayogi platform is envisioned as a democratised, competency-driven solutioning space that all civil servants, irrespective of level, sector, or geography, can access to improve their career prospects – and in the process enhance execution capabilities of governments. It allows the government to break silos and harness full potential of reform champions in government for solutioning, making it possible for officials to come together to solve problems irrespective of where they are currently posted. It does so by providing resources across five hubs: competency, learning, career, discussion, and network hubs. This article aims to elucidate the three defining features with reference to these hubs through the example of Shanti. Section 1 outlines the various features and tools of the platform, Section 2 details the individual and organisational incentives in place, and Section 3 summarises how the platform's sophisticated systems ensure that data captured on the competencies of individual officials is valid and reliable. The iGOT Karmayogi platform is part of a comprehensive initiative with new policies, adequate human resources, and supporting infrastructure – what government calls Mission Karmayogi, approved by the Union Cabinet in September 2020 – that will transform the Indian state, enabling all officials to succeed.

1. Introduction

1.1 Mission Karmayogi aims to enhance the capacity of the Indian state to draw policies and better execute against it. Its Integrated Government Online Training platform (iGOT Karmayogi) has three defining features that set it apart from past interventions in capacity building:

- **Tool infrastructure:** The platform's features and tools are designed to help a motivated official succeed.

- **Alignment of individual and organisational incentives:** The platform helps align individual and organisational incentives.

- **Prevention of performance inflation:** As an intelligent platform, it can detect inflated reporting of performance.

2. Section-1 : The Platform to Succeed: Tool Infrastructure

Shanti's Case: Situation-1

Shanti has just been posted as Director (Vigilance) in the Department of Personnel and Training (DoPT). Having moved from an entirely different department, she now needs to figure out what her new position entails. As Director, Shanti has many roles to perform, each of which involves many activities which, in turn, require many competencies. How will she identify the various roles, activities, competencies, and knowledge resources required for this position? How will she identify her own competencies? How will she make up for the gaps in her competencies? Where will she go to get clear answers to these questions?

2.1 One of the defining features of the iGOT Karmayogi platform is its tool infrastructure which enables the transparent discovery of information at all levels. When used in conjunction with one another, these tools can paint an accurate picture of both the needs of government officials as well as the resources that are available to fulfil these needs. This section outlines how the tool infrastructure of the platform can enable officials like Shanti to succeed.

2.2 Closing Competency Gaps

- In this capacity building endeavour, one of the first activities every government ministry, department, and organisation (MDO) must do is map all the roles, activities, competencies, and knowledge resources attached to every position within their MDO. This information will be stored in the dictionaries of the **competency hub**, accessible to all. For Shanti to identify the different components attached to her position – or look at the information related to positions besides her own – all she will have to do is access the hub.

- The best way for MDOs to begin this journey is to refer to their work allocation order as a starting point. A standard work allocation order consists of the name, designation and work allocated (see Figure 1). MDOs should add two additional columns: treating the work allocated as roles, the fourth column should be a list of all activities related to each role; and the fifth column should be all the knowledge resources related to each activity.

WORK ALLOCATION
IN THE DEPARTMENT FOR PROMOTION OF INDUSTRY AND INTERNAL TRADE
AS ON 23.09.2019

I. AMONG SENIOR OFFICERS

Name	Designation	Work allocated
Shri Shailendra Singh, IAS(MP:88)	Additional Secretary	FDI Policy, Foreign Investment Facilitation, FDI Data Cell, Project Monitoring Group, Industrial Corridors & IICC, Ease of Doing Business, Leather, Copy Rights, Startup India, Internal Trade, e-Commerce, Boiler, NPC&QCI, International Cooperation- Asia (ex ME), International Cooperation-Europe, Public Procurement
Shri Shashank Priya, IRS(C&CE:88)	Additional Secretary & Financial Adviser	Finance-I, Finance-II, Budget & Accounts

Fig.1: *Sample work allocation order*

- A significant feature of the iGOT Karmayogi platform is that officials like Shanti can benefit from the platform's features even if her MDO has not taken action to onboard itself onto the platform. If Shanti's MDO has not conducted the mapping exercise nor determined what roles, activities or competencies are attached to her position, Shanti can conduct this mapping exercise for herself: using her government-issued email address, she can propose roles, activities, competencies and knowledge resources to the editorial board for their approval. Once approved, the editorial board will pose them to her MDO in order to tag them to her position if found appropriate. In the meantime, she can also begin to make use of the other features of the iGOT Karmayogi platform. The actions of enthusiastic officials like Shanti therefore help their respective MDOs to benefit from what the platform has to offer.

- Closing competency gaps is one of the primary goals of Mission Karmayogi. An individual's competency gap vis-à-vis their current position is held in their competency passbook. Shanti will be able to use her passbook to understand the competency requirements of her position and identify her existing competency gaps. To facilitate her competency building, the platform's **learning hub** will provide a variety of assessed courses, training programs, services, and products – i.e. competency building products (CBPs) – delivered digitally, face-to-face, or in a blended format. Shanti can choose to enrol in any listed CBP of her choice on the platform without having to go through any procurement processes. Over time, the platform will also be able to utilise the metadata it has gathered on Shanti to discover and recommend appropriate CBPs to her. It is these features of the platform that will revolutionise government capacity building by giving officials the opportunity to easily discover and access the CBPs they need in order to expand their knowledge – thus putting the power of choosing what works best firmly in the hands of the learner.

- The platform not only enables learners to gather a wide variety of competencies – behavioural, domain, functional – but also allows them to prove the authenticity of these claims through a sophisticated data-based testing and scoring system. In addition to the assessments made by the CBP provider, competencies are also mapped through two separate periodic assessments: the 360-degree workplace assessment and the proctored, independent, authorised assessments. All three forms of assessment contribute to the competency score held in every official's competency passbook which, owing to this triangulation, is likely to be valid and reliable.

- Given this multi-tiered system of assessments, the competency passbook is able to paint a reasonably accurate picture of the competencies of every official. When aggregated, these scores represent the status of an entire MDO. Over time, this data will be shared with HR managers through the **career hub** and its discovery

mechanism, informing transfer and posting decisions of government. This enhanced ability of government to find the right person for the right job is expected to have a long-lasting impact on the quality of public service delivery in the nation.

- This triangulation of CBP, workplace, and proctored assessments informs the impact score of a CBP. As the name denotes, an impact score quantifies the impact of a CBP on the competencies of officials who have consumed the CBP. Every CBP will be assigned an impact score in order to enable officials to make informed decisions about what to invest in. This is an example of yet another feature of the iGOT Karmayogi ecosystem that facilitates improved decision making – through the use of these metrics, the system can identify those CBPs which best impact the competence of government officials.

2.3 De-Siloisation of the Civil Services

> **Shanti's Case: Situation-2**
>
> *Shanti was previously posted as a Deputy Secretary in the Ministry of Health. From time to time, her former colleagues have queries that require her assistance – Shanti is more than happy to oblige. But what if similar issues are faced by officials from a department completely unknown to her? How can her expertise benefit individuals outside of her immediate circle?*

- The **discussion hub** makes this possible. Not only will Shanti be able to contribute to solving the problems faced by others irrespective of where she is posted, she will also be acknowledged for her contribution through karma points that she will clock up. The millions of datapoints generated through her contributions over time will reveal the impact of her work. This ability to discuss, ideate, and access expertise beyond departmental boundaries will contribute significantly to the de-siloisation of government and improve its ability to execute.

- The tool infrastructure thus has the ability to disrupt the inertia of the ecosystem and empower motivated individuals like Shanti to embark on a journey of lifelong learning, be recognised for her contributions, and improve her career prospects – state capacity as emit.

3.3 Section 2: The Motivation to Succeed: Alignment of Individual and Organisational Incentives

- The effectiveness of Shanti (and, by extension, her MDO) and her ability to deliver depends greatly on the system of incentives and disincentives that is in place to drive performance and establish accountability. If the capacity building process needs to transition from sporadic, single point training interventions to a more structured and focused multi-year approach, the ecosystem must incentivise officials like Shanti to improve their competencies. This section discusses how Mission Karmayogi aligns individual and organisational incentives.

- As outlined in the previous section, every official will have a competency passbook that holds both the competency score and competency gap which are captured

with reasonable accuracy owing to the triangulation of the CBP, workplace, and proctored assessments. These passbooks are updated twice a year (on the 1st of April and 1st of October of every year, provided the official has spent at least 3 months in a given position) and play an important role in establishing existing competency levels of officials on the platform. The mere presence of this mechanism inherently provides the incentive to move up the competency scale. Thanks to her passbook, Shanti is fully aware of her competency gaps vis-à-vis her current position – she is also aware that her passbook is accessible to her manager and her cadre controlling authority. She therefore has every incentive to show herself as a competent person and work towards reducing her competency gaps. Similarly, the platform also offers external opportunities for using Shanti's competencies to solve problems beyond her own role and MDO. As aforementioned, the discussion hub and the network hub provide opportunities for Shanti to go beyond her role and make contributions. The mechanism of karma points reflects the value of these contributions; its permanent and accumulative nature mirrors Shanti's contribution to her position in the short term, the organisation in the mid-term, and the ecosystem in the long term. Additionally, the facility to undertake proctored assessments for competencies other than those required by her position also enables her to provide credible evidence for and demonstrate her value to the government.

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- Complementary to individual incentives are the organisational incentives put in place by Mission Karmayogi. The most important of these is the Prime Minister's Dashboard. This dashboard will score and rank all MDOs in real-time and is visible to both the political and administrative leadership. The scores will reflect the commitment of and progress made by the MDOs in each of the processes they are required to undertake (onboarding of employees, mapping of all positions, closing of competency gaps, etc.) and therefore incentivise MDOs to achieve greater outcomes as envisaged by Mission Karmayogi. Secondly, the annual Global HR Conclave will provide a platform for the better performing MDOs to present their achievements to a global audience. This opportunity to network, discuss, and showcase expertise in adopting innovative HR approaches will open up a new market for the Indian MDOs. Thus, Mission Karmayogi has integrated both individual and collective incentives to enhance state capacity.

4. Section 3 : The system to succeed: Prevention of performance inflation

> **Shanti's Case: Situation 3**
>
> *Shanti is a motivated government official who wants to close her competency gaps. She is incentivised to showcase her competencies in an array of domains. She wishes to harness the full potential of the iGOT Karmayogi platform and its five hubs. None of this, however, is possible if we cannot paint a valid and reliable picture of her competencies. This section details how the systems in place will ensure that competence and performance are measured with both validity and reliability.*

4.1 The tendency to overstate accomplishment may happen for a number of reasons. These include high stakes and incentives to collude. Because government performance is high stakes, there is very little room for failure or poor performance – at least on paper. In government, both the supervisor and the supervised stand to gain when performance is overstated (as long as it remains undetected). This alignment of incentives creates conditions conducive to collusion, increasing the chances for inflation of performance.

4.2 This alignment of incentives has the possibility of creating a scenario where officials may try to 'game the system'. The iGOT Karmayogi platform tackles this through a multi-tiered system of assessments which triangulate one another. If the triangulated forms of assessment – namely, the CBP, workplace, and proctored assessments – are inconsistent with each other, the platform will trigger an audit of the situation – the findings of which will further train the platform's artificial intelligence (AI) algorithms. Given the platform's AI capabilities, the scores earned by Shanti on the platform will not be a simple summation of performance in different assessments. Instead will be calculated on the basis of data generated through pattern recognition and data analytics. By using global best practices in learning technology, Mission Karmayogi is therefore able to circumvent attempts to inflate performance.

4.3 With the tool infrastructure of the platform, individual and organisational incentives in place, and a sophisticated system that prevents performance inflation, the iGOT Karmayogi platform promises to transform the Indian state, and enable all government officials to succeed.

Rules to Roles: Competency Mapping

4

S D Sharma & Moloy Sanyal

"Manpower without unity is not a strength, unless it is harmonised and united properly, then it becomes a spiritual force."   - Sardar Vallabhbhai Patel.

Abstract

Quality of public service delivery depends on capacities of civil servants. iGOT Karmayogi platform is envisaged as a robust, do-all digital platform on which National Programme of Civil Service Capacity Building in the form of Mission Karmayogi, will be accomplished. Critical to the targeted accomplishment of setting a new system of capacity building of civil servants is identification of their required competencies and bridge competency-gaps wherever and whenever they are found. It is a just-in-time, pin-pointed approach of meeting targeted gaps in competencies. Therefore, success truly lies in correct ways of documenting required competencies and a smart seamless way to fill the gaps with optimal precision. In this Article an effort has been made to bring out the nuances of identifying competencies of a sampled position through description of roles and activities that are operational in Central Secretariat. As Central Secretariat is the hub for highest level policy formulation for public good; this article also indicates ways to bring 'Citizen's Delight, in its disposition.

1.   Introduction

1.1   The questions of how to improve the outcomes from public service delivery and how to achieve the goals of civil service training have attracted the attention of policy makers for long, but they have gained importance in present times. Two reasons are especially relevant here. The first is the realisation that the tasks assigned to civil services across the Centre and States have become increasingly complex and multi-faceted. The second reason is that the expectations of citizens have risen across the globe from the Governments to fulfil their social, political and economic needs well in time. The training requirements of civil servants, to address these two basic challenges are well acknowledged but the sheer size, scale and complexity of Civil Services presents structural and systemic barriers which can be addressed only through a mammoth digital and governance reform.

1.2   In view of the need of reform, the Civil Service eco-system in India is at the threshold of a historical revolution to shift from a 'rule-based' learning systems to 'role-based' learning systems. The shift of focus would mean that the training and capacity development of officials is built upon in a carefully structured and planned manner taking into account the learning needs that are critically linked with the competency mapping framework for the roles expected to be played by the

individuals. The Framework of Roles, Activities and Competencies (FRAC) to be digitally encoded on the technology platform will drive training plans, e-learning courses and as the civil service training institutions will also be subjected to the FRAC process and competency assessment framework, the concerned faculty members will have to have the necessary competencies to be able to train in the respective areas of specialisation and training capacity.

1.3   The FRAC approach to competency mapping and assessment will also ensure democratisation of learning across all ranks and profiles. All the training programmes that may improve an official's competencies will be made available on the learning platform irrespective of the background and level of the official. Apart from the mandated career path that an official might have to follow as part of organisational hierarchy, the official having interest in other training programmes of his or her professional interest will also be available , thus paving the way for the official to build a chosen bouquet of competencies and thereby competing for those positions which his competencies enable him to compete for. This will also help officials to plan their career paths and enable them to occupy those positions where their competency profile matches with the expected competencies of the position they aspire for.

1.4   The technology platform namely 'iGOT Karmayogi' being linked to competency profile of officials will inspire and encourage lifelong learning and the platform will support online, face to face and blended learning. The platform will leverage upon the existing features of smart Learning Management Systems and will provide state of the art features that will help roll out the grand vision of a Digital India served by a digitally trained and enabled force.

1.5   The platform has the potential to become one stop shop for the capacity development needs of all civil services with access to a vast repository of content. The civil service official across service and departments will be able to interact and connect with each other and learn from the experience of their peers & Colleagues It is thus envisioned as a potential silo-breaker. Breaking of silos will result into creative synergies and provide a forum where all officials will discuss the governance issues, connect with the experts share the leadership lessons and collaborate beyond the organisational boundaries.

2.   Capacity Development of Central Secretariat

2.1   Central Secretariat is the Secretariat of all Ministries and Departments, the Policy making hub of the Union Government. The officials working in central secretariat, inter-alia, needs to keep the citizen's needs at the centre of every action and decisions being taken. "Citizen Delight" is the key mantra which has to guide their day to day working. These aspects require a life-long continuous culture of learning to be inculcated within the Central Secretariat.

2.2   The Central Secretariat Service (CSS) is an important constituent of the Central

Government machinery and serves as the permanent workforce of the Central Secretariat. The members of the service assist in policy formulation, administration and implementation of various programmes and schemes. Assistant Section officer is the entry level position in CSS and this position plays an important role in relation to various regulatory and developmental functions of Central Government. An ASO is usually the first official or the dealing hand, that examines any receipt or paper received in the Government in terms of rules, regulations and the prescribed framework. Their work usually requires them to have a good command over procedures and regulatory framework and a sense of institutional memory while examining the instructions and new proposals.

2.3 In line with the Civil Service Capacity Building programme-Mission Karmayogi, the Department of Personnel and Training has undertaken to restructure the training programme and curriculum for the ASOs so as to put in place a restructured training programme linking the competencies required from the ASOs and the training curriculum as also delivering the training programme on an internationally popular 70:20:10 rule, where 70 percent of learning/knowledge comes from job-related experiences, 20 percent from coaching and mentoring, and 10 percent from formal class room based training programmes.

