

"ON-THE-JOB TRAINING NEEDS ASSESSMENT FOR
CLASS II LEVEL OFFICERS" :

THE CASE OF ADMINISTRATIVE OFFICERS OF THE DISTRICT COLLECTORATES.

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Preface

On-the-Job Training (OJT) has received increased attention of the government and is now being preferred by both the government and private organisations mainly for two reasons - time-saving and cost-saving. Institutional training (IT) is a costly and time-consuming activity. Organisations with resource constraints may not always afford to get their employees institutionally trained. By organising systematic OJT programme at respective workplaces, organisations or top-management can save money and moments. The World Bank and Institute of Public Administration (IPA), New York, have therefore recommended to the government of Bangladesh wide practice of OJT in government offices.

The present study is the second venture of Bangladesh Public Administration Training Centre (BPATC) on OJT which seeks to explore the conceptual dimensions of OJT and determine the training needs of the Administrative Officers (AO) of the Collectorates. Administrative Officers of the district collectorates are class II level officials. They have been identified as the target group whose training needs on the job have been assessed. As the only class II level officials in the district collectorate, AO is a very busy employee and is not often sparable for undergoing formal training in the designated institute. So collectorates have to rely mostly on OJT to teach AOs the 'tricks of trade'. IT tends to be longer in duration and

therefore AO's despite their need and willingness to take part in IT, do not find it convenient to leave their desks/work sub-units as works or files get accumulated during the period of their absence. Again, A.O. who is assigned with a set of critical responsibilities cannot work simply on the basis of commonsense or advice borrowed sporadically from their peers and superiors.

On the basis of job analysis of AO's functions and responsibilities and their perceived/expressed training needs, the researchers have designed for the former a curriculum for a 'programmed' OJT which may be administered by the collectorates depending upon the suitability of their needs and availability of facilities. This curriculum may be commonly applied to those AO's who need to be trained under the guidance of their immediate supervisors. Good instruction and good supervision are inter-linked. Unless ADCs who are the supervisors of AO grow their instructional competence, OJT cannot really occur. The results of the survey indicate that for effective implementation of a 'planned' OJT programme for AOs, the following factors must be kept under genuine consideration of the Ministry of Establishment.

- * Developing competence level of supervisors (ADCs)
- * Provision of training facilities at the Collectorates
- * Development of library at the Collectorates
- * Creation of a healthy work environment
- * Introduction of intense OJT- based TOT Course for supervisors in the relevant training institute.

The role efficacy of both AOs and ADCs may be enhanced, if they, nay all the government officials at various levels, are brought within the purview of OJT.

Chapter 1 of the study provides the introductory details including objectives and methodological issues. In Chapter II, attempts have been made to explore the theoretical aspects of OJT in relation to needs assessment. It also provides the conceptual framework on the basis of which the entire study has been carried out. Chapter III analyses the collected data and brings out the findings of the study. This is the core part of the study as it reveals the diverse training needs of Administrative Officers assessed in the process of the inquiry. Chapter IV provides a newly designed curriculum based on the results of the survey and job analysis. In Chapter V, the researchers record their concluding remarks.

OJT is burgeoning fast as a new area of research. This study is not final but it seeks to provide a direction or at least a cue by which further extensive study on this subject may be carried out in future.

August 15, 1990

Syed Naquib Muslim

Acknowledgements

As a type of training, on-the-job training (OJT) is not new. This is one of the reasons for which I never grew any interest in this area. It was Dr. Akbar Ali Khan, former MDS of this Centre, who first inspired me to take OJT as a field of study and exploration. I accepted the idea and set to work intensely on this field. I must therefore keep on record my deep sense of gratitude to Dr. Khan.

The entire draft of this study has been prepared by myself. Basing upon the experience of a previous research-work on OJT which I co-authored earlier, I have been able to accomplish the present work. Dr. Ekramul Ahsan, Dr. Shah Md. Farid and Dr. Saadat Hussain deserve special thanks for their valuable suggestions, guidance and comments towards improvement of this study. Syed Shamsul Alam has helped me in framing questionnaire, searching out literature on OJT, preparing bibliography and translating into English the job description of the incumbents.

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Nazir Ahmmed and Rahmatullah should be thanked for sharing the painful task of typing out the manuscript. Because I have prepared the entire manuscript single-handedly, I am responsible for whatever lapses or mistakes that may be found by the readers.

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List of Abbreviations Used

ACR	-	Annual Confidential Report
ADC	-	Additional Deputy Commissioner
AO	-	Administrative Officer
IPA	-	Institute of Public Administration, New York
IT	-	Institutional Training
NA	-	Needs Assessment
OJT	-	On-the-job Training
RPATC	-	Regional Public Administration Training Centre
RSTI	-	Regional Staff Training Institute
STI	-	Staff Training Institute
TA	-	Travelling or tour allowances
TFYP	-	Third Five Year Plan
TNA	-	Training Needs Assessment
TOT	-	Training of Trainers.
WB	-	The World Bank.

Executive Summary

On-the-job Training (OJT) has received increased attention of the government in recent times and is now being practised by both the public and private organisations mainly for two reasons - time-saving and cost-saving. Institutional training (IT) today is a costly and time-consuming activity. Organisations with resource constraints may not always afford to get their support staff institutionally trained because of these time and cost factors. By organising 'programmed' OJT at respective workplaces, organisations or top-management can save both money and moments. The World Bank and Institute of Public Administration, New York, have recommended to the Government of Bangladesh wide practice of OJT in the government offices in order to improve public administration system in Bangladesh.

The present study was carried out on OJT of class II level officers of the government. Specific objectives were to determine the training needs of the Administrative Officers (AO) of the district collectorates and suggest a curriculum for their training at the workplace. Administrative Officers of the collectorates hold class II level status and provide the support services to the Deputy Commissioners. They have been identified as the target group and efforts have been made to assess their training needs on the job. As the only class II level official in the collectorate, AO is a very busy employee and is not often

sparable for receiving formal training in the designated institute. So collectorates have to rely mostly on OJT. IT tends to be longer in duration and therefore AOs despite their need and willingness to take part in IT, do not find it convenient to leave their desks/sub-unit as works or files get accumulated during the period of his absence. Again, AO who is to perform a set of critical tasks and responsibilities cannot operate simply on commonsense or advice borrowed sporadically from their peers and superiors.

Samples of 16 AOs, 16 ADCs and 32 Section Assistants have been singled out randomly to ensure representation from 4 administrative divisions of Bangladesh. Both formal and informal interviews were conducted and 3 separate sets of structured questionnaires administered to AO's, ADCs and AO's Assistants to elicit needs or deficiency data from the targetted support staff. On the basis of literature review and pretest of questionnaires a conceptual framework was drawn.

On job analysis, AO's functions have been categorised as a) Personnel function b) Supervisory function c) Coordinative function d) Advisory function e) Financial function and f) Staff Development function. For performing these functions, a specific set of skills is needed. These skills indicate the training needs of all AO's in general.

From the perceptions and expressions of respondent-AO themselves, their supervisors ADCs and AO's subordinate Assistants and comparison with skills inventory, OJT needs of AOs have been identified. These are -

- * Conceptual gap about the importance of training in developing their job competence.
- * Role ambiguity about their own job.
- * Lack of knowledge about how to handle 'discipline & conduct' cases.
- * Skill deficiency in drafting various official correspondences, inspection reports, and other reports.
- * Inability to meet audit objections.
- * Inability to ideally handle promotion, appointment, transfer cases.
- * Deficiency in bill-preparation and budget formulation.
- * Lack of OJT instructional skills for staff development.
- * Lack of inspection and supervision skills.
- * Lack of interpersonal skills.
- * Inadequate knowledge about coordination and its mechanisms.

When the training needs are available, it is possible to design a curriculum and implement the training programme. The curriculum of a training programme comprises the learning components that are designed to enhance the performance level of the concerned employees. Effectiveness and relevance of curriculum are linked to the accuracy/validity of training needs assessed.

On analysis of the assessed OJT needs of AO's, the researchers have designed a modular curriculum that can be commonly used for conducting 'programmed' OJT for the AO's at the Collectorates aimed at developing job competence of the Administrative Officers. The programmed OJT is proposed to be designed in 4 distinct but inter-related modules. These modules are :

- o Administrative Management : Module - 1
- o Financial Management : Module - 2
- o Personnel Management : Module - 3
- o On-the-Job Training Techniques : Module - 4

The broad objectives of these modules are to enable the incumbents to perform their administrative, supervisory and instructional duties effectively.

In the process of the survey, it has been possible to identify a few constraints that are impeding needs assessment process. These are -

- * Conceptual gap of AOs and ADCs on training methodology and OJT
- * Time lag of ADCs.
- * Deficiency of supervisory skills of ADCs and AOs
- * Tenure discontinuity of ADCs
- * Closed performance appraisal system
- * Lack of career advancement opportunities of AOs.
- * Lack of training environment at the Collectorates
- * Undeveloped Library facilities at the workplaces.

AO and ADC are in a symbiotic relationship. The role efficacy of both AOs and ADCs may be enhanced, if these officials as well as others at various levels, are brought within the purview of OJT. Segmented training to a handful of top level officers will help very little in improving service delivery system. Support staff equally need to be trained.

Chapter-1

Introduction

Change is considered to be the essence of any training activity. Training aims at creating a positive change in the job behaviour of an employee; it is a powerful means of improving the level of employee performance. Broadly speaking, there exists two major varieties of training -- a) institutional training (IT) and b) on-the-job training (OJT).

According to training experts, institutional training alone is not adequate and exhaustive for improving performance level of employees. IT needs to be combined with OJT in order to supplement the deficiencies that inhere both in IT and OJT. IT and OJT are, therefore, complementary to each other and necessary for upgrading the substandard performance of the employees. This applies commonly to employees of both private and government agencies.

Employees in any organisation, private or public, have to work in a web of functional interdependence. Employees of all levels equally need training. Line and staff, senior, and junior, managers and support staff --- all need to improve continuously their performance in order to enhance effectiveness of organisations they work for. "Support the support staff through training" is the watchword of today's organisational management¹. Soundest development plan encompasses training for

employees of all levels. Segmented training provided to a particular group of employees hardly provides desired results. If training has active support for all kinds of employees, training results can be better appreciated and utilised. The government of Bangladesh (GOB) and its creditor the World Bank (WB) are eloquent and emphatic about the practice of a holistic approach to public administration training. As officials of all levels have integral and interdependent relationship, training of support staff i.e. of class II level officials concurrently with that of class I level is considered important for enhancing performance of the government. According to National Training Policy (1982), "every workplace, office or factory, institution or campus will develop their own training capacity and should be able to train their own men. The idea is to have no untrained personnel in a workplace"².

Regional Public Administration Training Centre (RPATC) and Staff Training Institute (STI) are carrying out the task of imparting formal training to staff level employees including class II officials. Class II level employees comprise about 4% of the total government officials. They are 36,703 in number³. It is an obligation for the government to get these officials trained for effective job performance through institutional training. The survey team of IPA expects that "the widespread use of on-the-job training would relieve STI of much of its burden and there are other forms of intra-ministerial training, now virtually unemployed for training clerical personnel"⁴.

It is therefore, evident that a class II level official needs to be trained both institutionally and on-the-job in order for him to develop the desired level of job competence. Training inputs cannot be prepared systematically and strategies cannot be developed appropriately unless training needs are truly identified. This is equally true of an on-the-job training situation.

Assessment of training needs on-the-job is totally relational. It involves the target officials and their supervising officers. There are obviously various categories of class II level officials working with/for the government. Nature of jobs of these officials is diverse, work-environment is different, and their clientele is also different. For maintaining uniformity, the research team has selected Administrative Officers of the district collectorates as the target officials whose needs of OJT have been assessed.

Administrative officer is an important post in the whole collectorate. Significance of the Collectorate as an institution is linked to the competence of the Administrative Officer. As he is the only class II level official in the whole collectorate, he cannot often be spared for receiving training to any training institute. If he is sent for institutional training at STI or RPATC, internal works of the Collectorate suffer in his absence. So OJT is more relevant and important for him so that being on the job he can update his knowledge and skills required for effective job performance.

OJT is inherently job-specific and need-based. If OJT for Administrative Officers is to be systematic and job-oriented, what is required first is to determine their training needs. Ideally, needs of OJT should never be hypothetical or speculative. Through this study, efforts have been made to assess the OJT needs of Administrative Officers in keeping with the theoretical guidelines and procedures that are globally acknowledged and practised.

Objectives of the Study

Earlier studies suggest that on-the-job training, a traditional variety of training, is not practised systematically in the government offices. No set of guidelines has been specified in the National Training Policy about the principles and modalities of carrying out OJT operations. According to the Preinvestment Study, "The government of Bangladesh is under-utilizing two effective but inexpensive types of in-service training, namely, in-house training and on-the-job training both of which are to be given within the premises of ministries, departments or public corporations"⁵. No systematic efforts have been made to assess the training needs of various categories of government officials. Training courses meant for these officials are mostly based on assumption and suggestions gathered from the experienced personnel or training experts⁶. Unless training, be it of IT or OJT variety, is provided on the basis of needs properly assessed, it lapses into a wasteful exercise.

The broad objective of the present study is to assess or determine the OJT needs of the Administrative Officers of the Collectorates who hold the status of a class II officer. Class II officials are those who draw pay at 10-11 MNPS grade. No other specific definition of class II official than this has been available. The specific objectives of the study are -

- + to explore the concepts of On-the-job training for appreciation of its ideal meaning and implications,
- + to prepare a skill inventory of Administrative Officers' (of the collectorate), functions and responsibilities
- + to identify the present perceived/expressed needs of Administrative Officers that can be met or handled by OJT intervention,
- + to study the current practices and usage of the OJT in the Collectorates, and
- + to identify constraints on OJT needs assessment process, and OJT management and suggest measures to reduce them.

Rationale and Scope of the Study

The national planning document i.e. Third Five Year Plan (TFYP) envisages wide application of OJT for government officials irrespective of levels and cadres. As the Plan states, "In respect of training, more emphasis will be given on on-the-job training as against academic types of training as are being imparted in the existing training institutions"⁷. The government is committed to strengthening this variety of training activity at the workplaces. Assessment of training needs is a weak area that merits special attention and efforts. So far no published

document has been available indicating systematic training needs assessment by the government or government-sponsored training institutes.

The training curricula designed by the government training institutes are based mostly on speculation or hypothesis. Ideally, training curricula have to be job-oriented, need-specific and competence-based. The Government of Bangladesh and its creditor/sponsor on public administration training projects the World Bank are assigning strong emphasis to need-based training programmes and therefore assessment of OJT needs of class II level government officials is a timely venture.

The quality of job performance is closely linked to the quality of training provided to the employees. Training will simply be a wasteful activity if it is not need-specific and competence-based. Assessing training needs is therefore a key task without which training programmes cannot be made realistic, useful, and effective. Identification of training needs is a highly technical, systematic and time-consuming activity. Thus, effective and quality training rests on systematic needs assessment and not simply on guess-work.

It is not possible to assess training needs of diverse group of class II level officials concurrently by the same team of researchers. It is not practicable either to bring class II officials of all categories under the purview of OJT needs

assessment effort. Their sanctioned strength is 43,386 and existing 36,783 officials are scattered in various agencies of the government. The research team has therefore concentrated on a target group of class II level officials in order to assess their training needs. The team has decided to take as their target group the Administrative Officers who work in the district collectorates. In this study efforts have been made to assess their training needs on-the-job.

Methodology of the Study

Training needs assessment and OJT have a sequential link. Needs must be assessed first and then intervention by supervisors through various methods of OJT has to be made. In order, therefore, to identify systematically training needs for conducting OJT for Administrative Officers of the Collectorates, it is necessary to employ the methods prescribed by the training specialists or practitioners. In the process of the investigation, only those methods have been employed that are affordable or implementable within the limit of given personnel support, time and resources.

Training needs identification for a diverse or multidisciplinary group is obviously a complex job. Therefore, to make the task practicable a homogeneous group of officials such as Administrative Officers have been fixed as target group. The next step after the needs are assessed is development of curriculum. Curriculum can be developed judiciously or coherently

when training needs of a particular specific group of clientele can be determined. In this study a specific group of class II officers i.e. A.O. has been identified as the target group for needs assessment because ideally needs are supposed to be group-based and job-specific. Moreover, for taking a homogeneous group under study, the aggregation problem has also been avoided.

A group of 16 Administrative Officers of 16 Collectorates was taken for sample survey. Collectorates have been selected from among the 4 administrative divisions Dhaka, Khulna, Chittagong and Rajshahi and 4 collectorates from each division have been singled out randomly for collecting desired data. Jobs of Administrative Officer are uniform in nature. A sample of 16 administrative officers has been taken just to cross-check or contrast whether there be any variation in the perception of the target group's training needs on the job. Sixteen Addl. Deputy Commissioners (General) from 16 collectorates who work as the supervisors of the Administrative officers have been also interviewed. Structured interviews were conducted and questionnaires were administered to elicit relevant information about the performance level of and OJT needs of the target group of officials i.e. the Administrative Officers. Questionnaires were administered direct by the data collectors. Postal survey method was deliberately avoided because of usual low response. Annexure-1 shows the list of the collectorates visited and the number and category of respondents selected for data collection.