2.4 The restructured training plan has also brought into focus some of the important themes of role based learning, broad basing of curriculum to be aligned to the identified behavioural and functional competencies and targeting of higher order learning objectives as well as collaborating with some of the best training institutions for the specialised competency building for ASOs. In the new era of digitalization, continuous learning, online certifications, the 20% Component of coaching, mentoring, and collaborative learning is going to play an important role. Also, from a learner's perspective, a pleasant learning experience and 'on the go' learning are being integrated into the curriculum. Blended learning approaches, leveraging the best available technology to drive learning across any required medium is being adopted.

2.5 Quality of the decisions of an organisation is inter alia, adjudged by timeliness, speed and reliability of decisions made by it. The public policy decisions, emanating from the ministers and departments in central secretariat usually have a wide ranging impact and draw lot of media and public attention. However such decisions are arrived at after going through a rigorous process of stakeholder consultation and impact assessment studies. It would be nearly impossible task for a single institution or individual impact the process or content of the decisions. The hierarchy of official in Central Secretariat Organisations examine, review, draft, amend, propose and strengthen the decision making process by effectively contributing to the process based on their experience and background in such domains However, majority of position holders in a secretariat, be it Central or State contribute their bit, while the proposal is taken for examination and finalisation. Therefore, when we talk about capacity building of Central Secretariat, we have to primarily keep

our focus on the fact that about ninety percent of positions here are engaged in a collaborative process of review and examination of policy propose and programme/ policy evaluation and monitoring process.

2.6 The term positions is commonly to as "post" or "designation" in secretariat parlance. For example, '*the post of Secretary*' or '*Her designation is Additional Secretary'* are quite common. Sometimes, the designations and posts proxy for 'Levels' – like 'she is a Joint Secretary level officer'. Similarly, for every post in Secretariat, till recently the term 'Function' and 'Role' have been somewhat uncommon words, the more common expressions are "being" or work distribution or work allocation Therefore to ascertain the roles that a position holder plays, it would be important to look at the work allocation for a position.

2.7 Every office in the Government machinery functions according to a given set rules and regulations. The rules and regulations, along with the specified procedures, constitute an important part of complex decision making framework. The operators of this framework are positions holders in different ranks. Some are at awareness level who have to just quote the right piece of information and some other are proficient in finding out the relevant instruction for supporting a proposed decisions while another set of position holders may be expert in suggesting the optional course decision in a given situation duly factoring in the internal and external factors some others may be experts in assessing the likely impact of the proposed course of policy options.

2.8 To able to set up a frame work of roles and these ingredient of such roles, it would be useful to concentrate on the roles that given positions are expected to play as a first step. Sometimes the role may not be decipherable directly, unless all the activities are first listed down and grouped together in sets of homogeneous clusters. A more logical approach therefore could be to list the activities, the positions holders are expected to carryout in a decision-making channel. Some of the channels may be smaller than others even within the same departments and as a result they may not involve routing of a file/proposal through multiple channels This may happen typically due to enhanced levels of delegation or due to standardisation of most of the tasks involved in a proposal. Some channels may be long enough to the final leadership in the Department. To illustrate setting up of a new project or programme, an organisation may require approval of cabinet and therefore there would be a well-defined consultative process and approval of the Ministers in Charge would be required before the decision can be placed before the cabinet for consideration But length the of the channel of submission of a civil servant remains a crucial variable in drafting a good policy note completing stakeholder consultation, developing program budget, communication of program budgets, communication of policy options and building consensus with other ministers to drive the decision to the final authority. In other words, a position holder who understands her roles clearly improvement proposal be it simple task of issuing a transfer order of an official or an official or a complex task abstaining approval for the new education policy.

3. Activities and Roles played by position holders

3.1 Every role played by a position holder is expected to be comprised of certain identified activities in any organisation . Being at the apex level of decision-making, the central secretariat is no exception. The activities carried out by a position holder, when grouped together within homogeneous set of a core common components can be labelled as the role of the individual, which in turn would require knowledge of the specific functions performed by the organisation an offical in an organisation may sometimes have to play different roles which may or may not be directly connected with each other. For example, an Under Secretary in the Central Secretariat may have a project monitoring role as well as a codre management role. As a project manager, one has to take an action oriented approach, while in codre management, one has to administer the codre from the HR, and administrative. In addition to the knowledge of the administrative rules and regulations concerning management of a codre organisational policies, the role would *inter-alia* also require specific functional capabilities around project management, Budgeting, fund allocation, and communications skills.

3.2 It would require some degree of analytical understanding where we have to cary out the unbundling of a known role in to activities, or binding together related activities into a measurable and identifiable role. In fact, it can be attempted either by listing down the roles first and then breaking each role into activities or listing the activities first and then grouping the same into roles. Perhaps, it might be easier to list activities first because activities are easily unnderstandable. We can talk about them, document them without going deeper into the question, as to which role those activities represent. But the disadvantage of this approach is that some of the roles are so infrequent or occasional, that a daily activity chart would surely miss them out. Hence in some the of the experiments which have been carried out in the Department of Personnel & Training (DoPT) and one of its training institute namely – Institute of Secretariat Training & Management (ISTM), it was considered that both sets of approach are capable of producing a fairly similar outcome. As a matter of fact, the authors would suggest that for each role **,** it may first be granulated in activities to compose the activities into one or more role to check accruing and the process.

4. How to Identify Desirable Competencies?

4.1 A Competency framework helps understand as to what device an excellent performance within the organisation. Once a competency is identified for a given role and its benchmark level is established, it would be easy to recognise and reward the performance and thus incentivise the excellent performance. Most of the DoPT / ISTM surveys/experiments showed that position holders, have a general tendency to mention certain common sets of skills – like communication oral and written, negotiation skills knowledge of relevant rules and regulations channel of submission. etc while identifying the desirable competencies associated with a role. However the task of allocation of competencies to each of the role is critical component of process of competency mapping and requires some degree of in depth

understanding and an analytical perspective. It would be necessary to know as to what would help accomplish a role with perfection or with excellent outcomes, keeping in view the fact that the level of competency for each role also gets affected by the level of position or heirachy it has been identified to illustrate the role of coordination at the level of an ASO and an Under Secretary would require different levels of competencies in the area written and oral communication and therefore it is important to link the role to the position holder. To further illustrate, the role under secretary in charge of Co-ordination in one Department say industry Department may also be different from the role of under secretary co-ordination in defence and therefore their required competencies require some competencies which could be either a unique competency or it could be a combination of one or more common competencies required for other roles of a given position. Establishing a connection between a role and competency requires understanding of the excellent performance, core set of values organisational culture and the contributions expected from the position holders in a given organisation An example will bring further clarity to this:

Competency of Mr. Gupta

Position: Section Officer (Central Health Service), Ministry of Health & Family Welfare

Activity: 1.	"I examine proposals pertaining to all establishment matters of doctors working in teaching cadre of Central Health Service"
Activity: 2.	"After examination proposals in file, I submit them to the Under Secretary – with clarificatory comments – where required; and if I find any proposal incomplete, I guide the concerned official who has prepared it about what are the short comings and how to rectify them.
Question:	How are you so sure that you can find out the shortcomings? And those are real shortcomings?
Answer:	After years of experience, I learn Central Health Service Rules, 2014 by heart. So I can say I am an expert in these rules. Moreover, I know the situations where these rules are not enough and CCS(CCA) Rules, CCS(Conduct) Rules and Establishment Rules are required to be referred to.
Question:	How are you so sure that when you explain shortcomings to your subordinates, they can understand you clearly?
Answer:	I have training on mentorship, I know how to communicate; I have fairly good idea about capabilities of all my subordinates.

4.2 The above example clearly shows us how detailed understanding of activities and roles helps us to the competencies required. One can easily describe one activity of Mr. Gupta "Examination of correctness and completeness of proposals pertaining to establishment matters of doctors working the teaching cadre of Central Health Service; prepared by his subordinates, before they are sent up the hierarchical ladder for decision". Another activity of his is "Assist his hierarchy in understanding any decision /proposal by adding clarificatory comments, when ever required"; yet another activity is "Guide and mentor his subordinates to rectify mistakes and modify proposals for betterment". One can then proceed to group similar activities into suitable roles and then allocate competencies for each of the identical role.

4.3 The process of grouping of activities into a unique role and linkage of roles to competencies will be one of the most important construct to ensure continuous assessment of competencies and identification of learning gaps in the competency profile of an official. From the above, one can understand easily a role – say that of an 'Examination of Establishment proposed ' but more importantly, the roles can point towards competencies required illustrated below

- "Knows which are the gaps in Central Health Service Rules, 2014, that can be supplemented by Central Civil Service (Classification, Control & Appeal) Rules in the matter of establishment of doctors working in Central Health Service"; Competency to be allocated-Establishment functional competency

- "Able to mentor his subordinates about ways and means to prepare a flawless proposal in the matter of establishment of doctors working in Central Health Service- Competency to be allocated developing others Behavioural Competency.

4.4 Once the competency requirements of all positions are identified, objective and independent assessments of actual competencies has been undertaken. Such as assessment of required competencies, has to be done by an internal organisational unit in charge of competency mapping of FRACing within all ministries and Departments participating in Central Secretariat. A Central think tank in the Central Secretariat will have to the process FRACing in all Ministries and Departments. The Central think tank will also have to develop a digital model of FRACing for different types of organisation and upload it on to the Mission Karmayogi platform so that seamless connect is established with competency building products and competency assessment processes for every position holder.

4.5 The identified competency gaps between actual competencies and required competencies can be bridged with the help of Competency Building Products (CBP), such as e-learning resources to be made available on the digital content market place to be made available on the mission karmayogi platform. This platform will digitally encode the framework of roles, activities and competencies (FRAC), provide competency building products from the best in class institutions facilitating anywhere-anytime-any device learning on one hand and facilitate a

peer reviewed objective and independent assessments of competencies acquired by an official, on the other. The platform will therefore cultivate accountability with reporting regulation and performance analysis and operational the vision of an efficient transparent and accountable civil service.

5. Eliminating Competency Gaps

5.1 The digital mapping of FRAC will not only facilitate a deeper understanding of required competencies of all positions in an organisation but a consolidated view of FRAC will facilitate in developing a strategic action plan for the organisation. The organisational awareness of its strategic and operational plan will inspire its leadership to ensure that officials are adequately equipped in terms of their knowledge, attitude and skills. As both the competency mapping using FRAC framework and assessment of competencies will be continuous, bridging competency gaps would also become concurrent thereby ensuring that the officials maintain a high score in their competency rankings so as to attract the best fit between their competencies and future postings. The programme will also aim to create a civil service rooted in Indian ethos, with a shared understanding of India's priorities.

5.2 The program aims to create sufficient incentives for both the organisations and the officials to invest in the competency building and the eventual benefits of competency building would accrue to the nation and the citizens in terms of higher productivity, goal realisation and effectiveness of service delivery. Whereas the behavioural and functional competencies are useful across organisations, the domain competencies are more closely identified with the functioning of a particular department or organisation and therefore such organisations will have to ensure availability of suitable content for building the domain competencies. Behavioural and functional competencies are, however, basic skills & attitudes provide a baseline to drive 'Citizen Centricity' in every effort of capacity building.

6. Democracy, Development and Role of Civil Service

6.1 At the United Nations Millennium Summit in the year 2000, heads of Governments and States had resolved to actively work towards achieving a society which upholds human rights, fosters democracy, good governance and promotes social and economic development. The United Nations Millennium Declaration mentions that an efficient and effective Civil Service is one of the best ways to ensure that the constitutional values of equality, freedom, Justice, environmental protection and social and economic wellbeing of all citizens are respected and realised.

6.2 Democracy and good governance have assumed greater significance today as they have proved to be one of the most critical means to achieve the social, political and economic justice. Democratic societies are seen to be providing the greatest incentive to the decision makers to take care of every section of the society. The more active democracy is, the greater and more effective is the pressure on the decision makers to fulfil the aspirations of the common man. However, having in place a democratic

system may not be sufficient and strong institutions protecting democratic values are equally important to ensure protection of the rights of citizens, As the largest democracy in the world, this rebooting of civil service and the Government process can empower India to become a beacon of light to the world in HR.

6.3 A transformational change in Central Secretariat work flow processes is happening through linkage of the transformation of work culture, strengthening public institutions and adopting modern technology. Hence it is important to drive citizen centricity through a competency driven policy, which aims to assign the 'right person' to the 'right role'. Identifying the skills, attitudes and knowledge needed is a first step towards developing a fit-for-purpose civil service for the twenty-first century. Building this civil service requires a new look at the way people are managed; one that recognises that public employees are neither homogenous nor mutually interchangeable.[1]

6.4 The restructured training programme, as elaborated in previous section of linking competencies of positions in Central Secretariat to their roles will empower the officials to be ready for the future by making them more creative, constructive, imaginative, innovative, proactive, professional, progressive, energetic, enabling, transparent and technology enabled. Empowered with specific role-based competencies, the officers working in Central Secretariat will be able to contribute significantly towards the goals of respective organisations.

6.5 Mission Karmayogi has been rooted in the realisation that a citizen centric service empowered with the role specific competencies will result in citizen delight. Empowering the officials across the hierarchy while investing in their capacity building and shifting to a new paradigm where capability and performance of the official drives his career paths will significantly reform the civil services by helping everyone to realise the motto- 'Seva Parmo Dharma'. Mission Karmayogi will be the foundation of our new governance landscape and will help Civil Services of India to work together for the Nation and realise their full potential.

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Digital Learning Platform: Competency Buliding for Civil Services

5

Iqbal Dhaliwal, Siddharth Pandit

Abstract

This article is an attempt to describe an array of new technology-based avenues of quick and effective learning that have been uncovered in pandemic time in recent past and how they could be leveraged for bringing innovations in training methodology in line with i-GOT Karmayogi platform philosophy. Referring to practical experiences gathered from Institute of Secretariat Training & Management and Lal Bahadur Shastri National Academy of Administration, this article makes out a practical guide for both new and experienced faculty members alike to start their journey afresh in quest of latest means to reach out to their trainees.

1. Intorduction

1.1 One of the many lessons that Covid-19 has brought to fore is the primacy of governments in providing their citizens effective means to deal with the impact of the crisis on lives and livelihoods. As the pandemic adds new complexities to education, income, food, and health systems, it is natural to look to the biggest players in development—the central and state governments—to increase expenditure and the quality of programme implementation.

1.2 An important lever for improving public administration during and beyond the crisis is improving the quality of decisions made by officials at each level of government. The Centre recently launched Mission Karmayogi, a new initiative for civil service reforms. By providing training opportunities that map the competencies required for different jobs, this initiative has the potential to radically upgrade the management capacity of public officials, and, in turn, strengthen the capacity of the state to deliver.

1.3 Mission Karmayogi to be successful, its training courses must speak to the needs of each officer's specific job functions and must be designed with the most innovative pedagogical models available. To achieve this, a new initiative known as Creating Learning Opportunities for Public Officials (C-LOP), a partnership between Department of Personnel & Training (DoPT), the Bill and Melinda Gates Foundation, and the regional South Asia office of the Abdul Latif Jameel Poverty Action Lab (J-PAL), is working with Ministries and Departments to map the competencies required for specific jobs and match these requirements with new and existing courses from top faculty in India and abroad. CLOP will also work with government training institutes to redesign existing courses.

2. Reforming Syllabus and Training Methodologies forCivil Servents

2.1   The two most important objectives of Mission Karmayogi are the democratisation of learning—expanding the training opportunities beyond senior officials to all roles and cadres of the government—and adopting the 70-20-10 model of lifelong learning[1.]

2.2   Until the launch of Mission Karmayogi, a majority of the training opportunities were available only to senior officials based on their years of experience rather than the requirements of the role. This inadvertently, concentrated valuable knowledge and skills in the upper echelons of the government and created knowledge gaps in the officials at the frontline of service delivery. Having understood this implication, the mission seeks to redress it by opening up learning opportunities and basing them on roles (various functions performed by an official) rather than rules (seniority and cadre).Secondly, the 70-20-10 model of learning emphasizes experiential on-the-job learning (70 percent) compared to social discussion-based learning (20 percent) and formal classroom learning (10 percent). This model relies increasingly on modern learning technologies such as massive open online courses (MOOCs), consumable byte-sized videos, and just-in-time learning resources that complement at-work knowledge needs. The model encourages continuous trial and error, feedback, and communication to build new skills rapidly.

2.3   These objectives present a tremendous opportunity for the training institutes to analyse their current pedagogical frameworks. The opportunities primarily lie in:

●   **Focusing on training to achieve longer-term transformation in learning behaviors:** The training institutes are beginning to acknowledge the larger diversity in participants' learning capacities. For instance, the needs of Indian Police Service (IPS) officers may be around management and deployment of hundreds of police personnel based on local crime predictive analysis. While the needs of the Head Constables and Assistant Sub Inspectors (ASIs) who act as Investigation Officers (IOs) is around how to maintain the sanctity of the crime scene and collect forensic material, not just their "learning needs", but also the educational qualifications, language abilities, and learning styles of those two set of officers are significantly different.