In carrying out the task of training needs assessment (TNA), the researchers did not base their efforts on speculation or hypothesis. Needs of OJT of the target group were determined through standardised and recognised TNA methods. Owing to time constraint, participant observation method and consultation of ACR as sources of performance discrepancy data could not be pursued. Since the role of supervisors is crucial in assessing OJT needs of the target employees, the research team mostly relied upon face-to-face structured interviews and consultations. Sixteen ADCs and 32 Assistants have been interviewed in order to elicit performance deficiency data of A.O.

Administrative Officers themselves in turn work as supervisors to their juniors designated as Assistants. One set of questionnaire was administered to them to assess the competency level of Administrative Officers as supervisors to their juniors. The objective was to assess knowledge of the AOs about training techniques required for performing their own supervisory responsibility according to the level of expectation. The methodology by which the training needs data were gathered comprises the following components -

- * Direct and structured interviews with the target group of officials i.e. Administrative Officers.
- * Structured and unstructured interviews and consultation with the supervisors i.e. ADC (General).
- * Structured interviews with the juniors to cross-check the target officials' perceptual validity.
- * Administration of 3 separate sets of Questionnaires to AO, AO's Assistant and ADC to elicit deficiency data.

Experience in the process of inquiry indicates that interviews and discussions with ADC (General) and the targeted officials are the main sources of identifying the training needs. Interview with the members of the public was not tried as AOs reported that they had little scope for interaction with the members of the public.

Limitations of the Study

It has not been possible for the researchers to concentrate on OJT needs assessment of all class II level government officials because of practical difficulties. Bringing all class II level officials within the purview of the study is clearly a stupendous task involving long time, high cost and huge personnel support. Therefore for the sake of research expediency, and to make the study a 'doable' one, the OJT needs assessment of Administrative Officers who hold a key position among the collectorate staff have been singled out for study. Sixteen Administrative Officers of 16 district collectorates have been identified as the target group in order to assess their training needs on the job.

OJT is an on-going process and it continues till an employee/official retires from his service. It is not practically possible to give treatment of all the learning needs that emerge during the entire service period of the official. Efforts have therefore been made to identify only those needs that can be handled through programmed and structured OJT intervention.

On-the-job training occurs at the workplace. Here the role of the supervisor and in some cases that of the experienced co-workers is dominant. The formal responsibility of identifying the learning needs of the junior employees and adopting measures to meet them lies in the supervisor. Generally, learning-teaching on-the-job is contingent upon situation, context and chance. A training need felt or perceived by an Administrative Officer of a particular Collectorate is not applicable to another Administrative Officer working at a different Collectorate. It is therefore difficult to bring out a common profile of training needs in order to standardize their performance level on the job. However, basing upon the experience and observation of the ADCs and perception of the training needs by the Administrative Officers themselves, and their Assistants, efforts have been made to identify the training needs that are commonly felt or that generally emerge on the job. After all, this is not an effort at assessing training needs of a particular individual but of a group which is homogeneous and whose nature of job is uniform. Their training environment, training capacity, receptivity might vary but their needs are common if planned OJT is kept in mind.

Though OJT is a traditional variety of training, there has been little study on this subject in this country. Moreover, literature on OJT is quite scanty and very few materials/studies/books on this area for reference were available.

Though primarily intended, performance appraisal reports known as ACRs of AOs could not be consulted because of non-availability of time.

Chapter-2

On-the-job Training and Training Needs Assessment - Some Conceptual Premises.

This study has two basic dimensions -- on the job training and needs assessment. The scope of study has been narrowed down to on-the-job situation and not to training institute situation. In order to get started, the team begins by defining and explaining the concepts of on-the-job training and building a framework on which efforts at assessing needs of on-the-job training are ideally made. The objective of this chapter is to conceptualise the ideal aspects of OJT and the various mechanisms of determining training needs of employees on the job. This has helped the research team guide their research-work or inquiry process and achieve the set objectives of the study.

How is OJT different from IT ?

There is a fuzzy but useful distinction between OJT and IT. OJT occurs at the workplace under the guidance of a supervisor or experienced employee of the organisation. OJT is purely work-related, performance-based and practise-oriented. It focuses on the performance deficiencies and performance improvement of employees while on the job. As Carnevale observes, "training outside the workplace does not create jobs; jobs create training" ⁸. This implies that training on-the-job is always related to job performance. If performance within specific time frame is at the desirable level, there is no need for OJT.

It is likely that learning elements of IT are in common with those of OJT, because OJT reinforces what are learnt through IT. In IT there remains little scope for practice of the theories, concepts, guidelines learnt in the class-room. In fact, OJT provides the scope to utilize/use the knowledge and skills learnt through formal class-room training. Thus OJT is not a discrete training activity that may be independently conducted in workplace but it has to be complemented by IT. IT in fact creates in the employees the conceptual base without which employees cannot figure out where to begin and where to end while performing their job. Ideally, IT precedes OJT because OJT is practice-oriented whereas IT is more or less theory-biased. IT is the source of providing the ideal situation to the job-holders. As McCord says, "a combination of class-room and OJT can be used to solve a number of job training needs"⁹.

OJT is mostly situational and is a never-ending process. But it can also be 'programmed' and structured in order to respond to the training needs of the employees identified. If OJT programme is to be effective, it must be planned and organised¹⁰. OJT needs to be carefully structured to enable the instructors to teach the key behaviours and evaluate the performance of sub-tasks. As Saxena observes, "OJT is capable of being formally organised because it is possible to plan for OJT in any department or organisation"¹¹. A systematic feedback needs to be established to assess or monitor the progress the employee-learner has made

during the course of his learning. The keyword for OJT is involvement. It brings supervisor and the employee much closer together¹². Here both the employee and his supervisor operate in the actual job environment. OJT is an ideal system because the employee is able to receive direct, continual and instant/immediate feedback from his supervisor who is in fact his trainer on the job. Problems of attitude or motivation can be better tackled by on-the-job type of training¹³. Change orientation can be effectively handled by the supervising officers. They can persuade the subordinates to shun obsolescence and update themselves with new skills.

Good teaching is not done accidentally¹⁴. This is also true of OJT where effectiveness or success of skills and knowledge transfer depends on the efficiency of the instructor. OJT is a skill-based instructional activity. A specific set of skills are needed to be acquired by the supervisor in order for him to perform effectively his training function. Coaching, counseling, job rotation, attachment and role-modeling are the supervisory techniques that are used for conducting OJT programme. Stressing the importance of acquiring instructional techniques, Broadwell states, "we cannot be free from supervision just because we are supervisors ourselves. We will have to be trained"¹⁵. He further says, "Training people is a skill. It can and must be learned when one becomes a supervisor"¹⁶. A happy paradox emerges while a supervisor gets engaged in training function. Supervisor is a

developer who also develops himself while he teaches. A supervisor 'learns by helping subordinates learn from the tasks they work on'¹⁷.

Training Needs Assessment (TNA) from OJT Perspective

Training is the occasion of mismatch between what should be and what actually is. Training needs assessment (TNA) is a process of locating or identifying the gap or difference between a) the current condition of competence and desired condition of competence or b) the existing level and expected level of performance of the employees.

Need assessment process in IT and OJT is not altogether different. Rather it is more similar than dissimilar. In OJT, training needs of the incumbents are identified ideally by the supervisors who in fact play the dominant role in shaping the job behaviour and rectifying the performance discrepancies of their subordinates. Other methods of IT like job analysis, records-checking, performance appraisal report, periodic observations are common.

Training needs of a particular employee or a group of employees can only be assessed when his or their tasks are known. In other words, without a grasp of the task set, needs can hardly

be identified. Needs assessment is not an event but a process. Specially in a job situation, effort at assessing training needs is a never-ending process; the objective is continuous improvement of the performance level of these employees.

In on-the-job training, training may not take place for a specific period of time; it is often situational and contextual. Although it is contingent upon situation, experience and observation of the supervisors accumulated over time, perception of training needs by the trainee-employees themselves and views of the beneficiary are sources of identifying the training needs of the employees.

Needs are the basis on which training curriculum is designed and instruction provided. If needs for training are not assessed properly or systematically, design of learning elements will be incoherent and training may lapse into a wasteful activity. Need is an abstract but genuine word. There is a need where there is a deficiency; if there is no deficiency there is not need to be met.

Growth and development of junior employees on the job is the responsibility of their supervisor. Supervisor is directly responsible for determination of training needs on the job. He develops and maintains an inventory of training needs of his employees. He makes a training plan and makes efforts in order to

meet those training needs. Though determination of training needs is often contingent upon situation and context, it may also be done in a planned and systematic manner if the employees concerned or target-persons are absolutely new in the organization or they assume a new responsibility or they need to update their knowledge and skills on a specific subject. Thus the most common approach to diagnose deficiencies of employees is to rely upon an assessment of needs by their supervisors. Accuracy of need assessment data is however linked to supervisors' interest in instructional assignment and his level of competence as an instructor.

Thus, a needs analysis is best accomplished jointly by the person for whom the analysis is made and the other person - his supervisor. The supervisor should periodically assess and "reassess needs and goals, then plan and implement new developmental strategies"¹⁸. Assessing needs is the core of the supervisor's role in developing his subordinates. If the supervisor and the subordinate work together to identify developmental needs and make plans to meet those needs, development will be a systematic process rather than a haphazard series of events¹⁹.

Mechanisms of OJT Needs Assessment

From the literature review, the research team could gather the following mechanisms that are relevant for assessing needs or training gaps of the target employees on the job.

Self-study by the Target Persons:

Perception of the target-person about his own training needs is the most potential source. The motivational aspects of OJT are that the trainee should know what he is to learn and how this learning will help him and his sub-unit or organisation.

The trainee himself can work as a need-assessor if he has a clear perceptive capacity. 'Structured Diary Analysis' is one of the tools for identifying TN. The employee records his performance experience, specifies problems faced while performing and identifies deficiency areas requiring training intervention. The practice of diary-keeping is a prerequisite for this method of TNA.

Surveillance by supervisors :

Surveillance by supervisors is a technique for gathering training need data. Supervisor looks for the areas of performance problems and maintains a surveillance file where he goes on compiling data on performance gaps of the employees; surveillance is a continuous activity. Interest and participation of supervisor in training activity is a prerequisite for this²⁰.

The supervisor is the key person for determining the training needs of the subordinate employees. Without his interest and participation, efforts at improving job performance of junior employees cannot be successful. In fact, the supervisor has to

play the role of a trainer, he determines the needs, develops curriculum, instructs, provides feedback and retrain.

Employees are best trained by their own supervisors. Before a supervisor can become effective as a trainer, he must understand or recognise the job of his subordinate employees.

Job Analysis :

If training is to improve job performance, the job itself must be fully understood first. Knowledge of job/task comes first before it is performed and when performance is done, discrepancies arise. Performance discrepancies are the difference between what the employee does and what he is expected to do.

Job/Task analysis is a systematic process for defining a job, determining what performance discrepancies exist in that job and selecting/deciding type of training so that employees can improve their performance. A job analysis is conducted to determine what to teach/train, to identify discrepancies, and to determine what kind of training, IT or OJT, is needed to meet those discrepancies. It also helps supervisors devise mechanisms to evaluate employee performance.

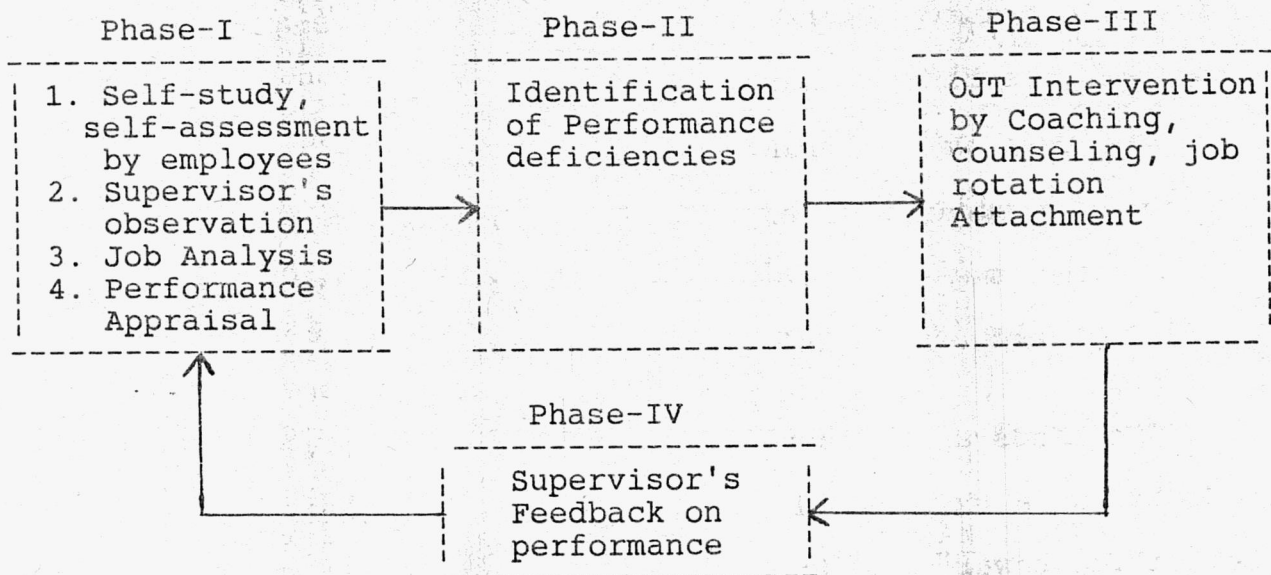
Task analysis is carried out for a job category or type, not for each individual. When task analysis is performed with homogeneous group of employees, it is possible to develop a training programme.

Tasks and duties are different. Duties are the specific, observable actions that the employee takes to accomplish tasks. Tasks are the basic elements of a job.

The best way to understand a job is to gather information provided by supervisor and by those who do the job themselves. The trainer may acquire a large amount of information from interviews and officials' job description.

The needs analysis techniques of the target employees may be reduced to a conceptual scheme which clarifies the phase-wise activities towards needs identification process.

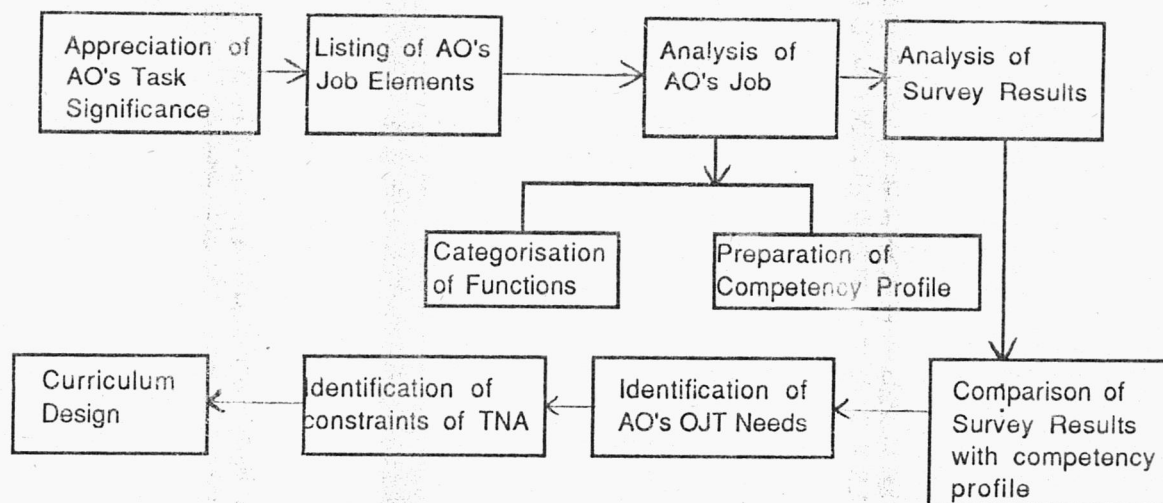
Fig-1 : Conceptual scheme of OJT Needs Analysis



Performance Appraisal :

Many organizations, both private and public, in the western countries rely on the performance review as the most practical and useful tool for determination of training needs of the employees. Ideally, meaningful working relations can be built where the superior and the subordinate sit for healthy discussion while appraising the performance of the latter. But when supervisor is the "superior hat" and the employee is tense about the impact of performance review on his career, no training assessment and training intervention can take place. However, appraisal allows supervisors to know how well their subordinates are performing and wherein lie their discrepancies or deficiencies, their strengths and weaknesses.

Fig-2 : Flow-chart of Activities towards/for assessment of AO's Training Needs.



On the basis of the above discussion, the research team has formulated the following conceptual framework in order to carry out the OJT needs assessment effort. OJT for Administrative Officers can be organised in a structured, systematic and planned fashion. OJT is a complementary training device and should follow institutional training. Supervisors (ADC) can handle the task of training his subordinates through coaching, counseling, job rotation etc. But incumbents may be deputed for internship to relevant agencies in case supervisor himself or other experienced employees can not train them in specific or specialised areas. NA in an OJT situation can be better carried out in a workplace where supervisor-subordinate communication/interaction pattern is open, informal, healthy and free. Performance feedback is characterised by open and MBO - based system. Good instruction and good supervision are inter-linked, since training is a critical part of supervision. Unless supervisors are interested in staff development, juniors cannot develop job competence.