●   Learning Pedagogy: Given this diversity in learning capacities, training methodologies will have to focus on the transformation of learners developing new perspectives when faced with new information. This is particularly important in adult learning since adults have more deeply ingrained mental models and consequently need a deeper level of critical reflection. Nevertheless, a larger acceptance of changing worldviews leads to better learning outcomes amongst the adults and helps them grasp new concepts and ideas quicker.

3.   The ISTM Experience

3.1   Our work with the Institute of Secretariat Training and Management (ISTM) in reframing their induction course for Assistant Section Officers (ASO) tries to incorporate both of these principles. An ASO is a critical cog in the state machinery as she meticulously documents and shares institutional knowledge. As an ASO, she is responsible for, amongst other duties, drafting responses to questions asked in the Indian Parliament, thereby maintaining lines of communication between the Parliament and the Central Secretariat. Her knowledge of laws, rules, and precedence serves as the basis for her role in formulating and monitoring implementation of policies.

3.2   However, as she carries forth her duties, she often finds herself limited by her existing skills and feels the need to learn new ones or re-refamiliarise herself with previously developed ones in order to be more efficient. DoPT has increased the duration of the training program from just eleven (11) weeks to two years to address this need for ongoing training opportunities. In this extended time, the ASO will be able to gain skills and perspectives in task-oriented problem solving. Importantly, she will acquire the skills of communicative learning, which focuses on strengthening strategies related to giving and receiving reflective feedback to improve one's own learning.

3.3   This revamp in learning requires the identification of functional, behavioral, and domain competencies that each ASO needs. Corresponding courses, on-the-job training, field visits, and blended curriculum are conducted at ISTM and other Institutes over the two-year period. C-LOP has collaborated with ISTM to leverage the updated curriculum and pedagogy, bringing it in line with the new requirements. For an ASO, this new approach to training will allow access to resources those necessary to complete tasks efficiently and effectively

4.   Redesigning curriculum to blend online and classroom learning:

4.1   The experiential learning model has significantly benefited from the availability of technology platforms built for online learning. Globally, academic institutions have developed their own platforms (including MIT, Harvard, and the London School of Economics, to name a few top universities) or have partnered with third-party providers (EdX, Coursera, Unacademy, Khan Academy, and others) for their online course offerings. With the majority of campuses being closed due to the ongoing Covid-19 crisis, the adoption of online learning has sped up significantly.

4.2   Fortuitously, Mission Karmayogi has supported the Central and State training institutes' efforts to re-structure their content with the goal of moving some of it online. The online curriculum should offer opportunities to practice new skills by introducing challenges through quizzes and games, build bite-sized mobile-friendly modules, and, most importantly, continue to deliver formal training.

4.3   Understanding these challenges, the C-LOP team at J-PAL South Asia partnered with the Lal Bahadur Shastri National Academy of Administration (LBSNAA). Building on an almost decade long partnership between LBSNAA and J-PAL on training of senior civil servants in "evidence informed policymaking", this new initiative will pilot the transition of LBSNAA's pre-foundation course to a blended model for the 2020 incoming batch of civil servants. We worked with faculty at LBSNAA through workshops and webinars to ideate with them through this transition. Our work focused on:

• How to navigate the content quality framework requirements for the iGOT Karmayogi platform? This enabled the faculty to visualise the content structure in the progressive hierarchy of resources, modules, courses, and program offerings. The faculty was introduced to the Watch-Think-Do-Explore-Test model of learning. This improved their understanding of conducting learning assessments for the trainees.

• Offering operational support to move LBSNAA's content online. Through collaboration with the J-PAL Global Education team, we focused on planning the course launch (structuring the course development team, measuring student learning, and improving effectiveness of online learning innovations), creating the online course (building lecture and exercise segments, finalizing course details, and beta testing), and running the online course (teaching assistance, proctored examinations, and learner analytics).

4.4   LBSNAA faculty has successfully developed their pre-foundation course to be offered online to all incoming civil servants. This online course will be mandatory for the trainees before they join the classroom common foundation training. It will introduce them to the basic foundational concepts in Law, Economics, Indian History, Culture, Management and Behavioural Sciences, and Information Communications and Technology.

4.5   The goal of this blended learning model is to free up time during classroom training for engaged discussions about new perspectives from peers, critical debates about the readings, and group discussions and activities. Importantly, the LBSNAA pilot will serve as the first proof of blended training from a government training institution.

5.   Introducing New Curriculum about Emerging Issues

5.1   The role of the civil servant has undergone a significant change since independence. The public administration machinery during the initial post-independence decades emphasized political and social stability, which was an immediate need for a country that had experienced a freedom struggle and a violent partition. The 1990s and 2000s saw the focus move to economic stability and high economic growth through liberalisation and the technology boom. This influx of technology and the rapidly decreasing costs of smartphones and communication networks gave citizens

unfettered access to global information resources, helping to accelerate knowledge and service-based economic development for the burgeoning Indian middle class.

5.2 Yet, in the past decade, accompanying this growth was also a rise in systemic issues that manifested themselves in unequal human development, especially in the global south. This was particularly seen in slower outcomes in health, housing, sanitation, education, gender equality, climate change, pollution, and sustainability. These failures have intergenerational impacts, and the framework of the Millennium Development Goals (MDGs) and Sustainable Development Goals (SDGs) were formulated in the 2000s to overcome these adverse impacts. Given these interlinkages, a civil servant of today must deliver on economic development as promised by the political economy and expected by the citizens, while also harmonizing longer-term sustainability goals. This requires a deep understanding of emerging issues in development, and thus necessitates rapid strengthening of the state's capacity to deliver on the high and rising aspirations of its citizens and polity. This in turn requires building a network of training providers and bringing knowledge to the fingertips of civil servants. This is the key goal of Mission Karmayogi.

6. MicroMasters Programme – A New Opening

6.1 Since its inception in 2003, J-PAL has been working with national and state governments all over the globe to reduce poverty by ensuring that policies are based on scientific evidence. A key part of this work is building the capacity of implementers, policymakers, and researchers to become better producers and users of evidence. We do this through university-level open online courses and in-person training programs, with a focus on equipping learners with skills in data analysis and economics to assess the effectiveness of social programs.

6.2 The Data, Economics and Development Policy (DEDP) MicroMasters program is one such success story of the partnership between DoPT, J-PAL, and Massachusetts Institute of Technology (MIT). The courses in the DEDP MicroMasters program are taught by faculty from MIT's Economics Department and are based on the exact courses they teach on campus in MIT's in-person classes. The courses are taught online, offering learners everywhere a world-class learning experience. Through a series of six online courses and proctored exams, learners gain a strong foundation in microeconomics, development economics, and probability and statistics, while engaging with cutting-edge research in the field.

6.3 DoPT first engaged with J-PAL to offer the DEDP MicroMasters program to civil servants in 2019. The partnership removed barriers for enrollment and payment, facilitating DoPT officers' adoption of the MicroMasters courses. Since then, approximately 280 government officers at both central and state levels have passed at least one DEDP MicroMasters course, and the number of enrolled officers are increasing each term. The feedback from the civil servants is very positive. Learners found the Micromasters courses intellectually stimulating, well-structured, and informative. In addition, learners commend the quality of the course material

and believe that it will help them in their service. Finally, multiple learners have mentioned that the course has enhanced their understanding of public policy, particularly evidence-based policymaking, and said that it will significantly improve the ways they approach social problems and find solutions, J-PAL has similarly developed other online courses that cover topics such as measurement and survey design, evaluating social programs, addressing health challenges in Africa, and measuring health outcomes in field surveys. We have seen an increasing number of public servants benefit from these courses, including approximately 160 learners enrolled from the Indian government in 2020.

6.4 Based on this experience, C-LOP will continue to identify course offerings globally and bring them onboard the iGOT platform to mainstream global emerging issues within the capacity building framework of Mission Karmayogi.

7. Leveraging Technology to Achieve Impact for Capacity Building

7.1 With an objective of upgrading execution capacities of 20 million government officials, Mission Karmayogi is clearly intending to bring a transformation to the entire government machinery and therefore achieve an impact leading to framework change[1]. This will necessitate breaking down and rearranging current workflows and structures that act as barriers to capacity building. The transition from rules-based to role-based capacity building is one such example.

7.2 Technology provides a quicker way to achieve this process through visualization and systems mapping of the structures, processes, frictions, and decision flows within an ecosystem. It allows for rapid and iterative ideation by enabling quicker connections between people (irrespective of distance) and, therefore, drives innovation for achieving larger impact. By choosing to use technology as the solutioning space for capacity building, Mission Karmayogi can be resilient especially during challenging times such as Covid-19 shutdowns. Other complementary instruments (including the Prime Minister's Human Resources Council, the Capacity Building Commission, etc.) will put people at the center of this new ecosystem.

7.3 Underlying the technology is the use of artificial intelligence (AI) that is already enabling lifelong learning solutions such as global MOOCs. The engagement of the participants on a digital platform should provide key analytics to help customize the course offerings to each user. The diversity of the users and their learning capabilities makes it crucial for this customization to work efficiently, guiding the course providers in making targeted recommendations and improving the user learning experience. Still, early adopters will have to drive the utility of AI by giving constant feedback for improvement, consequently casting the net wider to reach a larger number of government officials. The ideation process for Mission Karmayogi and the role for iGOT Karmayogi platform acknowledged these possibilities. The iGOT platform is now envisioned as a solutioning space that services multiple stakeholders (ranging from training providers to individual learners to government agencies and human resources-HR managers) by mapping competencies to the

available trainings both in demand and supply. The nature of the services depends on the role of the stakeholder: for example, the HR managers will want to know the competencies acquired by specific individuals they oversee, while training providers will want to know aggregated anonymized data about demands for specific competencies to tailor their offerings and price them accordingly.

7.5 The C-LOP team has been working with the senior leadership at DoPT to develop these analytical tools to build the AI underlying the iGOT platform. Once fully functional, the AI will drive the FRACing process[2] - the mapping of all positions, roles, activities, and competencies of all 20 million government officials. FRAC stands for Framework of Roles, Activities and Competencies and has been discussed elaborately in previous article of this journal. The power of AI to mine datasets and deduce information will help expedite this mapping of all government officials in India. This mapping will further enable matching of competencies to trainings offered globally. The various ministries will be able to benchmark their own capacity building performance against other mnistries by looking at scoring metrics built from analytical data of user engagement, learning, and assessments. An annual capacity building planning exercise becomes administratively and operationally simpler with access to this data.

7.6 These data sets will be both individualized and aggregated, and will then be represented in competency passbooks (banking equivalent of account statements). These insights are just the first step in an evolving journey of continuous improvement of this model, enabled by technology. The insights will drive personalized feedback on learning and assessments, collective feedback on institutional capacities, and pricing feedback from the impact of the courses. All stakeholders will therefore be guided throughout their journey on the iGOT Karmayogi platform.

7.7 Assimilating this data through traditional methods would have slowed down government reform and minimized impact. The importance of the innovations this data allows are especially highlighted by the Covid-19 pandemic, which has challenged governments to deploy new technology and train thousands of frontline workers. Meanwhile, this crisis has also demonstrated an appetite for online learning; Mission Karmayogi has rightly tapped into this trend and set up a broader vision for iGOT than seen through traditional MOOCs or other online learning platforms.

8. Developing Communities of Learning and Partnerships

8.1 Mission Karmayogi aims to develop an ecosystem for decision making, an ecosystem that will include government officials from all levels of government. The federal nature of governance in India implies a big role for state governments as equal partners to the central government in policy formulation and implementation. Therefore, building peer learning relationships amongst the government officials at state and local levels within the ecosystem is as important to that of government officials at the central level.

8.2 State governments in India have the responsibility to not only create and implement state-level policies, but also to implement all policies conceived and funded by the central government. In doing so, the state officials play a critical role in advancing evidence-based policymaking. State governments need support to improve their capacities in the various facets of policymaking such as stakeholder engagement, data collection, initiating pilots, and mainstreaming successes through implementing innovative policies. Concurrently, the social sector organizations in India (organizations such as non-government, community-based, think tanks, social impact, donor agencies, etc.) have rapidly acquired these skills. These organizations recognize the need to also broaden their mandate beyond direct service delivery and work with the government to achieve outcomes on the ground and at scale.

8.3 There are two main challenges to overcome in these relationships:

• First, the procurement rules (both at central and state levels) have traditionally been formulated to procure goods and materials for infrastructure development and consulting or management services to manage the development. Therefore, the possibility of setting up such knowledge exchange networks is constrained.

• Second, the language spoken by these two sides can be divergent and must be merged by working collaboratively. For instance, a problem of waste management can evoke responses including setting up dumping grounds for treating waste, setting up waste collection points and community bins, segregating dry and wet waste at household levels, providing health insurance, or providing housing to frontline workers in waste management.

8.4 Setting up broad-based institutional partnerships through a Memorandum of Understanding (MOU) is an innovation in building communities of practice and learning. These communities include government agencies, implementers, advisors, and knowledge partners. J-PAL South Asia is also a stakeholder in these partnerships both at central levels (through our partnership with the Development, Monitoring, and Evaluation Office at Niti Aayog) and state levels (through our partnerships in Tamil Nadu and Odisha).

8.5 J-PAL has a number of such partnerships including with Governments of Gujarat and Tamil Nadu. In Gujarat we have been working, since 2009, with the Gujarat State Pollution Control Board (GPCB) under the ambit of a broader MoU signed with the state under the leadership of then Chief Minister Shri Narendra Modi. The program aims to reform the audit process of the polluting industries. Collectively, we devised an intervention and collected evidence demonstrating the relationship between the necessity of hiring independent auditors (auditors that are not paid by the polluting industrial firms being audited) and improved response to more accurate audits by decreasing pollution. Similarly, in Tamil Nadu, since 2014 we have been working to support the government capacity in collecting, managing, and using data as evidence in policy formulation and to enable the transition to

digital data. Close collaboration on developing rigorous evaluation methodologies, sampling strategies, diagnostic analysis and logical frameworks have helped improve their understanding of the nuanced challenges of early childhood education and nutrition. This prompted the government to identify a need to strengthen an existing program delivered through the Integrated Child Development Services (ICDS) scheme, which eventually led to an evaluation focused specifically on government priorities related to ICDS.

8.6   Multiplying these partnerships and setting up hubs of learning and solutioning both by geography (regional) and domain (housing, gender, climate change, sanitation, labor markets, etc.) is key to diffusing the knowledge through the government agencies rapidly. These hubs will need to be connected within a joint learning network to bring together practitioners and policy makers and bridge the gap between theory and practice. Such an arrangement, if replicated on the technology platform, should incorporate the potential for:

●   Networking: Enable officials to discover others in the government who may be in a position to help solve a problem, given their past experiences, identified competencies, and contributions to previous discussions on the platform.

●   Discussion: Provide officials with an opportunity to benefit from insights from previous discussions and to trigger new conversations around particular queries. The mechanisms can be workshops, training courses, learning exchanges, virtual dialogues, and trips to provide in-person immersion in or exposure to a specific context.

8.8   The ability to provide such platforms for interactions and the intensity of these interactions will help officials to prioritize, shape, and experiment with ideas and complement on-the-ground experience. The 20 in the 70-20-10 model implies 20 percent of learning comes from collaborating with diverse perspectives. Our experience shows that developing communities of learning and practice will build institutional knowledge and enable the full impact of capacity building.

9.   Building on Mission Karmayogi

9.1   The true transformative potential of the Mission Karmayogi initiative can be fully realized when officials across all levels of bureaucracy who take advantage of the online learning platforms are also able to apply their newly acquired skills. We know from our experience with customized capacity building with our state government partners that knowledge transfer is most effective when combined with live examples. Demonstration and learning by doing greatly enhance adoption and change in practice and behavior. Therefore, leveraging opportunities by officials to integrate evidence into their everyday work will translate into better policy outcomes and decision making.

9.2   One great opportunity for the strengthened bureaucracy is to leverage the vast

volumes of administrative data being generated by the increasing technology and digitization processes adopted by governments. Conscious use of such data by applying data analysis and interpretation capabilities will help better diagnose challenges and gaps in programme implementation. It can then also be used for two important challenges to state capacity: First to better monitor programs in real time, and in an objective way so as to improve the delivery of services and reduce leakages. And second, to motivate better design, piloting, testing and scaling of innovations to improve both the effectiveness of government programs, and their implementation.

9.3 For instance, health insurance transaction records under the Ayushman Bharat Program can be harnessed to understand gaps in utilization by various socio-economic groups, instances of hospital fraud, design and test solutions to improve health outcomes and reduce out-of-pocket expenditures. A capable bureaucracy will have the in-house expertise or ability to meaningfully leverage partnerships with external organizations for more scientific decision-making.

References

1. Lombardo and Eichinger,1996; The 70-20-10 model is based on the principle that: 70% of learning comes from experience, experiment and reflection; 20% is derived from working with others; and 10% comes from formal intervention and planned learning solutions.

2. The Framework of Roles, Activities, and Competencies (FRAC) and everything else of FRACing is a comprehensive document developed jointly by the C-LOP team and BMGF detailing the process and its guiding principles.

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Content Framework on iGOT Platform

6

Rahul Singh &
Pandey Rakesh

Abstract

This article attempts to provide guidance and standards for the development of online learning products for iGOT Karmayogi. It is a guide for the learning community including CTIs, ATIs, content providers/external vendors, reviewers, learning managers and staff working or interested in creating online learning programmes, that can be used to guide the development and implementation of competency-based products (CBPs); review online competency-based products (CBPs) being developed on the platform; integrate cultural diversity and a gender perspective in all areas of online learning programmes; and produce accessible digital content that all learners, regard less of disabilities, are able to navigate, understand and interact with. The framework under discussion is based on instructional design methods for developing and delivering learning programmes that seek to change behaviour and improve performance.

1.   Introduction

1.1   Content is arguably the most important component of the iGOT Karmayogi platform and will play a critical role in the success of Mission *Karmayogi*. To drive adoption, iGOT Karmayogi will have to ensure that the content onboarded is not only engaging but is also of very high quality such that there is substantial impact on the competency level enhancement of learners. Thus, learner-centred, action-oriented and transformative content will be onboarded on the platform. iGOT Karmayogi would need to cater the diverse learning needs, preferences, and interests of a variety of 21st century learners, and will be sufficiently exhaustive to cover the learning needs of the civil services – both for their professional development and personal learning interests – instilling in them the attitudes, skills and knowledge to enable a more sustainable and just society for all.

2.   Types of content

2.1   The types of content that will be onboarded on the platform will be guided by two broad dimensions:

2.1.1   Learning urgency and

2.1.2   Learning model.

2.2   With regards to learning urgency, content will be trifurcated into mandatory learnings, recommended learnings, and open courses:

2.2.1   Mandatory learnings will be specifically targeted to the competency

requirements of a role and will be decided by the manager of the individual learner.

2.2.2   Recommended learnings will include courses, modules and items that will help individuals progress in their career, build expertise and specialisation and/ or meet their professional and personal aspirations. These trainings may be recommended by a manager and targeted to a competency or algorithmically determined by iGOT Karmayogi based on the learner's profile, learning history, learning goals etc.

2.2.3   Lastly, open courses will also be available on the platform and will allow learners to expand their knowledge and skills in an area of personal interest.

2.3   With regards to a learning model, content may be created for face-to-face classroom-based learning, face-to-face flipped learning, online remote classrooms, online courses, and blended courses.

3.   Content lifecycle

3.1   To create a repository of content that is engaging and personal, it is essential to operationalise the content supply chain and empower all relevant stakeholders. A summary of the key steps in the content lifecycle on iGOT Karmayogi are described below:

3.1.1   Discovery and identification of learning needs and gaps

As we move from a rule based to role-based organisation, the learning needs of an individual will be strongly driven based on the competency requirement. As a first step, identification of learning needs may be carried out in the relevant Ministry, Department or organisations (MDO) through the FRACing process in conjugation with the current competency level of individuals. The gap between the required and current competency will guide the MDOs towards required competency building and hence the learning intervention required. Examining the context of the learning programme and determining its suitability, feasibility and scalability will be assessed in this step.

3.2.1   Content Creation and Sourcing

Content sourcing will rely on multiple channels of curated content including in sourcing, procurement of ready to use or white labelled content and bespoke content development, fit for purpose through engagement of specialist agencies. Subject Matter Expert (SME) may be identified to support with content development and learning goals identification.

3.2.2   Content Validation

At this step, it will be ensured that the content onboarded on the platform is appropriate, has high quality, is devoid of plagiarism, drives learning and engagement and is accessible for diverse users. Further sections in this document will detail out the different aspects of content validation and process to be followed in iGOT.

3.2 Content Enhancement and Impact Scores: The content on the platform will be regularly updated (at-least once every six-month or whenever there is a change in the content) to ensure accuracy, validity and relevancy. Impact scores on the platform will also reveal the need, if any, to update content. The score is an indicator of how impactful a course is for gaining a competency and is determined by assessing the success rate of competency progressions made by all individuals who have completed the said course

The efficacy of content or courses on the platform must be ensured at every step and needs to be monitored. To ensure that high-quality content is onboarded which is learner-centric, action-oriented and transformative, as well as significantly improves the competency levels of learners, a content framework and quality assurance framework has been defined.

4. Content Framework

4.1 After rigorous analysis of transformative practices in the industry, the following salient points have been identified to keep in mind when analysing or creating content:

4.1.1 The competencies that the content seeks to service may be called out at the very beginning of the content creation process;

4.1.2 Learning outcomes may be established at the outset of each course and module. There may be a strong correlation between learning outcomes and competency requirements;

4.1.3 Content that will be available on the platform will be consumed by diverse audience. Hence any content that is made available on platform may be inclusive, gender transformative, and free of bias;

4.1.4 All content being created, used and maintained on iGOT platform may be accessible to people with disabilities and may adhere to accessibility standards. Further details are provided in subsequent sub-sections;

4.1.5 Content being onboarded on platform may be the own work of content provider and free of plagiarism. There may be no copyright violation within the material being used to develop content (images, content etc.). Appropriate credits and referencing needs to be mentioned as applicable;

4.1.6 Style guidelines may be established for a uniform look-and-feel for the ease of users, including:

– Catching the reader's attention with a relevant and inviting headline;

– Breaking content into byte-sized learning modules which are ideally not more than 10 minutes long;

–   Using animations, images and eye-catching formatting to make content attractive.

–   Deconstructing research and content into a naturally flowing, cohesive story; and

–   Making content as interactive as possible.

4.1.7   Language may be simple and easy to understand to respect diverse users; and

4.1.8   Assessments may test users on each learning outcome covered in the course.

5. Watch–Think–Do–Explore–Test (WTDET) Model

5.1   Based on global transformative practices, iGOT Karmayogi will be adopting the Watch-Think-Do-Explore-Test model.

5.1.1   Watch: Content provider may follow a micro-learning approach to content development. Educational materials may be as relevant and concise as possible. Learning activities may not present information through lengthy videos/ presentations/ documents, which are harder to retain and complete, but rather through shorter bytes of content that can enable learners to absorb more information without feeling overwhelmed. Thus, modules with short byte-sized videos or animation/ infographics can help convey the concepts as per the learning outcomes. also cater to a variety of learning styles and follow adult learning principles.

Following may be kept in mind while developing the content:

–   Use micro-learning (byte/snack sized content of not more than 5-7 minutes long)

–   Formulate learning objectives from the learner's perspective and clearly call out the learning objective at the beginning of any module

   –   Ensure learning activity laid out articulate the knowledge and skills learners may acquire by the end of the learning activity

Based on the type of content, predominant elements have also been suggested. A variety of visual materials can be utilised (e.g. illustrations, videos, infographics, flowcharts, etc.). Note that these are simply suggestions for the content curator and may be modified as per the requirement.)

5.1.2   **Think**: A reflection quiz to promote higher order thinking. This may ideally be 3-5 questions but can vary depending on the topic. While designing this, the content curator may include simple questions that encourage critical thinking and reasoning skills, **avoiding mechanical repetition** (rote learning). These questions may also encourage students to reflect on the concepts presented and internalise them. The 'Think' resource is a reinforcement quiz with diagnostic feedback.

5.1.3   **Do**: Scenario-based questions or simulation-based interactivities that are action-oriented to test application. In action-oriented learning, learners engage in action and reflect on their experiences in terms of the intended learning process. It is suggested to employ context-relevant scenarios followed up with slightly complex questions. Learners will answer 3 to 5 questions (which may be more or less depending on the topic) based on these scenarios to practice and apply their learning. These scenario-based questions may reflect real-life situations and help learners realize the impact of learning on their performance.

5.1.4   **Explore**: Additional resource links for self-directed learning. Consider creating self-learning resources to make key information available to the learners to enhance their learning. Resources may be the following:

   –   Readily available and easily accessible to learners after they have completed the course.

   –   Familiarise learners with other easily available resources that can be referred to at any point in time.

   –   Easy-to-understand short guides, factsheets, checklists, job aids, infographics, FAQs, and tips, amongst others, are some of the different types of resources that can be uploaded for learners to download.

5.15   **Test**: Every course may have a graded assessment including a randomised, pre-determined set of questions from a pool (i.e. question bank). Assessments may reflect real-life situations and encourage learners to apply their learning. Every test may have a minimum passing criterion laid out in advance and communicated to learners before the start of quiz. In case the learner is unable to 'pass' the test, the course may be marked as incomplete and the system may prompt the user to retake the course/lessons along with test. Below are salient

points to keep in mind when developing 'Test' material:

- For objective questions, MCQs are a well-suited format. On iGOT, the system will allow faculty to input correct answers beforehand, which will enable the automatic scoring of the questions.

- For subjective questions, multiple types of assessments can be used: by self, instructor, and/or peers. These can vary from finger exercises to final assessments:

  – Finger exercises are designed to help learners digest concepts. These can be interspersed within the course itself and can be graded or left unassessed. If instructors would like finger exercises to be graded, subjective finger exercises can be graded through either self-assessment or peer assessment.

  – Final assessments which contain subjective questions can be graded by faculty.

Concept based Discusses existing knowledge or ideas	Process based Describes how a process/system functions	Procedure based Discusses sequence of steps to solve a problem or accomplish a task	Guideline based Discusses rules that guide actions or protocol
Watch Dig Deeper			
Predominant Elements Graphic elements, Static content **Enabling Elements** Illustration, stock image/videos, sketch-notes, typography, VO, cc	**Predominant Elements** Process demo video with VO and CC **Enabling Elements** Infographics, flowcharts	**Predominant Elements** Procedure video, VO, CC **Enabling elements** Flowchart, illustration, typography	**Predominant Elements** Infographics **Enabling Elements** illustrations, sketch-notes, typography, VO, cc

6. Benefits of the proposed framework

The WTDET methodology:

- Inspires higher-order thinking

- Prioritises experiential learning (to drive positive change in the learner);

- Supports self-paced and on-the-go learning (respects the learners' time);

- Includes inclusive design philosophy (effectively tackles the various needs of diverse learners); and

- Inculcates human-centred problem-solving skills (focusing on understanding a problem from the perspective of the person experiencing it).

Further, the content creators may ask themselves these questions while creating a course:

–   Is the course empathic towards who the learner is and what motivates them?

–   Does the course effectively suit the needs of and is easy to understand for a variety of diverse learners (with different learning styles)?

–   Is the content itself inclusive? Is it gender-, religion-, and caste-neutral?

–   Does the content promote sustainable development?

–   Are there enough real-life examples within the course to help the learner relate to and engage with the content effectively?

The Human-Centred Design Process

7.1 A learner's journey on iGOT keeps human-centred design as a core design principle. Thus, when designing content for the platform, content creators must also adopt human-centred design principles. This process must include:

7.1.1   **Empathy towards the learner**: What will interest the learner most about the course, and what will motivate them to complete their learning journey?

7.1.2   **Feedback-driven alterations**: What has been the learners' feedback? I.e. what are the best aspects of the course, which aspects require improvement, and how may this feedback be incorporated?

7.1.3   **Diversity of learners must be respected**: Who are the different types of learners, who will access this course, and does the course respond effectively to these diverse learning needs?

7.1.4   **Relatability is crucial**: Does the course include simple, conversational language to help learners understand effectively, and are the examples, visuals and scenarios relatable to the learners?

8.   Diversity and Inclusion

8.1 Whether designing a product, intervention, or content, embedding the concepts of diversity and inclusion, alongside sustainable development, may be of utmost importance. Rather than paying lip-service to these key concepts, they must be integrated within the content on iGOT.

8.2 Inclusive content is two-fold:

8.2.1   It anticipates the varied needs of learners and aims to ensure that all learners have equal access to the content i.e. it takes into account the diversity of learners (including learners with disabilities, learners whose native language is not English, learners with technical issues such as low bandwidth internet or no access to audio, etc.); and

8.2.2   The content itself is inclusive (i.e. gender-, religion-, and caste-neutral), and does not harm the sentiments of any group.

8.3   Diversity of learners: people with disabilities

8.3.1   As a platform, iGOT expects the content developed to be accessible to everyone, regardless of any limitation they may have. Web accessibility means ensuring that websites, online content, applications, and platforms are usable for people of all abilities. It can benefit all users, making it easier for them to navigate and interact with online content.

8.3.2   Web accessibility becomes especially important for learners with disabilities. Disabilities can be visual, auditory, physical, speech-related, cognitive, learning, or neurological. While it is easy to imagine how certain disabilities affect accessibility – for example, someone with a visual impediment may require a voiceover for static content – others are less obvious and still require accommodation. For example, a learner who is colour-blind will require content designers to take into consideration various colour combinations.

8.3.3   "Training for All" is the vision for iGOT Karmayogi. In pursuance of this vision, iGOT strives to achieve the abovementioned accessibility standards, and make both its platform and content accessible to all learners. Although many of the above-mentioned points are more relevant to the platform-developing team, content creators are also required to look through and adhere to the accessibility guidelines put forward by W3C. All content needs to evaluated on following parameters to check for web accessibility:

–   **Usage of Colours:** When creating content, appropriate colour combinations are essential to ensure that all learners can see the content easily. Because red-green colour blindness is the most common, designers may avoid using red and green together. If it is necessary for a visual to be red and green, designers may use a lighter green and darker red to help colour-blind learners distinguish between the two colours.

–   **Accessible documents:** Record audio narrations for all online training content that is text heavy. Learners who are visually impaired can listen to the key takeaways instead of reading along. When using images and tables, use descriptive text or alt text – embed this in the document containing the image or table. Use PDFs that have been saved as searchable text, not images. It is recommended to use built-in tools such as headings, lists and styles to organize the content following a logical order and to make it easier for screen readers to read your documents.

–   **Fonts:** Font size is important. Bigger is better. Keep your text large, a minimum of 12-point size depending on the font style. Keep a track of the fonts being used. For instance, using the Sans-family fonts is recommended to make the

text readable for those with dyslexia (Please refer to W3C for appropriate fonts that may be used). When emphasising text, try to avoid using italics. This distorts the letter and throws off patterns, making things harder to read. When you need to add emphasis to a section, try using a bold font instead. Also, it is recommended to avoid blinking or moving text.

– **Language:** A diverse range of learners also means learners who speak a multitude of languages – learners whose native language may not be the language of the content uploaded. In the best-case scenario, all content and material may be published in all official languages as laid out in the Constitution of India. If, however, this is not possible, then English subtitles may be provided (if the video itself is not in English). Use spell checker to ensure grammar and spellings are correct.

– **Hyperlinks:** Avoid hyperlinks wherever possible, instead use buttons for ease of users. When used, hyperlinks and buttons may be named according to content they are linking to. Avoid using links such as "Click here", "Know more" etc.

– **Multimedia:** Multimedia in form of audio and video files are important components of e-learning. Any multimedia used as part of e-learning may have an accompanied transcript that may also be downloadable. Provide "alt text" when graphical elements (photos, infographics, charts, etc.) convey key information. Drop-down menus can be difficult, if not impossible, to navigate for users with mobility impairments, so it is recommended to avoid using them. While eLearning interactivity is a great way to engage your learners, you may try to avoid complex interactions when developing accessible eLearning material. Learners with poor motor skills may not appreciate, for instance, intense drag-and-drop interactions. Interactive elements may be designed as simply as possible.

– **Navigation:** It is essential that all content can be read by screen reader. Use semantic HTML code to make it easy for screen readers to understand. Semantic HTML or semantic markup requires using appropriate and correct HTML elements and tagging to identify content and enforce hierarchy. (e.g. headings <h1>, <h2>, button <button>, numbered lists or ordered lists <ol>, bulleted lists or unordered lists <ul>, etc). Include "Skip Navigation" and "Back to Top" links as they are commands often used by learners with visual impairment

8.4 Inclusive content

8.4.1　Other than considering the diversity of learners, the content uploaded itself must be inclusive. The issue of how to represent gender, religion, and caste in content to be uploaded on the platform is an important consideration as it will reflect the overall culture and values of the government. It is therefore essential

that the content developed is inclusive, free of bias, and gender-, religion- and caste-neutral.

8.4.2   Portraying a greater percentage of women in eLearning, though, is not the wholesome solution of authentic gender representation. It's also worth asking some tough questions about *how* women are portrayed. Are women being portrayed in only supporting roles, or needing help, while men are in positions of authority and/or providing expertise. It is not only about having characters who are female but also the role that they are playing in the learning. So, what do we do while developing the e-learning content? Some of the approaches that are widely used across industry are listed below:

–   If it is felt e-learning content will reveal biases one way or another, remove gender from the design of characters altogether

–   Write characters in authentic situations, name them only with an initial, and then once the storyboards are complete, use a random name generator to decide which ones are male, female or transgender

–   Use gender neutral pronouns (they/them)

8.4.3   It is important to not only look at the gender specific semantics being used within the course but also to look the content of the course itself from a gender lens. Any course being developed from a gender lens can be subdivided into following category

–   **Gender Unintentional:** Content devised do not recognise impact of gender on the problem being addressed through the course. It does not integrate a gender lens in the proposed approach, or target gender gaps.