Chapter-3

Analysis of AO's Job and Findings of the Study

The present study is directed towards identifying the needs and demands of training of the Administrative Officers who hold a key position at the staff level in the Collectorate. Methods that are universally employed to find out the training needs have been utilised in the process of the study. Some of the findings of the study were already familiar with the leader of the research team as he had worked as Asstt. Commissioner at a Collectorate for more than a year. During his tenure, he had to interact with Administrative Officer on various occasions and therefore could develop a conception about his job. Other findings emerged in the process of the inquiry.

This chapter tries to keep on record the diverse training needs that were identified through interviews with the target officials their subordinates, and their supervisors. The target officials are the Administrative Officers and Additional Deputy Commissioners (General) are their supervisors. Assistants are junior employees working under AO.

Assessing needs of the Administrative Officers has been the primary focus for most of our needs analysis effort. These data are important as it reflect what they need to know, how they are expected to behave and what they need to do in order to perform their job better. Needs expressed by the targeted officials i.e.

Administrative Officers have been tallied with those perceived by their supervisors for cross-checking or confirmation.

Assessing training needs is a complex function as with it is related a sequence or set of other activities. Knowing the job itself is the most important step before the venture for need analysis is undertaken. A conceptual handle on the job itself enables one to form an idea about the functions and responsibilities of the job-holder. Jobs are multi-dimensional. The size, nature and goals of the organisation, its technology and administrative procedures, reward system -- all come together to produce a profile of tasks.

Task Significance of Administrative Officer

Task significance refers to how the job is important to the organisation and other people. AO holds a very responsible supervisory position among the support staff of a district collectorate. He is the only class II level officer in this age-old administrative structure of a Collectorate. A.O. operates under the direct control and supervision of Additional Deputy Commissioner (General). He is the bridging or coordinating link among the staff-level employees of the Collectorates who are known as Sections Assistants. He also acts as a staff officer to Deputy Commissioner. A.O works as officer-in-charge of the Establishment Section which is the heart of the Collectorate's internal administrative system.

There exists a systemic discrepancy about the position and authority of Administrative Officer and those of the Assistant Commissioners who also act as Officers-in-Charge of 12 others sections. Administrative Officer holds class II status while Assistant Commissioners (ACs) hold class I status. ACs are recruited from the Public Service Commission through competitive examinations. As Administrative Officer, he has common jurisdiction over all other sections. But it often becomes difficult for him to administer these sections as these are headed by Assistant Commissioners who are superior to Administrative Officer in rank and status. A.O therefore feels a psychological barrier in applying his administrative authorities on Assistants of other sections headed by ACs.

The very nature of job and responsibilities makes the post of Administrative Officer important. As an experienced promotee officer, he is well-conversant with the procedures and channels through which files and papers are routed to Deputy Commissioner or Addl. Deputy Commissioners for decisions. As an experienced employee, he is quite familiar with the conduct and capabilities of diverse employees who work under him in different sections/sub-units of the Collectorate. His administrative experience accumulated over the years enables him to determine whom to place/post where i.e. he is able to match job with the skills of the employees.

Training always relates to job. Objective of training is to improve performance or remove performance deficiency. The importance of A.O's job demands that he has to improve his competence on which the effectiveness of the Collectorate as an institution largely depends. Since he is the only class II level officer in the entire Collectorate, he cannot often be spared or deputed for institutional training. Works of various sections of the Collectorate suffer if he remains absent from his desk/work for a longer period.

However tasks and responsibilities cannot be expected to be performed effectively unless specific set of knowledge and skills involved in the job are acquired. So training is a must for acquiring job competence. This training may be in the form of -

- * experiential learning (here nobody is involved except the job-holder himself)
- * on-the-job training
- * formal institutional training

Experience is a costly and time-consuming variable. It is not always possible to keep waiting for experience and then to perform tasks basing upon the experience. Moreover, experience may not be equal or uniform to all employees. Depth of experience might vary according to situations. Therefore, for acquiring desired level of job competence, the A.O. has to depend upon training in the institute which is the source of theories and

guidelines for job performance. But theories, rules, procedures learnt through institutional training will be inoperative unless these are put to practice. Through on-the-job training conducted by ADC (General) or other experienced superior officials, A.O. gets the scope to apply his institutionally gathered knowledge and skills in the real life or job situation. From the survey, it is gathered that there is no provision of fund in the Collectorate for deputing A.O. to any training institute for receiving training. Moreover, A.O. not being easily sparable, has to rely almost soley on on-the-job type of training. As OJT is less costly and it occurs at the workplace, it is more convenient for A.O's to fill his knowledge and skill gaps under the direct supervision and at the intervention of ADC (General) who is his designated supervisor. Figure 3 indicates the hierarchical position of AO and his relationship with officials of the collectorate. The dotted lines indicate direct day-to-day transaction among the officers or sections.

Administration at any level is a skill-based activity. The functions of Administrative Officer are mainly administrative in nature though some operational works are involved. A definite set of skills are required in order for AO to perform his job with competence. An inventory of skills can only be prepared if job elements of Administrative Officer are known. Once a skill inventory is prepared, it will be possible to analyse their training needs and to decipher how these training needs can be

handled through OJT intervention. Section AD-3 of the Ministry of Establishment has circulated to all the offices of Deputy Commissioners the job elements of Administrative Officers described by the Ministry as 'charter of duties'.

The job elements are as follows :

Job Elements of Administrative Officer

1. Work as a staff officer to Deputy Commissioner and perform duties assigned by him.
2. Work as a coordinator or 'linking pin' between the officers and the staff.
3. Ensure and improve expected level of discipline in the office.
4. Supervise the works of Nezarat section of the Deputy Commissioner's office.
5. Process all cases of appointment, transfer, promotion and leave of class III and IV level personnel working in Deputy Commissioner's Office.
6. Process and initiate appointment and transfer cases forwarded from Zilla headquarters such as local government units, Land Acquisition and Revenue sections.
7. Process appointment, transfer and leave cases of all staff of revenue department such as Land Acquisition Officer, Upazila Revenue Officer, Zilla Kanungo, Field Kanungo, Surveyor, Superintendents and Assistants.
8. Maintain files and records on appointment, transfer and leave of all officers of District, Upazila headquarters.
9. Place proposals for job allocation amongst the gazetted officers.
10. Preserve and maintain service books and gradation lists of all non-gazetted staff.
11. Initiate promotion cases of staff.
12. Appraise work performance of all class III and IV staff in terms of skill and standard.

13. Forward proposals for leave approval to the concerned authority.
14. Approve leave of class III and IV staff.
15. Initiate appropriate departmental proceedings against class III and IV staff.
16. Submit and maintain Annual Confidential Report (ACR) of Section Assistants.
17. Maintain central file movement registers and delegate responsibility to look after registers of different sections.
18. Look after the welfare affairs of class III and IV staff.
19. Inspect sections on monthly, quarterly, half yearly and annual basis.
20. Supervise despatch of old records to the Records Room in time.
21. Receive and issue all postal/hand-to-hand correspondences.
22. Manage stationary/stores and library.
23. Take steps for Officers to appear in departmental examinations.
24. Process proposals/applications of all officers and staff regarding foreign tour.
25. Coordinate training programme of gazetted officers.
26. Work as an instructor to provide on-the-job training to class III and class IV employees.
27. Prepare tour/travelling bills for gazetted officers and lower level staff.
28. Taking steps for pay fixation of all officers and staff.
29. Get approved and signed all pay bills and contingency bills of class III & class IV level staff by the relevant authorities.
30. Work as a drawing and disbursing officer for payment of all bills.
31. Look after the Deputy Commissioner's discretionary fund.

32. Preparation of papers to draw advance from General Provident Fund and of final payment.
33. Ensure observance of formalities for providing retirement benefits of all officers and staff.
34. Take appropriate measures to meet/face audit objections.
35. Take necessary steps on Inspection Report including audit objections.
36. Collect proposals, formulate and distribute annual budget.
37. Carry out such other duties as may be assigned by the authority.

From the above, it will be possible to form an idea about various dimensions of AO's job. These have been officially circulated as job description to all the desks of Administrative Officers. On inquiry, this job description was found readily available in the office. By analysing AO's job it is also possible to categorise the functions broadly as operational type and supervisory type. An attempt is now made to make an analysis of AO's job so that a skill inventory for subsequent needs assessment can be prepared in turn.

Analysis of A.O's Job

Job Analysis is used as an important tool for identifying the knowledge and skills required for effective performance of job. A.O's job is basically a staff function. He holds the designated leadership position among the support staff of the Collectorate. He is the 'linking pin' who joins together all the 'line and staff' people of the collectorate. He provides

specialised personnel services to the ADC (General). His total functions and responsibilities are categorised as follows :

1. Personnel functions : A.O provides personnel and managerial support to the Deputy Commissioner and Additional Deputy Commissioner (General). He analyses and processes the appointment, transfer, leave cases of officers and staffs of the Collectorates. He maintains all the personal files of officers and staff.
2. Supervisory function : AO appraises the functions of Assistants by providing performance feedback in the form of verbal comments and written performance appraisal called ACRs. He makes placement of staff/employee to different posts according to capability and aptitude. AO supervises the activities of class III level employees i.e. Assistants of Establishment section.
3. Coordinative function : He has to draft letters for the ADC (General). He first receives letters and circulars from the Secretariat and other Government agencies and transmits them to relevant sections. He coordinates the activities of the Collectorate employees and operates as a 'linking pin' between the superordinate and subordinate staff of the Collectorate. He has also to maintain liaison with the Commissioner's office, and Cabinet Divisions & Ministry of Establishment.

4. Advisory and prescriptive function: In accordance with rules and procedures, he forwards along with recommendations the cases of appointment, transfer, promotion, leave of class III and IV level employees of the Collectorate to ADC and DC for final decision.
5. Financial functions : He collects budget proposals from various section of the Collectorate. On the basis of these proposals, he formulates annual budget for the Collectorate. He works as a drawing and disbursing officer in the Collectorate. He looks after the Deputy Commissioners' discretionary fund. He scrutinises, checks and processes all the financial claims placed by the officers and staff of the Collectorate alike.
6. Staff Development function : One of the key functions of the Administrative Officer is to coordinate on-the-job training programme meant for new class I level officers who join the Collectorate after recruitment. He designs the training programme, gets it approved by the ADC (General) and monitors the progress of the training activities. Thus he has also to work as training officer/organiser in the collectorate. He fixes the schedule, identifies the learning areas and instructors depending on their availability. Administrative Officer is himself the developer of his subordinates. He converts the inexperienced Assistants into competent performer through coaching or tutoring. Therefore AO is also a trainer of his juniors on the job.

Competency Profile/Skills Inventory of AO's Job

Developing a competency profile for employees is critical to start job analysis process²¹ and needs determination. The profile consists of competence factors that represent knowledge and skills underlying successful job performance. Each competence factor is described in behavioural terms because knowledge and skills are only observable through behaviour. Competence profile enables the supervisors to assess learning needs of the employees. The skill factors of A.O were obtained through discussion with the Administrative Officers themselves and their supervisors i.e. ADC(General).

Skill components :

Objectives :

1. Interpersonal skills : to provide direct verbal communication needed for coordination among the officers and staff and for conducting meetings at the staff level.
2. Instructional skills : to build training capacity of AO so that he can instruct or tutor his Assistants if and when they cannot perform or solve and to provide conceptual soundness on OJT.
3. Writing & composition skills : to provide skills of drafting formal letters/correspondences to various government agencies, noting in the files on various problems/issues and drafting inspection reports.

4. Performance Appraisal skills : to teach the techniques of providing positive and negative feedback on the performance of the Assistants, assess their training needs or identify their deficiencies.
5. Techniques of supervision and inspection : to teach how to build a helping relationship with the class III and IV level employees, motivate them, take corrective measures in the case of their performance discrepancies and to provide skills of guiding his subordinates so that they can perform their tasks efficiently.
6. Knowledge of Govt. Rules & Procedures : without a theoretical grasp of the Government Servant Conduct Rules, the Government Servants (Discipline & Appeal Rules, 1985), General Provident Fund Rules, it will not be possible to process or initiate discipline cases or departmental proceedings.
7. Bills Preparation skills : to provide skills of preparing T.A. bills, advances, contingency bills, process cases of retirement benefit claims of the employees or officers.
8. Records Management skills : to provide knowledge of maintaining personal files of officers, service books of staff, maintain and manage all records of the Collectorate.

9. Budget preparation : to provide knowledge and skills to formulate budget systematically.
10. Audit procedures : to provide capacity for meeting audit objections and to take anticipatory measures to prevent audit objections.

HIERARCHICAL POSITION OF ADMINISTRATIVE OFFICER

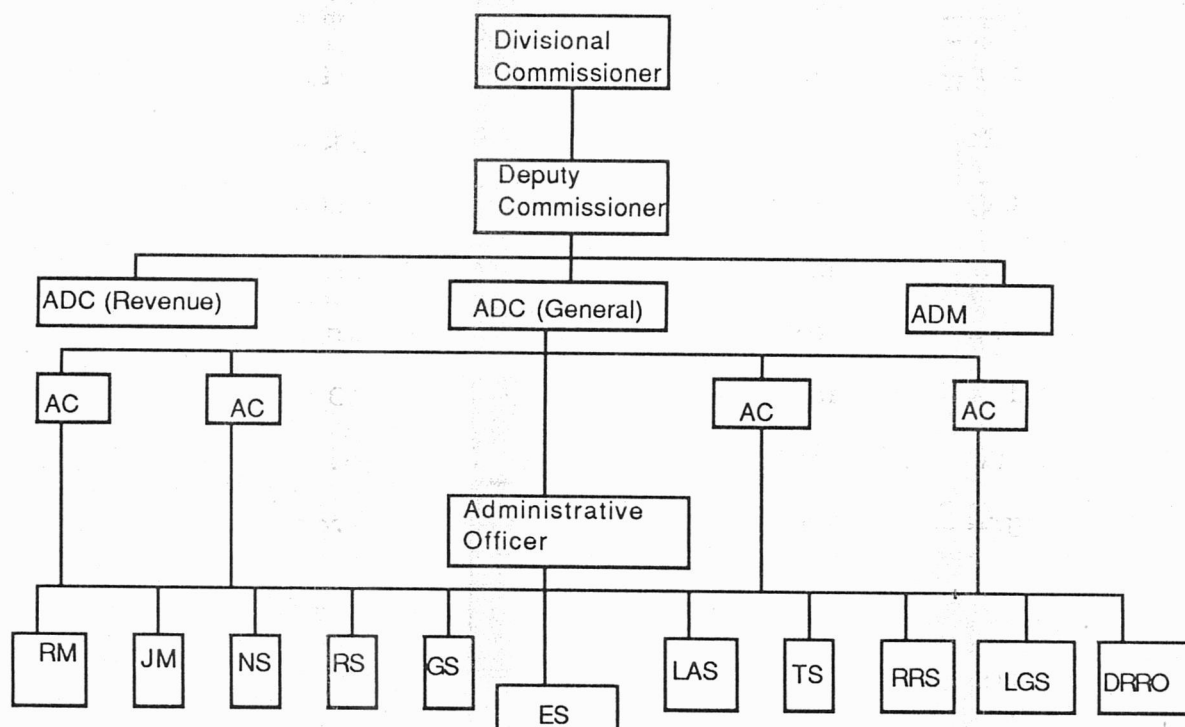


Figure-3

ADC = Additional Deputy Commissioner

ADM = Additional District Magistrate

AC = Assistant Commissioner

RM = Revenue Munshi Khana

JM = Judicial Munshi Khana

NS = Nezarat Section

ES = Establishment Section

LAS = Land Acquisition Section

TS = Treasury Section

RR = Record Room Section

LG = Local Govt. Section

GS = General Section.

AO's Perception of Training Needs

As has been noted in chapter 3, the post of Administrative Officer is of considerable importance as he is virtually responsible for managing the internal administration of a Collectorate. From the present survey, it is known that AO is never a directly recruited person. All the respondent AO's have stepped up to this position on promotion from the bottom. Nine of them worked earlier as stenographers, 3 as confidential assistants and 4 as head assistants. Age of 5 AO ranges from 50 to 54 years, two have reached 55 years of age. Six AO's have Bachelor's degree, 5 are matriculates and 2 have post graduate degree.

An analysis of the above data indicates that an official has to put in at least 20 to 25 years of service in order to become Administrative Officer. Prospects of promotion are very limited. The result is that they do not find any incentive or impetus to upgrade their performance level. Majority of the respondent - AO's can readily furnish their job description that has been circulated from the Ministry of Establishment. But they cannot define their tasks and responsibilities with clarity. Two of them cannot show their job description. The survey shows that most of them depends upon their own acquired experience in performing their allocated tasks. Seventy five percent of the respondents have given their opinion in favour of experience as the source of learning techniques of job. When asked if they have any interest

in training, they have replied that training is of no significance to them because they do not benefit from training as they have no ladder to climb and there is no scope for career development. Training in its present status improves their performance but it does not help to advance their career. Naturally they express little interest in training.