–   **Gender Intentional:** Course itself is designed in a way to reduce gender gaps.

–   **Gender Transformative:** Course is designed to transform gender power relations and/or reduce gender gaps in agency over resources.

9. Sustainable Development (SD)

9.1   The target audience of iGOT Karmayogi are government officials who develop policies and framework for the nation. Hence, it becomes important that all courses being uploaded on the platform is looked from a sustainable development lens. These officials need to not only look at solution to problems and policies being developed from a current perspective lens but also based on the understanding that what we do today can have implications on the lives of people and the planet in future. It is about including sustainable development issues, such as climate change and biodiversity into teaching and learning. Individuals are encouraged to be responsible actors who resolve challenges, respect cultural diversity and contribute to creating a more sustainable world.

9.2 Taking reference from Education for Sustainability Development (ESD) toolkit, the course needs to be assessed under following categories:

9.2.1   Environmental Sustainability

9.2.2   Sustainable consumption & production

9.2.3   Propagate Peace & Nonviolence

9.2.4   Human rights

9.2.5   Human Survival & well-being

9.2.6   Culture diversity & Tolerance

10. Content Appropriateness & Copyright

10.1 For content to be uploaded on the platform, it is essential that it is appropriate for all learners and is not offensive or hurt their sentiments. Hence it is essential to take care of following components:

- Content does not contain hate speech, abuse, violence and profanity

- There is no sexual content, nudity or vulgarity in the course being developed

- There is no defamation of any institution or individual as part of the course

- Is appropriate for all users on the platform and do not hurt sentiments of any caste, religion or gender

- Content has ensured that all maps, borders and historical figures have been appropriately & accurately represented

- All content providers must provide an undertaking for all the course being uploaded that they have adhered to these content appropriateness guidelines

10.2   Originality:

10.2.1   All content being onboarded on the platform may be original and devoid of Plagiarism. If the content is copyright material, the content provider may own the copyright of the same. There may be no copyright infringement.

- Appropriate references and credit may be provided for content that has been borrowed from other sources

- When using photos or videos of people, have them sign a personal release agreement

- Provide a list of all references used at the end of the learning activity

For all content being onboarded on platform content providers will be required to take a plagiarism test on a credible website, some of which are listed below and produce a plagiarism-free certificate. The storyboard/transcript of the content would need to be checked through any useful and tested software.

Criticality of Competencies in Meeting Objectives of Mission Karmayogi

7

Avantika Dhingra and Nitika Jain

Abstract

Competency is the fulcrum of capacity building. This article tries to establish this fact in different angles and describe its criticality in Mission Karmayogi. This is a very useful read for anyone to understand what is meant by a competency in civil service arena and how a well-developed competency can bring change in the quality of service delivery which is key to good governance maximisation.

1. Context

1.1 The dynamic nature of issues plaguing society today has forced the system to review the capacity required to address some of these needs, thereby expanding the traditional role of public officials. The changing role of the public services also means that the traditional training approach of *one-size-fits-all* would slowly need to become redundant, paving way for a more systematic needs-based approach to building capacity in the system.

1.2 Traditional methods of capacity building, while effective to some extent, continue to face a number of shortcomings, including:

- Resource-intensive training models: Traditional training methods focus disproportionately on the cascade model, thus leading to transmission loss in knowledge as well as application. Cascade models also rely heavily on the individual capacity of human resources to provide high quality training through the hierarchy.

- Not targeted toward specific skills: Training modules are often not linked to clearly identified gaps in the skills and knowledge needed to perform a particular role. Traditional training is often more broad based and lacks the articulation of a specific skill that is being targeted.

- Fewer opportunities to learn asynchronously: Flexibility to consume the relevant content on a day and at a pace most feasible to a trainee is not generally accounted for.

- Uncoordinated training across Ministries, Departments, and Organisations (MDOs): There is currently no systematic way of combining efforts and accessing the most relevant training material across MDOs. Post training support systems and refreshers are also often erratic and not standardised.

1.3 Mission Karmayogi has been launched as a response to address some of these challenges through:

- Desiloisation: Mission Karmyogi aims to break through the existing construct of working within individually assigned Ministries, grades and allocated work. It aims to unify capacity building efforts across MDOs through the establishment of a standardised system. It also aims to make available the best in class standardised training material across all MDOs mapped to the needs of individual officials.

- Rule to role based: Mission Karmayogi aims to fundamentally transit to a system that puts the individuals' 'role' at the centre of all capacity building activities. The platform aims to establish a systematic process to define and map competencies required to perform in a particular role - making it central to the process of capacity building.

- Harmonising capacity building: Mission Karmayogi aims to put in place policies and structures that synchronise efforts for building capacity across the board.

- Link goal setting, planning and achievement: Mission Karmayogi aims to put in place mechanisms for continuous performance analysis that will enable data-driven goal setting and real time monitoring. The iGOT Karmayogi platform focuses on measuring improvement in performance in a systematic manner, and keeping that at the forefront for role allocation, promotions and peer recognition.

2. Competencies – the Cornerstone of Meeting Objectives

2.1 Competencies can be defined as a combination of attitudes, skills and knowledge that enable an individual to perform a task or activity successfully in a given job. There are three types of competencies: behavioural, domain and functional.

2.2 Behavioural competencies are a set of benchmarked behaviours that have been observed among a range of high performers. These capture competencies displayed (or observed/ felt) by these individuals across a range of positions, roles and activities within the MDO. These competencies also describe the key values and strengths that help an official perform effectively in a range of roles.

2.3 Domain competencies are shared by a 'family' of related positions that have common roles and activities, and form a logical career path. These competencies are defined for a specific MDO (for example, the Ministry of Personnel or the Department of Biotechnology). Domain competency requirements may be concentrated in one specific MDO but that does not mean that others will not need them.

2.4 Finally, functional competencies are common among many domains, cutting across MDOs, as well as roles and activities. For example, project management, budgeting, communication etc. are required for many roles across many MDOs.

2.5 To understand the role of competencies in meeting objectives of Mission Karmayogi, let's start with a use-case:

Anjali Meena has recently joined as Head Post Master in Bijnor, UP. She was previously a Block Education Officer in the Department of School Education. She is new to her role and wants to understand a few things:

1) The skills and knowledge she needs to perform in her role

2) Extent of gap she has in meeting these new expectations

3) How does she bridge the gap

4) How does she credibly signal the extent to which her competencies meet the requirement for her current role as well as future vacancies,

In order to answer some of these questions, Anjali will have to go through a progression of steps mentioned below:

1) Anjali will refer to the set of competencies that have been listed against her new position to get a broad understanding of her expected skills, knowledge and attitudes.

2) Within a few months of being in this position, Anjali will then take proctored, independent, authorised assessments on the competencies she needs, to understand where she stands with regards to those competencies. This will allow her to understand the extent of her competency gaps for the required competencies.

3) Having understood her competency gaps, Anjali will then take competency building products (CBPs) or courses on Karmayogi platform that are mapped to these competencies, to be able to bridge these competency gaps and gain the required skills, knowledge and attitudes for her new position.

4) Anjali's progress made on the required competencies, through the above assessments, will also allow her to indicate a certain level of competence achieved, critical for her growth in her current position as well as her ability to signal competence for future roles.

2.6 As has been illustrated through the above example, competencies are at the core of this capacity building endeavour. They form the unit through which an organisation's goals are met. Competencies and their use can be highlighted through these four buckets:

• Role mapping: Competencies help map the skills, knowledge and attitudes required for each role in a given position.

• Measurement: Competencies provide information about an individual's ability to learn and perform in a role.

• Impact: Competencies provide feedback to CBP providers on the extent of effectiveness of their courses in bridging competency gaps.

• Application: Competencies help organisations outline their capacity building plans

and corresponding activities.

We shall, therefore, understand Competencies as the unifying language across all sectors that allow for a common vocabulary to unfold across different institutions of the bureaucracy; as standards of knowledge across proficiency levels – which allow tagging of individual roles to the knowledge required as determiners with regard to who, what and how of building capacity; and providers of the link between goals and the pathway to achieving them.

3. Mainstreaming Competencies: C-DE Process

3.1 Competency-Driven Engagement or C-DE process is the mapping of roles, activities, knowledge resources, and competencies for each individual position on the Karmayogi platform. Nested within the Framework of Roles, Activities, and Competencies (FRAC), the process is central to the transformative capacity building endeavour that is Mission Karmayogi.

3.2 The C-DE process demystifies the roles, activities and competencies a person is required to have so as to effectively deliver on the outcomes expected from them with respect to their current position. Officials like Anjali Meena, once armed with this newfound clarity regarding their positions, will be able to take responsibility for their own career development. By identifying the competencies required for their position, and subsequently deducing their competency gaps, they will then be equipped to take the necessary steps to reduce these gaps. Additionally, after completing this mapping exercise, officials are also able to credibly signal the extent to which their competencies match the requirements for existing and future vacancies.

3.3 Thus, the process provides an opportunity for enthusiastic officials like Anjali, and/ or the MDOs they represent, to begin engaging with the platform whilst developing a better understanding of their roles and responsibilities. In summary, the tangible objectives of this process are as follows:

● To commence the process of mapping all government positions and their constituents (roles, activities, knowledge resources, and competencies);

● To commence the development of the dictionaries and directories on the iGOT Karmayogi platform; and

● To create standard work allocation orders for all government officials at the local, state, and national levels.

3.4 There are two key actors who can go through the C-DE process:

● Ministries, Departments, and Organisations (MDOs)

● Competency Building Product (CBP) providers

3.5 Table 1 below summarises the objectives of the key actors who can go through the process, as well as the systems and tools they need to use to do so.
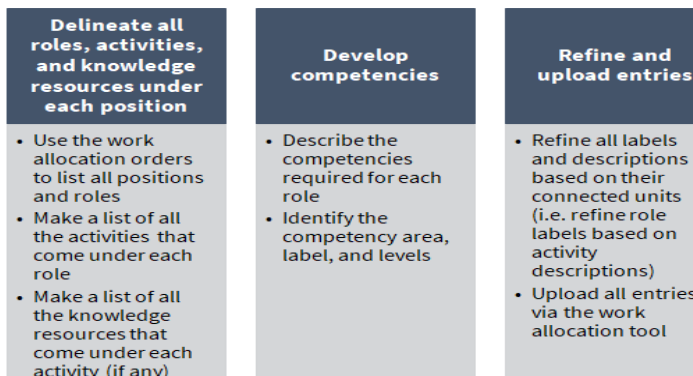
Table 1. The key actors of the C-DE process

No.	Actor	Objective	Systems/tools
1	Ministries, departments, organisations (MDOs) and government officials	To create new work allocation orders for their position	Work allocation tool in the MDO portal[1]
2	Competency building product (CBP) providers	To create and tag competencies to their CBPs	CBP portal

4. Steps of the C–DE process[2]

4.1 One of the primary and tangible outcomes of the C-DE process is standardised work allocation orders (WAOs) for all government positions. WAOs are documents which formally allocate the roles and accountabilities to every government official, usually upon joining. These are allocated by the supervisor or Head of the MDO, and updated as and when necessary.

4.2 In order to produce this new work allocation order, representatives from MDOs and officials may use some kind of work allocation tool and go through the C-DE process to map out the roles, activities, knowledge resources, and competencies for their positions[3]. Figure 1 below provides a summary of the steps, while Table 2 provides details on the information fields to be filled out during the C-DE process.

Fig.1: Summary of the C-DE process for MDOs and officials

Delineate all roles, activities, and knowledge resources under each position
- Use the work allocation orders to list all positions and roles
- Make a list of all the activities that come under each role
- Make a list of all the knowledge resources that come under each activity (if any)

Develop competencies
- Describe the competencies required for each role
- Identify the competency area, label, and levels

Refine and upload entries
- Refine all labels and descriptions based on their connected units (i.e. refine role labels based on activity descriptions)
- Upload all entries via the work allocation tool

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1 The MDO portal will be used by representatives/administrators from MDOs. The work allocation tool that lies within this portal will be used to create new work allocation orders for all government positions.

2 Given the audience, this article will only focus on the C-DE process for MDOs and government officials.

3 If officials only want to populate the dictionaries and directories on the iGOT platform without creating a work allocation order, they can use the FRAC tool (further discussed in the next section).

Table 2. Details of the key information fields to be filled during the C-DE process

Step no.	Key information fields	Step description
1	Position Label	The position label is the name of the position. It summarises all the associated roles in a succinct manner (in 2 to 5 words) and gives a sense of where a position is placed in the hierarchy of an MDO E.g. Director (Vigilance), Joint Secretary (Establishment), Professor (Applied Economics).
2	Role Label	Role labels summarise a set of sequential activities - every individual activity within a role is thus an action taken to contribute towards a particular objective or milestone. This information (in noun form within 3 to 5 words) can be found in different forms in a work allocation order - e.g. under the Job Description/ Work handled/ Work allocated columns. E.g. Information technology, Data analysis, Financial inclusion literacy.
3	Activity Description	There are a number of activities to fulfil each role. Every individual activity is usually a sequential action taken to contribute towards the role. Here, list the steps (usually more than 1) to be carried out in a sequence, and answer the 'what', 'when' and 'how' for each role. E.g. under the role label 'Data analysis', the activities could be: Explore the data using statistical software, Build formal statistical models using data, etc. (using verb within fifty characters)

Step no.	Key information fields	Step description
4	Knowledge Resources	Knowledge resources are documents or software provided by the MDO for an individual to perform a certain activity. Note that not all activities will have knowledge resources. E.g. standard operating procedures, manual of procedures, policy manual, legal policies, or software such as SPARROW.
5	Role Description	The role description should summarise the list of activities created under each role in Step 3. It should answer what is the overall objective of this list of activities? E.g. the role of 'Data analysis' can be described as follows: Inspecting, cleansing, transforming and modelling data with the goal of discovering useful information, informing conclusions, and supporting decision-making, within seventy characters
6	Refining Role Labels	Once the role has been adequately described, Step 6 provides the opportunity to refine the role labels if necessary, as the role label should succinctly capture the role description.
7	Position Description	The position description should answer why this position exists in the MDO. What are its overall objectives/purpose? And how does it go about achieving its objectives? For now, this step is optional.
8	Competency Area	Competency areas can be defined as the collection of competencies closely related to one another at a knowledge/subject level. In simple words, a competency area can be defined as a broader subject area which encompasses several smaller sub-fields.

Step no.	Key information fields	Step description
9	Competency Label and Type	Much like a role or position label, the competency label should indicate what the competency is about and how it is commonly known. Using the keywords (2 to 3 words) from the subject areas, competency labels should fit the kind of competency one may have in mind. E.g. labels could be: Vigilance planning, Decision making, Project management. Types are Behavioural, Functional & Domain.
10	Competency Description	Competency description (in a maximum of 280 characters) covers the elements and the scope of the competency. It should combine the benchmark activities that come under each competency, their common objective, and the value they add.
11	Competency Level	The competency level is the proficiency level of the competency. These indicate levels of sophistication of the competency described. They are progressive in nature and normally given in an ascending order. Thus, Level 2 is a more sophisticated use of a particular competency, when compared to Level 1 and so on.
12	Competency Level Description	The level description is an observable description of each proficiency level of a given competency. The higher the number of descriptors, the greater the understanding of the proficiency level. It is recommend to have a minimum of three observable descriptors at each level.

5. Proposed Enablers

5.1 One of the ways in which MDOs can go through the C-DE process - specifically when they intend to create a new or update an existing work allocation order - is through a 'Work Allocation Tool (WAT)'. Situated within the MDO portal of Karmayogi, this tool may be made accessible to authorised MDO personnel and officials. Data that is added through this tool may be reviewed, verified, and automatically added to the dictionaries of positions, roles, activities, and competencies. Table 3 summarises the proposed tool and its key features.

Table 3. The Work Allocation Tool

What?	Who?	Where?	Why?	Key features
Work allocation tool	Representatives from MDOs, government officials	MDO portal	To go through the C-DE process and create a new or update an existing work allocation order	Can source data from existing work allocation orders Can source autofill options from existing dictionaries Can tag various elements to one another (i.e. roles to position, activities to roles, etc.)