The above situation implies two important issues. First, the AOs mostly have wrong conception about the utility of training itself. They tend to link training to promotion or financial lift only and not to effective or better job performance. They have no worry about improving their level of competence. The fact however remains that training is not always meant for promotion and there is always a better way of performing a task and training helps in continuous improvement of employee's competence level. Thus AO's lack of conception about the importance of training is the first training need instantly identified and this conceptual gap needs to be met urgently. Secondly, a competent or at least an experienced official is supposed to have the ability to instantly define or explain his job in clear terms. The inability to define and clarify their job stems from a situation of 'role ambiguity'. But ideally 'activities on the job are best explained by considering how the employee interprets the job'²².

The supervisor of AO i.e. Additional Deputy Commissioner (General) can tutor how to clarify the role of A.O. in conceptual

terms and coach him in such a way that he can readily define his tasks and responsibilities and no ambiguity remains, ADC (General) can also help in revising AO's perception about the importance of training especially OJT through motivational discourse. In this way their inadequate appreciation of training may be intervened.

The point of OJT sets in as soon as a junior or subordinate employee approaches his supervisor when he cannot by himself solve or handle any job-related problem. The joint problem-solving situation by the supervisor and subordinate in fact sets the stage of OJT. Though primarily the respondent AO's have stressed their own experience as the source of their job competence, 92.31% of them in subsequent discussions admitted that they approach their supervisors and seek guidance or instruction from them while they cannot handle intricate problems by themselves. This is a positive sign because interaction between supervisor and subordinates regarding job-related issues is always useful, constructive and often mutually beneficial. As Bradford and Cohen observe, "they (supervisor and subordinate) often find simultaneous achievement"²³. Table 3.1 gives an indication of the areas wherein the AO's generally seek guidance from ADCs and go for consultation with them.

Table - 3.1 : AO's Response on Areas of Supervisors' Guidance.

Areas	A.C.	Percentage
1. Job allocation to new staffs/officers	4	33.33
2. Organising training for new staffs	1	8.33
3. Disposal of audit affairs	1	8.33
4. Deputing officers/staff for institutional training	1	8.33
5. Financial matters (Budget/allotment)	5	41.67
6. Transfer, posting, appoinment, leave	4	33.33
7. Processing Disciplinary action/departmental proceedings	6	58.33
8. Special cases such as sports, staff welfare and cultural programme.	1	8.33
9. Judicial matters	2	16.66
10. Dealing Revenue-related matters	1	8.33
11. Establishment/administrative matters	4	33.00
12. Managing Office discipline	1	8.33

(N.B. Multiple answers are recorded)

N.R.= 4

Interviews with the AO's aimed at determining their expressed training needs brought forth certain contradictory issues. When asked broadly, most of them expressed that they did not undergo any training because, to them, on-the-job experience they acquired was "enough" to handle their various tasks and responsibilities. Some of them of course, had the chance to take institutional training on specific areas. Table 3.3 shows the

category of training they received during the tenure of their service. When they were asked if training was of any use to them or not, they admitted that unless they had taken these course, they would not have been able to perform their 'technical' duties successfully. For example, out of 16 AO's, 3 AO's who participated in "Conduct & Discipline" Course spoke highly of the usefulness of the course contents and were greatly benefitted by the Course. This fact indicates that in general, they do not have any motivation for participating in any training activity but once they are compelled to join a course, they are benefitted. This situation which springs from a distorted perception of/about the significance of training, calls for supervisory intervention.

Fifty percent of the respondents feel that they need to be coached on how to write letters and correspondences, and prepare reports according to secretariat framework. Forty six percent of the interviewees have expressed that they are especially weak in financial management and training on this subject will help them greatly in preparing various bills, making budgets etc. The next important area of deficiency for which training is needed is how to deal with appointment, posting, promotion and transfer cases according to set rules. About 29% of the AO's stressed the need for training on this subject. The techniques of inspection and meeting audit objections is another important area. About 22% feel that meeting audit objections is a highly intricate and sensitive task which they often find it hard to handle. They

therefore need to develop requisite skills so that they can face the audit - party and its queries according to standards. Table 3.2 does not show any data on their perception of need to be trained as OJT trainers.

Table- 3.2 : AO's perceived/expressed OJT Needs

Areas of OJT Intervention	A.O.	Percentage
Personnel Management	4	28.57
Certificate matters	1	6.25
Meeting Audit objections	1	22.00
Handling discipline cases	1	6.25
Letters, Correspondences, Reports	8	50.00
Financial Management (Handling various bills budget meeting)	6	46.25
Maintenance of files and old records	2	12.50
Service Rules	2	12.50
Official discipline	1	6.25
Staff Inspection and Supervision	2	12.50

(N.B. Multiple answer were recorded)

Administrative Officer's job is mainly two-dimensional--his role as a 'doer' of his assigned tasks and his role as a supervisor of other's tasks. Besides, looking after the tasks of Assistants working in the Establishment section, he has to ensure quality of their performance and work as on-the-job trainer to his subordinates. Quality of job performance depends upon the quality of instruction received from the supervisor. Before he proceeds to train his subordinates, he has to identify

the areas they need to be trained in. So in performing the supervisory responsibility, the Administrative Officer has to act as a need-assessor in the first place. This is because attempts at providing training without identifying the needs will be a futile exercise for him. Good supervision and good instruction are inseparable anyway.

Instructional job involves a set of skills without which this technical function cannot be performed effectively. A.O. as a supervisor and on-the-job trainer to his subordinates has to acquire these skills. Techniques of coaching skills, of counseling to modify attitude, of appraising performance to identify performance deficiencies of subordinates are essential for redeeming supervisory responsibility. AO's role as an instructor is more important because he has to train a good number of junior employees who have little or no direct access to other superior officers of the Collectorate. He has to build them up anyway so that the Assistants can replace him on his retirement or absence.

Experience, association and interaction are useful for transference of skills. A junior employee must participate in work in order to learn and a supervisor must interact with his subordinates in order to teach. The junior section Assistants of the Collectorate are to work as A.O on promotion in future and therefore they have to assume greater and hard responsibilities.

They have to hold the leadership position and A.O. as supervisor must get them prepared to perform that function while he will be on leave or will retire. OJT experts are of the opinion that leadership and motivation can be better taken care of by internal trainer through behaviour modeling. Bradford and Cohen observe "fulfilling the tasks and developing subordinates are not incompatible needs that require elaborate trade-offs. Instead, they often find simultaneous achievement"²⁴.

Table-3.3 : Institutional Training Received by A.O's

Course Title	Duration (in day)						Total Percentage	
	Less than 7	8-15	16-23	24-31	22-45	46-60		
Conduct & Discipline course	3			1			4	33.33
Office Management	2			1			3	25.00
Induction course					1		1	8.33
Record Management				1			1	8.33
Audit & Accounts						1	1	8.33
Pension & Retirement	1						1	8.33
Training on Communication & Administration		1			2	1	4	33.33
Military training					1		1	8.33

(Multiple answers were recorded)

Twelve subunits of the Collectorate including Establishment section are manned by Assistants who are supervised indirectly by Administrative Officer and directly by Assistant Commissioners. These junior assistants initiate the work, process the files for decision at higher echelons. They have very limited scope to get trained except that they are often nominated for or deputed to STI or RPATC for undergoing training in broad areas which are not always strictly job-specific and need-based. Table - 3.3 shows the frequency, duration and course titles of training received by A.O. in the institutes. It also indicates the inadequacy of training provision for them. Four i.e. 25% of them report that they did not ever receive any training at all.

As the tradition and system run, today's junior assistants are future Administrative Officers. Therefore AO as the supervisor of the Assistants has to build them in such a way that they can develop their competence to work as A.O. in future. Their competence level is unavoidably linked to the care and attention provided to them by their supervisor. Today's subordinates tend to seek instruction and not instructions from their supervisor so that they are to perform their tasks more effectively²⁵.

The NA survey indicates that the degree of interaction between AO and Assistants is more intense and frequent than it is between AO and ADC(General). One of the reasons for

infrequency of AO-ADC interaction is the continuous preoccupation of ADC in field jobs. It is not always possible for him to closely look after as to how A.O. is doing and what his problems are. This is however not the case with A.O. His job is desk-oriented and he is almost always available and accessible to his juniors. Juniors can directly and easily approach him with diverse job-specific issues that call for the intervention or advice of A.O. A teaching-learning climate does not exist in a highly formal interaction pattern²⁶. Table 3.4 indicates the diversity of issues that create grounds for A.O.-Assistant interaction and a scope for OJT.