5.2 As a harbinger to the tool proposed above, there may be another simple tool for the purpose of survey. Experience of working with officials of MDOs shows that officials more often than not beat around the bush to find the correct words to express their roles in line with their activities and competencies in congruence to their roles. As a result, they falter when all three variables come for description together. Hence, taking hint from a National Informatics Centre (NIC) led exercise undertaken with all Assistant Section Officers working in DoPT; another simpler tool to capture their roles by rubber banding their activities, and reversely to unbundle their roles in meaningful activities may also be developed

6. Pilots & Learnings

6.1 In order to build the capacity of MDOs to go through the C-DE process, a phase-wise outreach program may be planned as follows:

Phase 1:   *Introduction to Mission Karmayogi*

- To understand of the objectives of Mission Karmayogi
- To understand why competencies are at the core of the mission

Phase 2:   *Introduction to C-DE Process*

- To be able to document roles, activities, and knowledge resources for their positions
- To be able to develop high-quality competencies with all 7 attributes
- To be able to identify which competency level corresponds to which role for their position

Phase 3:   *Building a Cadre of Competency Development Professionals*

- To be able to consult other MDOs on documenting their

roles, activities, knowledge resources, and competencies to their position

- To be able to support other MDOs in developing high-quality competencies as well as map them to their positions

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Appendix 1

Guiding Principles to Identify Competency Levels

Competency level labels and descriptors are proposed to be categorised as follows:

- Level 1 (Basic): Possesses basic knowledge and skills related to some elements of the competency and is able to apply them with moderate supervision.

- Level 2 (Proficient): Able to demonstrate knowledge and skills related to most of the elements of the competency and apply them without need for constant supervision.

- Level 3 (Advanced): Possesses strong knowledge and skills required for the competency and demonstrates an understanding of the interlinkages among competencies. Acts as an advisor on the topic, often producing manuals/notes to support colleagues.

- Level 4 (Expert): Demonstrates excellence in all capabilities related to the competency compared to best industry benchmarks within the country. Is a person of authority on practices and/or systems related to the competency and is widely consulted with.

- Level 5 (Master): Demonstrates complete mastery of the competency and use of it in unprecedented ways. Has a fundamental, outsized impact on their field of knowledge with few other people having similar capabilities.

Descriptors are observable by a third party. While the above proposal can help, it is essential to be specific in each of the descriptors. The more specific these descriptors are, the more relatable they become by reducing ambiguity. Once the descriptors are complete, they may be stacked into buckets of complexity. These buckets of descriptors bunched together and stacked according to complexity from left to right helps us identify the proficiency level or in other words the competency level.

Indian Cultural Heritage and Transformation of the Civil Services

8

Arunabha Sengupta

Abstract

The Indian Civil Services need to be galvanized to make real change agents for nation-building. A GoI-UNDP project published the Civil Services Competency Dictionary for this purpose, which includes a number of core behavioural competencies like Empathy and People First. These can be acquired best, especially under the Indian circumstances, if we grasp the fundamental ideas of the Indian cultural heritage. Since ancient times, India proclaimed the infinite possibilities and essential oneness of all human beings, without any discrimination. These ideas were personified in the Buddha. In the modern age, Swami Vivekananda gave a call to India to apply these ideas on the practical plane in all walks of life, especially in nation-building activities. This can transform the civil servants into real change agents with deep empathy. They would spontaneously put people's interests before everything else and strive to acquire the desired competencies to serve them well, to stand them on their own feet — awakened to their potentials. Such a transformation can revolutionize the Civil Services and, through them, make a strong nation.

1. Background

1.1 Subhas Chandra Bose stood fourth in the Indian Civil Services Examination of 1920. He was facing a dilemma: to join or not to join. On 26 January 1921 he wrote about it to his elder brother, 'I am now at the cross-ways and no compromise is possible. I must either chuck this rotten service and dedicate myself whole-heartedly to the country's cause – or I must bid adieu to all my ideals and aspirations and enter the service.' [1] That idealism he imbibed from the modern Prophet of Practical Vedanta, Swami Vivekananda. He wrote in his unfinished autobiography, *An Indian Pilgrim*, 'I was barely fifteen when Vivekananda entered my life. Then there followed a revolution within and everything was turned upside down.' [2]

1.2 But those were the days of subjugation under a foreign power. The Indian Civil Services have come a long way since the British departed. The Services themselves were now all set to become a huge opportunity for those who wanted to dedicate themselves 'whole-heartedly to the country's cause'. But the Indian state now faced a different dilemma: to develop a new character of the Services or to retain the British legacy.

1.3 Atul Kohli, the David K.E. Bruce Professor of International Affairs and a Professor of Politics at Princeton University, explains that the top nationalist leaders like Nehru and Patel agreed to retain the armed forces as inherited. Thus, 'a key colonial institution came to occupy the heart of the sovereign Indian state.' And he

continued:

'The same was also the case of a second key institution, the Indian Civil Service (ICS)… Indian nationalists changed the name of the ICS to the Indian Administrative Services (IAS) and chose to maintain and build on this colonial creation. Here, then, is a good example of how the political goals of good governance in India often trumped more transformative goals, such as that of creating a development state. In the political sphere, following independence, Indian nationalists had to quickly devise strategies for winning elections. With the British gone and with them, the anticolonial nationalist unity, the challenge was now to secure the electoral support of India's numerous poor and illiterate citizens. Citizens more in name than in substance…. the interests of the powerful in society were becoming deeply embedded within India's core political institution….' [3]

1.4   The political sphere assumes great importance in this context, because it exerts huge negative impact on the Civil Services, as the latter have to work out the policies and manoeuvres emanating from that sphere. Thus, the new order of things utterly failed to tap the prodigious talents in the Civil Services to transform India.

2.   Independence, A Lost Opportunity

2.1   After two centuries of subjugation, freedom brought tremendous euphoria. The new state failed to utilize the opportunity to galvanize the people into nation-building activities. The excitement, therefore, fizzled out in no time, unlike the small city-state of Athens, which showed an extreme level of creativity for nearly half a century immediately after winning freedom through the two Persian Wars. [4] That phase of the meteoric civilization influenced European scholarship for a millennia and greatly contributed even to her Renaissance in the fifteenth and sixteenth centuries. [5] By contrast, India failed to prove its vitality to a fair degree, for the foundations of the nation were too weak for a new democracy to take off. It was rather easy for the powerful business-politics nexus, necessitated by the toxic electoral process, to hoodwink the vast, uneducated, disorganized population. Too few really bothered to uplift them. The old feudal mind-set lived on, cloaked in the body of a modern Republic. Swami Vivekananda foresaw such a state of affairs coming after independence. He said:

'None deserves liberty who is not ready to give liberty. Suppose the English give over to you all the power. Why, the powers that be then, will hold the people down, and let them not have it. Slaves want power to make slaves.' [6]

2.2   A self-centred middle class grew with the spread of education and opportunities, but that was an island amid an ocean of poverty. With faster economic growth in the last three decades, we have seen a steep fall in extreme poverty. Yet, millions are even now left in misery and despair. The democratic institutions and the intelligentsia have continued to fail the people, because the *root cause* remains

untreated: *the agents of social change must change themselves first*, which is yet to happen on a wide scale.

3. The Root Problem And Its Solution

3.1 For a little more on the root problem, let us listen to Swami Ranganathananda, the illustrious monk who was a cultural ambassador of India. In a lecture at the Vidhan Saudha Conference Hall, Bangalore, under the auspices of the Indian Institute of Public Administration, Mysore Regional Branch, on 19 February 1970 he said:

'The problems that confront us today are not problems to be tackled by a small minority of dedicated people. That creative minority we always had in India. But the problems are so complex, multifarious, and urgent that we need to have this spirit of vision and dedication more widely diffused in the various sections of our population, and more especially, in that branch of our population known as the administrative branch, both at the centre and in the states. I have always felt that, ever since we became free, the greatest responsibility for national welfare rests upon our administration.... There is need for our administrators, from the highest to the most ordinary cadre, to be constantly impressed with the fact that their country is engaged today in a mighty task of peaceful social reconstruction and transformation of revolutionary dimensions, in response to the centuries-long suppressed urges and aspirations of our people.' [7]

3.2 There, in this connection, he spoke about three important lessons as the first steps towards a *solution.* One, to shed feudal attitudes and assimilate the democratic outlook. Two, to be an *insider* and not an *outsider* of our new state; to get involved in its promises and performances. And three, 'to develop our family awareness into a national political awareness; it means, in short, the *grhastha* or householder growing into the citizen; *man's biological individuality rising to the first stages of his spiritual personality.*' [8]

3.3 This is what modern biology calls *psycho-social evolution.* It means: the small circle of our life, defined by our *biological individuality*, gradually widens to finally embrace the whole world. When we achieve this goal, we have a *spiritual personality*, and in its first stages we 'develop our family awareness into a national political awareness'. So, this is a gradual yet fundamental transformation of our being. Every transformation has its obstacles, and we need to be aware of them, so that we may be able to cross them. So, the Swami here speaks about an 'undue stress' that impedes this transformation:

'Undue stress on career and salary, privileges and perquisites, in short, on the triple 'p' of pay, prospect, and promotion, make these services static and stagnant, a deadweight on a nation engaged on its arduous march to high destiny.' [9] *'It is a work of patriots, not for mere job-hunters... for men and women endowed with the spirit of service, and not for puny self-centred careerists.'* [10]

3.4 Undoubtedly, our civil servants need the *triple 'p'*, just as most of us do, and there is no harm in it. They become obstacles only when we allow them to assume such gigantic proportions as may dampen our patriotism, weaken our character, and goad us to make unethical compromises. So, we must avoid an 'undue stress' on these things. If we cross these obstacles, that would unleash a new wave of dedicated work and creativity to stand India high in the comity of nations. That is what we need now. In the words of Vivekananda, *'What India wants is a new electric fire to stir up a fresh vigour in the national veins.'[11]*

3.5 Anil Swarup rightly laments the absence of a model code of conduct for civil servants, which defines ethics, in his recent book, *Ethical Dilemmas of a Civil Servant.* [12] But this is a question of transforming oneself, and no code book can ever bring about a transformation within. Assimilation of right ideas alone can do that. What we need, therefore, are ideas that are rational, pragmatic, inspiring, practicable, and also most efficacious in the context of inner transformation. The Competency Dictionary published in 2014 by a GoI-UNDP project, 'Strengthening Human Resource Management of Civil Service' enumerates such ideas. It reflects a central conviction in the innate glory and oneness of all. The twenty-five competencies enlisted there include 'People First' in the start and 'Empathy' in the middle.

4. The Universal Message

4.1 Why have they not begun with other competencies like 'Communication Skill' or 'Team Building'? Why 'People First' first? Because it precisely defines the *raison d'être* of the Civil Services. And this is rooted in the hoary culture of India that built a magnificent edifice, for all its faults, through ages. This edifice is based on the *science* of the infinite possibilities and essential oneness of all human beings. It is the outcome of an intense and open-minded search in the inner recess of humans. It can be reasoned out, without any belief in authoritative texts being necessary. It can be verified by one and all through proper methods. It does not contradict the established principles of the physical and biological sciences that explore the world. Rather, in the last one hundred years, it has come closer and closer to it, with modern physics, neuroscience, and consciousness studies making incredible strides. Thus it provides a most dependable basis to explain selflessness and empathy, which give us the ultimate *mantra* of service delivery.

4.2 India*,* the land of Vedanta, gives this holistic worldview that encompasses everything in nature, yet it also transcends nature's limits. It studies fundamental principles of life and existence, like *awareness* and the *instinct for self-preservation.* The physical sciences cannot explain them. The Vedanta takes them as infallible indications to something within us that is beyond nature, yet striving to manifest itself in nature. It calls upon one and all, 'Come up, O lions, and shake off the delusion that you are sheep.' [13] This at once gives a *purpose* to human life that can lit the fire of inspiration to go beyond the little self and aspire for the good of all.

5. Empathy and Service

5.1 Practical application of these ideas results in the strengthening of *empathy* and the urge to put the *people first*. Inclusion of these simple yet profound values in the list of desirable competencies for civil servants can have great impact when we have that tremendous faith: I have all power and love in me! I am one with all! Others' well-being is my well-being, others' joys and sorrows are mine! Wherever I may be, at whatever stage of life, in whichever occupation, I can invigorate myself with this wonderful faith! I can live a purposeful life which would not be for myself alone, but for others as well! The *Bhagavad Gita* puts the idea in a marvellous verse:

Ātmaupamyena sarvatra samaṁ paśyati yo'rjuna /

Sukhaṁ vā yadi vā duḥkhaṁ sa yogī paramo mataḥ [14]

– O Arjuna! In my view, that Yogi is the best, who sees all equally, feels their joys and sufferings as his own, by comparison with his own self (out of a sense of identity with them).

5.2 Empathy makes a human a Yogi, not certain postures. The ancient Indian ideal of *Sanatana Dharma* or the Eternal Virtues was not a religion in the modern sense, but the practical application of this ideal. In the Mahabharata, which follows the Vedanta philosophy throughout, there is a beautiful story in which a grocer, named Tuladhara, teaches an ascetic, Jajali, about *Dharma*:

Sarveṣāṁ yah suhṛt nityam sarveṣāṁ ca hite rataḥ /

Karmaṇā manasā vāchā sa dharmaṁ veda jājale [15]

– O Jajali, one who is always friendly to all and is always engaged in doing good to all, by thought, word, and deed, knows the meaning of *Dharma*.

5.3 In the history of yore, we find in the Buddha the most powerful expression of this love and empathy. Two and a half millennia ago, 'Buddha brought the Vedanta to light, gave it to the people, and saved India.' [16] It is heartening that, in this twenty-first Century, the Indian State has declared its resolve to revolutionize the Civil Services with the ideal of empathy and service to the people. Yet, in order to take it beyond planning and declaration, a transformative zeal and coordination of will must be constantly at work.

6. Imaginative Sympathy

6.1 Think of the beautiful prayers the Buddha taught – the 'boundless thoughts of loving kindness' he sent out to the whole world constantly. Through practice it becomes part of our being, deeply embedded in the subconscious, and thoroughly transforms our being. So, let us listen to the Enlightened One:

Mātā yathā niyam puttam

Āyusā ekaputta-manurakkhe

Evampi sabba bhūtesu

Mānasam-bhāvaye aparimānam [17]

– Just as a mother would protect her only child with her own life, even so, let him cultivate boundless thoughts of loving kindness towards all beings.

Mettañ ca sabba lōkasmim

Mānasam bhāvaye aparimānam

Uddham adho ca tiriyañ ca

Asambādham averam asapattam [18]

– Let him cultivate boundless thoughts of loving kindness towards the whole world — above, below and all around, unobstructed, free from hatred and enmity.

6.2   Swami Ranganathananda coined a wonderful phrase to describe this faculty: *imaginative sympathy.* This is not a response to any direct experience of human misery. This sympathy rises spontaneously, without any immediate external trigger, in response to the human situation captured through abstract thinking and vivid imagination. It rouses a profound power in us: selfless love for all. When I work on a file in my office, far away from the teeming millions for whom the file must move, it makes me listen to the *unheard cry* of those unknown people.

6.3   Such lofty, dynamic, and transformative ideas of the Indian cultural heritage were, however, mostly confined for ages in caves and monasteries. It was the mission of Swami Vivekananda to bring them to every home, to every market, to every school, to every workplace. Sister Nivedita wrote, *'…it is not all modes of worship alone, but equally all modes of work, all modes of struggle, all modes of creation, which are paths of realisation. No distinction, henceforth, between sacred and secular. To labour is to pray. To conquer is to renounce. Life is itself religion.'* [19] No doubt, it includes working towards universal education and healthcare, social democracy and equal rights, and so on.

7.   Towards an Egalitarian Society

7.1   If we have faith in Oneness, we cannot have any distinction between people on the basis of gender, caste, class, race, creed, nationality or even intellectual or spiritual superiority. India brings to the whole world an eternal declaration of freedom and equality and, consequently, a war cry against special privileges and exploitation of man by man. And it calls upon fearless heroes to fight hard against all oppression by the powerful over the weak, to put an end to injustice, to ensure equitable distribution and equal opportunity. A competent civil servant is a harbinger of this

call to the nation.

7.2　We find a very lucid and practical advice on this matter in the *Bhagavata.* Sage Narada, while explaining the meaning of *Sanatana Dharma* to King Yudhishthira, mentions several virtues like honesty, compassion, austerity, self-control, simplicity, etc., and then gives an advice of great social and economic significance:

> *annādyādeḥ saṁvibhāgo bhūtebhyaśca yathārhataḥ /*
> *teṣvātma-devatā-buddhiḥ sutarāṁ nṛṣu pāṇḍava* [20]

– Food and all other produced goods ought to be distributed among all according to their legitimate needs, for you should look upon all people, O Pandava, as your own Divine Self.

7.3　That was said in the context of a kingdom of yore. In modern democracies, the same teaching can be even more meaningful and efficacious. In a lecture, *Is Vedanta the Future* Religion*?*, delivered on 8 April 1900 in San Francisco, Swami Vivekananda said:

'Yours is not an autocratic government, and yet it is more powerful than any monarchy in the world.… You are all one in the government – you are a tremendous power. But where exactly is the power? Each man is the power. There is no king. I see everybody equally the same. I have not to take off my hat and bow low to anyone. Yet there is a tremendous power in each man.' [21]

7.4　It must reverberate through the impatience of the Civil Services to actualize the democratic ideas in India, to put an end to the age-old dependence of the people on the ruling classes.

8.　'People First'

8.1　The civil servant is, therefore, no more a ruler. Nor is his job confined any more to showing rule books. He is now there to serve the people as equals, none 'more equal than others'. His vital role now is to bring in 'Citizen's Delight' in every sphere of public discourse. The people must be empowered. They should be happy and celebrating real *Swaraj.*

8.2　The first step in this plan of action is the empowerment of the civil servants through capacity building, through training and learning that can bring faith and awareness. Without this capacity building, how can we entrust them with the great task of awakening the masses? The purpose is to make them change agents well equipped to dispense all power to the people. Swami Vivekananda once elaborated on developing people's power in India in a lecture, *My Plan of Campaign*, delivered at Victoria Hall, Madras:

'.… A few men who think that certain things are evil will not make a nation move. Why does not the nation move? First educate the nation, create your

legislative body, and then the law will be forthcoming. First create the power, the sanction from which the law will spring. The kings are gone; where is the new sanction, the new power of the people? Bring it up…. You must go down to the basis of the thing, to the very root of the matter. That is what I call radical reform. Put the fire there and let it burn upwards and make an Indian nation.' [22]

8.3   The core ideas of Indian cultural heritage accepts variety in nature and society and, therefore, supports social systems of division of labour and distribution of roles according to capacity and taste, so long as such divisions create only horizontal inter-human relationships. That is the difference between the exploitative caste system prevailing in society and the enabling *Varṇa* system prescribed by the *Gita*. The latter stands for role distribution on the basis of quality and capacity, without any prejudice in power and privilege. Chains of command in organizations are also not for personal status.

8.4   In such a concept, it becomes inevitable that the leader is one who not only has a greater capacity, but is ever ready to suffer and sacrifice before others. *'It is a very difficult task to take on the role of a leader. One must be 'dāsasya dāsaḥ' – a servant of servants, and must accommodate a thousand minds. There must not be a shade of jealousy or selfishness, then you are a leader.'* [23]

8.5   The sole motive behind such leadership must be ' *"for the good of many, for the welfare of many", as Buddha said. Madness of love….'* [24] That madness of selfless love is what we hope to see in the would-be builders of the nation. Without it, no other method is going to work. No democratic institution or development project will be able to deliver the desired outcomes, unless we have that feeling, that strength of character first.

'You may make thousands of societies, twenty thousand political assemblages, fifty thousand institutions. These will be of no use until there is that sympathy, that love, that heart that thinks for all; until Buddha's heart comes once more into India, until the words of the Lord Krishna are brought to their practical use, there is no hope for us.' [25]

8.6   The capacities of civil servants must be built around real patriotism. It assumes greater significance than ever before, as jingoism is often being mistaken for patriotism in different parts of the world. Patriotism leads us to the adage: 'Nation First'. But this idea of Nation is part of the world idea. And what does this patriotism mean? Let's listen to Swami Vivekananda once again:

'Feel, therefore, my would-be reformers, my would-be patriots! Do you feel? Do you feel that millions and millions of the descendants of gods and of sages have become next-door neighbours to brutes? Do you feel that millions are starving today, and millions have been starving for ages? Do you feel that ignorance has come over the land as a dark cloud? Does it make you restless? Does it make you sleepless? Has it gone into your blood, coursing through your veins, becoming

consonant with your heartbeats? Has it made you almost mad? Are you seized with that one idea of the misery of ruin, and have you forgotten all about your name, your fame, your wives, your children, your property, even your own bodies? Have you done that? That is the first step to become a patriot, the very first step.'[26]

9. The Resolve

9.1 Charged with feeling of empathy, the New Age civil servants are to become the builders of modern India. Then, they have to offer innovative solutions for the problems that plague the country. Their social roles, self-image, personality traits, and inner motives – all must be held together by the common thread of this intense feeling. That would spontaneously bring the resolve not only to develop all the required capabilities, but also to transform their life. For, only this feeling of oneness with people and the determination to put their interests before everything else can make a foundation for nation-building 'on the rock', and not 'on the sand'.[27]

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LINKING ROLES WITH DOMAIN COMPETENCEIS

9

Deepak Kumar Bist

When the officials lock competencies, nothing else work

Abstract

Domain areas of a Ministry, Department or an Organisation(MDO) consists of those functions which forms the very basis of their existence. *For example, foreign exchange management is a domain area of Department of Economic Affairs (DEA) under Ministry of Finance. Any setting up of targets and making a long term plan will be based on the domain area of the MDOs.* **Any competency required to work in the domain area is domain competency.** *The domain competency in foreign exchange management area in DEA will include knowledge and skills relating to all aspects of foreign exchange management.* **Domain competency exists in layers or hierarchy.** *As we move on from one role to another role in a position or from lower functionaries to higher functionaries, the level of domain competencies also changes. For example, the level of domain competency for an Assistant Section Officer (ASO) level officers will be to know all that is required to initiate the case relating to foreign exchange management. However, this level of domain competency would be much higher for a higher functionary like Director or Joint Secretary who would monitor and evaluate the foreign exchange management polices and if required propose alterations/modifications.*

Competencies required in different roles are different. In case there is change in role, there is a change in competency also. **In other words, competencies are linked to the role of an official.** *The competencies required to perform a job could be Behavioural, Functional or Domain. This article studies the linkages of roles with respect to Domain competencies.*

The role of an official may change due to change of position, change of domain or change in both simultaneously. For example, in case an Under Secretary is promoted in same MDO, there will be change only of the position. The domain area remains the same. In second scenario, in case the same Under Secretary moves from one MDO to another due to transfer or deputation, there will be change in domain area only. In third scenario, when an official move on promotion from one MDO to another, there will be change in both position (due to promotion) and domain (due to change in MDO). It becomes pertinent to study as to whether in all these scenarios of changing roles, whether the domain competencies also required to be changed. If the answer is yes, then the extent of that change.

All officials in an MDO may not be working in the domain areas. The majority of the officials will be working in supporting capacity ensuring smooth flow of work in domain areas. Those who are working directly in domain area are part of **Core Activity** *while*

*others are involved in **Support Activity**. The Article further delves into finding out the impact on domain competencies of an official in case her role changes and she moves from Core Activity to Support Activity or vice versa.*

Finally, keeping in view the importance the domain competencies play in different roles, it becomes incumbent upon MDOs to clearly define, structure and link these domain competencies for different roles. Once this exercise is completed, the task of creating/ developing Competency Building Products (CBPs) will become very easy. While the MDOs will be primarily responsible for defining the domain competencies and developing CBPs, the i-GOT MK will provide platform to the officials on real time basis to access content as per their priority and own convenience.

1. Introduction

1.1 In Central Secretariat, which is joined by all Central Ministries and Departments, officials are basically involved in work relating to policy formulation and monitoring of policy implementation. However, there are hundreds of thousands of indirect activities which culminates in formulation of policies or running a mechanism for monitoring them. While only a limited number of positions are involved directly in policy formulation, majority of the positions are involved in indirect or support activities.

1.2. This can be understood with the help of an example. In order to construct a building, there is a vision – the architect and engineers would be involved in deciding the shape, size, space. But there are other support services like management of labour, ensuring availability of material, checking quality of work without which the building cannot be constructed. In the analogy, while there would be some official working directly for policy formulations like the architect and engineers, there would be others who would be ensuring that the process is smooth. We can call former activities as **Core Activities** and latter set of activities as **Support Activities**.

2. Definition of Domain, Domain Competency and Role.

2.1 As per Collins Dictionary "A domain is **a particular field of thought, activity, or interest**, especially one over which someone has control, influence, or rights." As an example, the domain area for Ministry of Ports, Shipping and Waterways would be ports, shipping and waterways sectors which include Shipbuilding and Ship-repair, Major Ports, National Waterways, and Inland Water Transport.

2.2 A competency is the capability to perform a task. Though apparently, it is demonstrated by an official's action in completing a task, it is combination of different attributes. The competencies could be a bahavioural which describe the key values that help an official perform effectively in a different role. The other

categories of competencies are functional which are common among many domains, cutting across MDOs, as well as roles and activities. For example budgeting. The third category of competencies are domain competencies requirement of which may be concentrated in a particular MDO eg. (domain areas) of Department of Chemicals and Petrochemicals is to formulate and implement policies and programmes for achieving growth and development of the chemical and petrochemical sectors in the country. Those who are directly involved in this core work need to have a domain competency in these areas.

2.3 Domain competencies are shared by a 'family' of related positions that have common roles and activities, and form a logical career path. These competencies are defined for a specific MDO (for example, the Ministry of Personnel or the Department of Biotechnology). Domain competency requirements may be concentrated in one specific MDO but that does not mean that others will not need them. While the Department of Personnel will require an official to display competence in vigilance planning, the Ministry of Health may also require their Director (Training) to have the same competency.

3. Defining a Role

3.1 Roles are a coherent set of activities that are usually sequential and carried out to achieve an objective or milestone. In simple words, a **positon** or designation in government comprises different roles. In a Ministry, there can be a position of Under Secretary (Budget). The official would be performing different **roles,** eg; planning for the budget allocation of the budget and replying to questions relating to budget. The performance of any of the roles would require to attend to series of **activities**. For example, in the role as a planner of budget, the activites involved could be: she is required to prepare specimen to collect budgetary information, distribute it to different stakeholder, collect and collate the information, take necessary approvals, etc.

4. Significance of Domain Competencies

4.1 The domain competencies are all pervasive in the MDO. While these are apparent in core activities, their influence in Support activities cannot be denied. The Support activities like manpower planning, training, documentations, policy design and other procedural compliance will predominately have requirements of functional and behavoural competencies but would also have bearing on domain competency.

4.2 Each Ministry/Department in Central Secretariat have been assigned certain domain areas. The detail of these domain areas in terms of Business of the Union are available in Government of India (Allocation of Business) Rules, 1961. Examples of domain areas of a few MDOs are given below:-

Table 1 – Certain Domain Areas of a few Ministries/Departments

	Department of Industrial Policy and Promotion	Department of Personnel and Training	Ministry of Shipping	Ministry of Railways	Ministry of Urban Development
Domain Areas	Industrial Policies	Recruitment, Promotion and Morale of Services	Maritime shipping and navigation; provision of education and training for the mercantile marine.	Government Railways- All matters, including those relating to Railway revenues and expenditure, ...	Properties of the Union, whether lands or buildings, with certain exceptions
	Industries and Industrial and Technical Development	Training	Lighthouses and lightships	Non-Government Railways	All Government Civil Works and Buildings ..
	Industrial Cooperation	Vigilance and Discipline	Administration of the Indian Ports		Horticulture operations. 4. Central Public Works Organization.
	Industries and Industrial and Technical Development	Service Conditions	Shipping and navigation including carriage of passengers		Horticulture operations. 4. Central Public Works Organization.
		Career Planning and Manpower Planning	Ship-building and ship-repair industry		Development of Government Colonies
			Fishing vessels industry		
			Floating craft industry		

4.3 The above table indicates broad domain areas of some of the Ministries/ Departments. It is clear that for any action in domain area relating to lighthouses and lightships, Ministry of Shipping will be responsible and similarly Ministry of Urban Development will be responsible for domain area relating to development of Government colonies. To work in these domain areas, the official needs domain competencies. The effective discharge of the Government Business is directly proportional to the domain competencies that the official possess in the MDOs.

4.4 There will be enough competencies available in Ministry of Railway to expand the existing network of railways in different parts of the country. However, at the time of embarking upon developing network of Bullet Trains in India, there may be requirement of newer domain competencies of structural and automotive experts who can design and develop the network for Bullet Train. In the absence of these domain competencies, the vision of the Ministry cannot be fulfilled. This underlines the importance of domain competencies.

4.5 The HR functions should include studying the existing Competency Building Products (CBPs) in the domain areas and constantly endeavour, in consultation with the domain experts, to augment these products. In an ideal scenario, for

each and every domain competency needs, there will be a commensurate CBPs. Whenever there is a need, the product can be consumed by the official irrespective of her roles in a given position. She can acquire the domain competency to fill a competency gap or to upgrade from the existing level. The biggest challenge, therefore, for the MDOs is to list out domain competencies and develop CBPs. This area was traditionally neglected in spite of the fact that it has direct bearing on the results produced. It is to be understood that in case there is low domain competency in a particular MDO, the whole functioning will be adversely affected and there is hardly any possibility of attaining long term objectives.

5. Mapping Domain Competencies from Domain Related Activities

5.1 In order to link roles with domain competencies, it would be interesting to understand how to map domain competencies from domain related activities. Let us understand this with the help of two examples. given in succeeding paragraphs.

5.2 We have already seen that a domain is a particular field on which someone has control or influence. The official who has to perform the role, needs to possess that domain competency. One of the domain related works in Ministry of Defence could be to process cases for revision of establishments of units belonging to Army, Navy and Air Force. Sh Kamal is an Assistant Section Officer (ASO) responsible for the task. To perform this task Sh Kamal should have **knowledge** of relevant rules, regulations, notifications, orders passed on the subject by Ministry of Defence or Service HQs; the **skill** to process the case in a particular format complying with the checklist and the **attitude** to complete the work in a time bound manner. His action will be based on some source which could be any rules/regulations on the area. Sh Kamal is involved in one of the domain functions or core activities of the Ministry of of Defence.

5.3 Sh Kabir, another official in the Ministry of Defence is involved in preparing the pay of the employees, maintaining the leave and other service records and ensuring administrative support to all including Sh Kamal. The activities of Sh Kabir work involve **knowledge** of relevant administrative rules like CCS(Leave) Rules; the **skill** to implement the rules position correctly and the **attitude** to complete the work in a time bound manner. His actions will be based on some sources like CCS (Leave) Rules, CCS (Pension) Rules, etc. Sh Kabir is involved in one of the functional/ behavioural areas or **support activities** of the Ministry of Defence.

5.4 While those involved in core activities will be working specifically with domain knowledge, all the other officials would be acting to provide support to ensure the smooth execution of domain work. This support level is important to provide related information, procedure to make a policy and to support the decision making process.

6. Levels of Competencies

6.1 By now, it is clear what a Role denotes. It is a series of activities to accomplish a

task. It may have combination of all the different competencies viz Behavioural, Functional and Domain, in varying degrees. To perform task requiring functional competency, predominantly functional competency would be required with a smaller proportion of behavioural domain competencies while for other roles, the proportion of domain competency could be predominating with lesser requirements for functional competency. It is clear, therefore, that activities required to perform a role may need different competencies and that too at different times. The relevant factor is the activity–closer it is to the domain function, the requirement to have clearer domain competency.

6.2   It can be said that role of an official is linked to its competencies.

6.3   There is a clear linkages of roles with competency. But is the competency a static phenomenon or does it exists in layers of hierarchy? Can we say for a particular domain competency, eg processing cases relating to revision of establishment in Ministry of Defence, that the level of domain competency required in different levels of hierarchy is same? If this is the case, then the very purpose to have a hierarchical set up in the Ministry would be defeated. So logically, the competencies exist in levels. As we move in the hierarchy, the level of domain competency would also be raised. While the requirement of domain competence for an ASO would be to know the domain rules and put up the case, the domain competency of the higher ones will require to vouch it for its correctness. The domain competency of still higher in the Ministry would require to have a synergic view of the cases put up to them and to further the overall vision of the Ministry.

6.4   It can, thus, be concluded that competencies exist in hierarchies. In order to link competency with roles, it would be required to have certain competency levels namely:

●   **Level 1 (Basic)**: The official possesses basic knowledge and skills related to some elements of the competency and is able to apply them with moderate supervision. Sh Kamal, ASO, while processing case for revision of establishment in Ministry of Defence is **required to be have** knowledge of relevant rules or norms relating to establishment revision of an Armed Forces unit issued by the competent authorities from time to time. So he needs to know different rules and update himself with latest instructions on this domain area. However, the case prepared by Sh Kamal is required to have a thorough scrutiny by the superior to ensure that correct rule position, precedents and calculations/estimation are mentioned.

●   **Level 2 (Proficient)**: Here the official is able to demonstrate knowledge and skills related to most of the elements of the competency and apply them without need for constant supervision. In Sh Kamal's example, after preparing the case by him, the file is now put up to the next higher official ie Ms Najma, Section Officer. She **is required to have** a broader domain knowledge and skills in applying establishment rules/norms. She is responsible to vouch for the correctness of information provided by Sh Kamal and sign the Note as a mark of her acquiescence.

- **Level 3 (Advanced)** : When we consider this level of domain competencies, we are considering role of senior officials who have even broader picture of the domain areas. They possess strong knowledge and skills required for the competency and demonstrates an understanding of the interlinkages among competencies. The Deputy Secretary of Sh Kamal, Ms Meena, is **required to have** backward and forward linkages of the domain competency relating to revision of establishment. Her juniors would look at her for finding conceptual clarity on any issues.

6.5 In the previous three paragraphs, the work "**required to have**" has been represented in bold type. There are several questions which are required to be answered to answer this single question. The related questions are:-

- What does the word "requied to have" denote?

- Sh Kamal, Ms Najma and Ms Meena have need to fulfil competencies gots can they ask a training institute to run a course specifically for this purpose?

- Who will prepare the domain specific contents and how will it be delivered?

- Will it make any difference to the sets of domain competencies required by Sh Kamal if he is promoted in his present ministry, UIZ Ministry of Defence?

- Will it make any difference in the requirement of his domain competencies if Sh Kamal is transferred as ASO from Ministry of Defence to Ministry of Agriculture?

- Will it make any difference to the needs of Ms Najma's domain competency if he is transferred on promotion from Ministry of Defence to Ministry of Agriculture?

6.6 "required to have" denotes a definite `training need'. i-GOT MK provides the platform to Sh Kamal, Ms Najma and Ms Meena to acquire the domain competencies required for their role. It will not be possible for any cadre service specific training institute, like ISTM here to cater for such training needs on the basis for as-and-when there is requirement. i-GOT MK provides a unique opportunity by making required Competency Based Products (CBPs) available to the employees to fulfil their need to learn. This answer some of the question mentioned above, answers to the remaining ones are disscused in succeeding paragraphs.

7. Role Variability

7.1 We have already seen that roles are linked to the competencies (Para 6.2). Now we can find the answer to this question as to whether in case there is any variation in the role (due to whatever service incidents including but not restricting to promotion, transfer, deputation, etc), there will be change in the competency also. or not.

7.2 By now, it is clear that a role comprises several activities. These activities may require acquisition of behavioral, functional or domain competencies, or all – not

in any fixed proportion but depending upon the nature of role.

7.3 If it is predominately domain based activity, to perform that role, the domain competency would be predominant. We have also seen levels of competencies and concluded that in different level of hierarchical functioning there is definitely a need to have different levels of domain competencies. Now, there is one more question : whether variability in role ie change in domain and position of an official has any linkage to the domain competency? The answer is Yes. Let's explore the reasons.

7.4 Roles variability can be studied with the help of two variables - one variable is positon of the official and another variable is domain in which she has moved. Where the coordinate of the two variable intersect, that indicate the existing role of an employee. Due to change in the position and/or domain, there will be change in the role and resultant change in the domain competencies.

7.5 There can be three clear situations in which there is a need to study how change in role leads to change in competencies. Details are given below.

• **When there is a change in positon (promotion) in the same Ministry.** For example, an ASO is promoted in the same Ministry to become the Section Officer. This results into assumption of higher responsibility. As she would be working in the same Ministry, she already has developed sufficient behavioural, functional and domain competencies. However, the changed positon (promotion) in the same domain require change in competency. As the officials takes over higher responsibility from Assistant Section Officer to Section Officer in the same Ministry, knowledge alone of domains will not be suffice now. Sh Kamal, who may have good knowledge of norms for establishment revision, cannot perform his role efficiently unless he upskill his domain competency and bring them at par with role requirement. Here, the role will demand that Sh Kamal, as Section Officer should have broders understanding of the domain functing. In case the promotion is in higher levels, ie Director, etc, then there will be requirement of competency which is much higher than the competency of being aware and vouch for corrected information. The official will need to find out deficiencies in the existing domain areas and suggest means to correct it.

• Thus, it can be seen that in all the scenarios where there is a change in position due to promotion in the same ministry, there will be requirement to upskill the domain competencies. The extent to which this is required would depend upon the closeness to the Core Activity or in other hands, the level of the position.

• Where to look for adding these additional domain competencies. The change in positon viz promotion would require developing competencies in this area by making detailed and deeper studies. In order to hand-hold the officials, the i-GOT MK will provide desired CBP to allow her to adjust to the requirement of the new role. The adaptability to the changed role will be expeditious as she has worked in the same Ministry.

- **When there is change in domain (transfer or deputation) but the position remains the same.** Let us understand this situation with the help of an example. An Under Secretary moves from one Ministry to another Ministry eg from Ministry of Finance to Ministry of Tourism. There will be need to acquire domain competencies of the new Ministry. She has already been working in previous ministry in same position and her existing knowledge will help her to pick up the new role quickly. While the pool of her functional and behavioural competencies may not require detailed upskilling, she would be required to take up training in the new domain area. Here, i-GOT MK will provide necessary CBPs which are specific to her requirements to meet her domain competency needs.

- **Where there is a change in positon followed by change in domain** . This situation is usually seen in case of promotion to other department. Let's understand this situation with the help of an example. A Section Officers gets promoted to the post of Under Secretary and moves from Ministry of Agriculture to Ministry of Defence. The post of Under Secretary in Ministry of Defense requires certain domain specifications which she does not have at all. She needs to have at least two levels of domain competencies ie to be have knowledge of the relevant rules, regulation, notifications and precedence and also to vouch for its correctness. However, this is subject to the place where she is posted. In case she is posted in Core Activity section, then this is maximum requirements. However, in case she is posted in Support Activity section, then acquiring competency of being aware of major policy issues will be suffice.

7.6 The combination and permutection of different scenarios relating to change in role and resulting change in competencies are shown in the table given below:

Table 1 : Linking Roles with Competencies wrt Change in Positon and Domain

Position		Role	MDO	Domain	Domain competency
From	To				
A	B	Changed due to higher responsibility	Same	Same	Required at higher level
A	B	Changed due to different position and domain	Same	Different	More training required. Changed position in same MDO will help to grasp higher/ different domain competency quickly due to previous experience
A	B	Changed due to different position and domain	Different	Different	More training required. Changed position in different MDO will require meticulous prioritizing training in domain area. Previous domain experience, not useful

	A	Acquire new roles	L a t e r a l entry or C e n t r a l Staffing	Different	Needs training in BFD competencies. As in sufficiently higher level of positon, may focus more on domain.
A	A	Changes due to change in domain area and MDO	Different	Different	Needs training in domain area of new MDO. Example: Deputation, foreign posting
B	A	Changes	Same	Same	No additional domain competency required. Situation due to penalty. But if transferred to other domain upon imposition of penalty, then needs training in new domain.

7.7 It may be mentioned that in case there is change in position in the same Ministry due to promotion, the onus to pick up the new competency would be more on the official as she is already part of the Ministry. The Ministry would have only a guiding role. However, in case of change in domain or change in both domain and position, the onus would be more on the Ministry as the official would not know which domain competency is to be acquired, in which order and priority and how.

7.8 It can be summeding that in case of change in domain or positon, there will be need to upskill the domain competencies. The extent will depend upon the newly acquired position or whether there is a change in domain or not.

7.9 However, this is also subject to the conditions as in the new role whether the official is close to Core Activity or not–closer to the Core Activity would necessitate acquiring of related domain competencies. A table showing various combinations linking roles with respect to care & support activites is given below:

Table 2 : Linking roles with competencies wrt Core and Support Activities

Position		Role	MDO	Activity	Domain competency
From	To				
A	B	Changed due to higher responsibility	Same	From Core to Support	Minimum training in domain area required
A	B	Changed due to different position and domain	Same	From Support to Core	More training required. Changed position in same MDO will help to grasp higher/different domain competency quickly due to previous experience

	A	Acquire new roles	Lateral entry or Central Staffing	Core/Support	In case role in Support function, then minimum training in domain competency. Higher in F/B. Conversely, training at higher level of domain competency will be required
A	A	Changes due to change in domain area and MDO	Different	From Core to Support or Vice versa	In case change is from core to support, then minimum need of training in domain competency. Conversely, in case change is from Support to Core activities, more training will be required in domain area.
B	A	Changes due to major penalty	Same	No change	No change in training needs.

7.10 The above situations may summarized in nutshell as given below:-

● In case there is change in role due to change in the domain, the competency requirement will change;

● In case there is a change in the role due to change in the positon, there will be a requirement to change the competency but it will be lesser than in the previous situation;

● In case there is a change in the role due to change in both positon as well as domain, there will definitely be a need to upskill the domain competency; &

● The change in the domain competency is subject to proximity of new role to the core activity – closer to core activity, greater would be requirement to upskill the domain competencies.

8. Role of i-GOT MK

8.1 Over a period of time, MDOs will develop information about the domain competencies that are attached to different positions and roles. Necessary CBP would be developed which can be consumed by the employees on `demand' basis. (It ensures that the training needs are addressed as and when it arises, whether it is due to change in positon or due to change in domain.)

8.2 i-GOT MK will provide freedom to an employee to decide, based on the work-priority, which domain competency is to be taken first, when and how to consume it.

8.4 While as of now there is no institutionalized mechanism with regard to providing necessary domain competencies to the employees and it is handled by MDOs based

on their norms,- i-GOT MK platform now provides this opportunity to institutional the process of a liviring the same. The relevant CBPs would be available and depending upon the change in domain or positon or proximity to the Core Activity, these products can be consumed.

9. Conclusion

9.1 The article brings out the fact that the role of an official is linked to its competencies. It further highlights that in case of change in domain or positon of an official, there will be need to upskill the domain competencies. Upskilling the areas of domain competency can be fulfilled with the help of training.

9.2 i-GOT MK fulfils the need to augment domain competency as and when need arises rather than to wait for accumulating a minimum number of particulates and assigning them to a training institute. By the time the minimum number of participants are accumulated, enough time would have elapsed and need of right training at right time would be over.

9.3 i-GOT MK guarantees to provide a useful platform to hitherto neglected area of domain competency in MDOs. While there are number of training courses conducted by different training institutes to cater for functional and behavioural training needs, there are very few such courses for domain competency. i-GOT MK draws the attention of the MDO to the need to have small training capsule to cover critical domain areas and provide exposure to officials in those areas. With the introduction of Karamyogi Digital Learning Lab (KDLL), the MDOs will be encouraged to plan and develop e-contents in the area of domain competency.

1.   Deepak Khandekar

is an IAS Officer (1985) of Madhya Pradesh Cadre. He is the current Secretary, Department of Personnel and Training. He is a graduate in civil engineering from National Institute of Technology, Raipur. He has varied interests in governmental issues ranging from Terrorism/violence in which he has taken a training from Sardar Vallabhbahi Patel National Police Academy to Ethical Issues in Today's Admin/Management in which he has taken a training from Yashwantrao Chavan Academy of Development Administration and also in IT & E-Governance in which he has taken training from Indian Institute of Management.

2.   Srinivas R Katikithala

A senior Indian Administrative Service officer from the 1989 batch. Till recently, he was the Establishment officer of the Department of Personnel & Trainning, He currently serves as. In his career spanning 31 years at the Federal & State levels he provided leadership in program implementation, in public policy, in new legislation & legislative reform and in building public infrastructure.He implemented several innovative projects including Statue of Unity-the World's Tallest Statue, GIFT City Gujarat, and the award-winning Gujarat Earthquake Rehabilitation Program (GERRP) that rebuilt 14 earthquake struck cities during the years 2004-07.His areas of expertise include Personnel Administration, Urban Planning, Public Infrastructure, IT systems and Land Revenue Administration.

3.   Dr. Santhosh Mathew

Country Lead for Social and Public Finance Policy at the Bill & Melinda Gates Foundation in India, Dr. Mathew has previously completed a distinguished career as a senior civil servant in the Indian Administrative Service in which he served as Additional Chief Secretary for the Government of Bihar and as Chair of the National Council for Teacher Education. Between 2013 and 2017 he served as the Joint Secretary at the Ministry of Rural Development. He holds a PhD in Development Studies from IDS, Sussex, an MSc in Social Research Methods from the University of Sussex, and an MA in Economics from Delhi School of Economics.

4.   S. D. Sharma

Currently serving as the Director, Institute of Secretariat Training & Management. Mr. Sharma holds a Master's degree in Commerce from Shri Ram College of Commerce, University of Delhi and is a Fellow Member of Institute of Cost Accountants of India. He joined Central Secretariat Service through Civil Services Examination, 1991 and worked at different levels in several Ministries and Departments such as Ministry of Defence, Ministry of Shipping, Ministry of Home Affairs, Cabinet Secretariat, Department for Promotion of Industry & Internal Trade (DPIIT) and Department of Personnel & Training.

Moloy Sanyal

Moloy Sanyal is serving currently servicing as a Deputy Secretary in the Development of Personal & Training. He has served as a Faculty Member in ISTM for over twelve years.

5. Iqbal Singh Dhaliwal

Iqbal Singh Dhaliwal is the Global Executive Director of Abdul Latif Jameel Poverty Action Lab (J-PAL). He works with the Board of Directors to develop the organization's strategic vision, and with the leadership of the six regional offices to coordinate J-PAL's worldwide research, policy outreach, capacity building, and operations. Before joining J-PAL in 2009, Iqbal was a director in the economic analysis practice of a consulting firm in Boston where he managed numerous engagements involving antitrust issues, regulation, and strategy; and before that an analyst in a strategy consulting firm outside of Washington D.C. He began his career in public service as a member of the Indian Administrative Service (IAS), in which he served as a Deputy Secretary in a state government, director of a statewide welfare department, and CEO of a publicly owned company. Iqbal stood first in the nationwide Civil Services examination and also received the Director's Gold Medal at India's National Academy of Administration.

Siddharth Pandit

Siddharth Pandit is Project Director, C-LOP (Creating Learning Opportunities for Public Officials in India) program at J-PAL South Asia. He leads the team and works with the Department of Personnel and Training, Government of India and the Bill and Melinda Gates Foundation in developing a framework to advance the objective of building through technology, a global coalition of high quality training partners and connecting them to the demand for training (online, classroom and blended) in the government ecosystem.

6. Rahul Singh

IAS Officer (1996) of Bihar Cadre. He is the current Joint Secretary, Department of Personnel and Training. He is B. Tech. in Computer Science from IIT, Kanpur. He has also done master degree in Public Management and Policy from Indian Institute of Management, Ahmedabad. Among his creative achievements in the field of governance and public management, leading the development of the Public Finance Management System (PFMS) of his parent cadre Bihar, Conceptualised and implemented an IT led mechanism for streamlining the monitoring and reporting mechanism of Mid-Day Meal Scheme for 72000 schools in Bihar, implementing the Bihar Aadhaar Authentication Framework (BAAF) in the state, conceptualising and operationalizing an institution "Bihar State Education Finance Corporation" are few.

Pandey Rakesh

Shri Pandey Rakesh is presently a Faculty Member (Assistant Director) at Institute of Secretariat Training and Management with over 20 years of experience in Central Government. He is a holder of M. Phil in Mass Communication and Master degrees in both the subjects of Mass Communication and Public Policy. Numerous articles have been awarded by him in magazines and journals about development, policy, and cinema. Psychology is also one of his areas of interest in which he has done his post-graduate diploma and has written extensively for the well-known Encyclopedia of Social Sciences developed by the Center for The Study of Developing Societies.

7. Avantika Dhingra

Avantika Dhingra is a Senior Manager at C-LOP. Prior to joining C-LOP, Avantika worked as a Senior Project Manager at Central Square Foundation for five years. Avantika is also a Piramal Fellow and initiated her stint in the development sector by working with marginalised artisans across India and helping them gain access to city markets. Avantika holds an MA in Public Policy from the Lee Kuan Yew School of Public Policy, NUS and has pursued her graduation in Political Science from Jesus and Mary College, Delhi University.

Nitika Jain

Nitika is a Senior Associate at C-LOP. Prior to C-LOP, Nitika worked as a Curriculum Development Advisor with the Myanmar Mobile Education (MyME) Project (Yangon) and Associate Programme Analyst (Curriculum) with UNESCO MGIEP (New Delhi). Nitika holds a B. A. in English (University of Exeter), an M. Ed in Comparative and Global Studies in Education and Development (University of Hong Kong), and an M. in International Development and Policy (University of Chicago).

8. Arunabha Sengupta

Arunabha Sengupta B.E., M.B.A. Executive Member, Akhil Bharat Vivekananda Yuva Mahamandal. Formerly Assistant Editor, Vivek-Jivan, monthly organ of Akhil Bharat Vivekananda Yuva Mahamandal. Formerly Assistant General Manager, Production & Planning, DC Industrial Plant Services Pvt. Ltd., Kolkata.

9. Deepak Kumar Bist

Deepak Kumar Bist, LL.b, M. Phil, MBA(HR) is a Joint Director at Institute of Secretariat Training and Management. He has been associated with training for last over fifteen years, mostly as a trainer. He is a national resource person of Department of Personnel and Training. He has been a Recognised Trainer for Training Needs Analysis (TNA), Design of Training (DOT), Direct Trainers Skill (DTS), Evaluation of Training (EOT) and Mentoring Skills (MS) and has conducted courses in different CTIs/ATIs in the field of Training of Trainers(TOT).