Table -3.4 Grounds for AO-Assistants Formal Interaction

(N=16)

Problem-areas/Task elements	Total	Percentage
Transfer and posting or staff	3	18.75
Administrative work	3	18.75
Dealing cases of promotion & confirmation of service	4	25.00
Processing disciplinary action/ departmental proceedings	4	25.00
Citation of rules & regulations and matters related to it	3	18.75
Managing purchase, procurement, logistics	2	12.50
Establishment affairs	4	25.00
Preparation of various bills	1	6.25
Dealing with Financial matters	4	25.00
Dealing with procedural matters	3	18.75
Maintenance of personal files and other files	1	6.25
Personal problems	1	6.25
Drafting letters/correspondences	1	6.25
Meeting audit objections	1	6.25
Various critical office work	2	12.50
Pension	1	6.25
Disposal of urgent files	2	12.50
Assignment of jobs to Magistrates	1	6.25
Preparing inspection reports/returns	1	6.25

(Multiple answers were recorded)

One of the major findings of the study is that the Administrative Officers who have worked in the Collectorates for years together have no orientation about the techniques of training. Eighty seven percent of the respondents have no conception about the formal methods of OJT and this naturally leaves them incapable of performing their training function systematically. Though 68.75% of the respondents have claimed that they have idea on OJT and 72.73% have appropriately described OJT as a 'continuous process', they could not specify any other method than discussion or consultation. This implies that they carry out their training function basing simply upon experience and common sense. Table 3.5 indicates that experience and commonsense constitute 31.25% as methods or means for AO's to guide their subordinates. It also shows lack of conceptual soundness about the method of OJT on the part of the Administrative Officers performing the role of supervisor.

Table-3.5 Methods practised by the A.O.as OJT trainer

(N-16)

Methods in practice	A.O.	Percentage
Face to face advice	1	6.25
Fact to face guidance	2	12.50
Experience	2	12.50
Consulting rules/circulars/manuals	7	43.75
Consultation	2	12.50
Creating instance/showing cases	1	6.25
Applying common sense	3	18.75
Books review/discussion	3	18.75
Guidance received from supervisors	2	12.50
Instructions giving on various issues	1	6.25
Informal training	2	12.50
Writing notes in files	2	12.50

(Multiple answers were recorded)

Supervisors's Perception

From the review of OJT literature as discussed in chapter 2, it is evident that a supervisor has a dominant role to play in developing his subordinates. A task-oriented supervisor is interested in improving the performance level of the employees working under him. It is in OJT where the supervisor and the employee come much closer together²⁷. He can identify his subordinates' deficiencies better than any other person, in fact

he is the most authentic source of deficiency data of subordinate performance.

Table 3.6 indicates the areas of AO's deficiency as perceived by their supervisors. Their rating or ranking according to importance vary but one can form an idea about where the AO's are generally found to be deficient. About 19% of the supervisors believe that AO's are found to be lacking in leadership and interpersonal skills. This is important because unless AOs develop interpersonal competence, they cannot provide guidance to their subordinate Assistants, they cannot conduct or participate in meetings, they cannot even communicate with the seniors. It is definitely difficult to manage administration for a person who is dumb, who cannot speak and who is not an active listener. Therefore acquiring social or interpersonal communication skills is of crucial importance for carrying out administrative responsibilities.

Administration without 'a financial nose' is often vulnerable to indiscipline or irregularity. AOs are to assimilate proposals from various sub-units of the collectorate and formulate annual budget. This involves a set of techniques. They also prepare various categories of bills, check or audit them. Possible discrepancies in bills can only be detected when an AO is fully conversant with the standard rules and procedures. Out of 16, 6 ADCs believe that AOs are found to be confused in preparing bills and making budget. They are in favour of getting

AO's properly trained in this area. Twenty five percent of ADCs opine that AOs also require training to deal properly with service-related matters such as transfers, posting and training of officers and staff. These comprise personnel function for which an unbiased rational attitude is required.

Table-3.6 Supervisor's Perception of AO's OJT Needs
(N=16)

Areas of AO's Deficiency	ADC	Percentage
Leadership & Interpersonal skills	3	18.75
Art of Managing Office	3	18.75
Record Management skills	2	12.50
Preparation of Bills and Budget	6	37.50
Handling service-related matters	4	25.00
Knowledge of judicial rules	2	12.50
Library Management	1	6.25
Drafting Correspondences	1	6.25

(N.B. Multiple answers were recorded)

Matching job with skills, putting appropriate employee in appropriate place and identifying where an employee needs to be trained require development of a positive attitude. A positive attitude is difficult to develop. Only a supervisor with a positive attitude can develop positive attitude in his subordinates. A groundless hostility with junior employees is always harmful. Therefore responsible supervisor can shape or create a positive attitude in his subordinates through counseling which is one of the methods of OJT.

An AO helps his supervisor in drafting various official /demi-official correspondences, preparing inspection-reports and other kinds of reports. Writing is never an inherent quality. Skill in writing or drafting has to be acquired through training and practice. Though the number seems insignificant, 6.25% of respondent-ADC's believe that AO's need training in drafting and report-writing.

Job-related problems with which AO's generally approach their supervisors are symptomatic of their training needs. Some of these needs, of course, can be met simply by continuous practice and without any training intervention whereas some deficiencies require training if these are to be tackled. Table-3.7 shows the category of job-related problems which are normally confronted by AO's in their day-to-day activities.

Deficiencies in some of these areas may be met by supervisor's intervention; again in some areas AO's may have to seek assistance from outside i.e. from beyond workplace. OJT methods like job rotation, programmed learning, reading assignment, internship to a specialised agency-sub-unit like AG office or like budget-making sub-unit of the Finance Ministry, have been evolved because all the required skills may not be available at once with supervisor like ADC; ADC may not be able to provide answers to all categories of job-related problems or queries.

Table -3.7 : Category of Job-related Problems faced by AOs

(N=11)

Category of Job-related Problems	ADC	Percentage
1. Administrative & Personnel Affairs	7	53.63
2. Financial matter(Pay fixation, Pension, Retirement Benefits etc)	5	45.45
3. Leave-related Issues	1	9.09
4. Training of officers	1	9.09
5. Staff Welfare Affairs	1	9.09
6. Posting and Transfer Matters	3	27.27
7. Inquiry of cases	1	9.09

(N.B. Multiple answers were recorded)

Identifying areas of deficiency of the employees by the supervisors is a complex exercise which calls for developmental interest, helping attitude and capacity for analytical observation. Sometimes supervisors just pretend to see what they are actually supposed to see. As Broadwell cautions them saying, "honest introspection is perhaps one of the hardest things for a supervisor. We do not always see what is really there"²⁸.

From Table 3.8, one may get an impression about how ADCs perceive to be the ways to meet the deficiencies they identify in the AOs. There is scope for misgivings about the validity of the data if these are thought to be elicited by interviewing a single supervisor. The research team therefore considered it

Table - 3.8 : ADC's Perception of how to meet AO's deficiencies
(N=15)

Suggestion	ADC	Percentage
1. Assignment of reading manuals/ records/circulars	3	20.00
2. Provision for institutional training	9	60.00
3. Proper supervisory guidance/OJT.	7	46.67
4. Monitoring of daily work	1	6.67
5. Computer Orientation	1	6.67
6. Library Development	2	13.33

(Multiple answers were recorded)

* No response = 1

reasonable to interview as many as 16 ADC-respondents so that common features from the collected data can be brought out for analysis. The table has however brought forth some interesting data. Sixty percent of ADCs believe that the deficiencies identified in AOs may be met by institutional training. This implies that institutional training is not always be avoidable. It also means that ADCs are not aware of or familiar with the OJT technology. The latter fact however seems valid as some of them have not been able to specify the standard OJT methods. Out of 16, 7 ADC's believe that deficiencies in AO's performance may be handled through supervisory guidance or OJT operations. About 14% of the ADC have stressed the need for library development.

Training does not occur in a vacuum. It cannot be organised without provision of requisite facilities and inputs. AO can prove himself effective if he can provide, when required, latest information on or modifications in government's rules and procedures. Therefore a small need-based library equipped with the recent government publications has to be built. Library is the source of reading materials; unless there is provision for up-to-date manuals, circulars, and prescribed books, supervisors cannot enrich themselves with knowledge and trainee-employees also cannot take reading assignments given by their supervisors. It may not however be possible for the incumbents to possess or own all relevant books needed for professional enrichment.

Assistants' Perception of AO's OJT needs

Assistants of Collectorate's Establishment Section are within the span of control of AO. He directly supervises them and he has also indirect administrative control over the assistants of other sections which are virtually headed by Assistant Commissioners. Assistants very often interact with AO on various administrative and financial issues. They are the future Administrative Officers and therefore their perception of AO's job deficiencies can hardly be ignored. What, according to them, are the areas of deficiency of the Administrative Officers? This question has been addressed in this part of the paper.

According to the senior officers, a graduate degree should be one of the elements of AO's job specification. Without a graduate level of education, AO's cannot communicate and interact with qualified/trained civil service cadre officers to deal with diverse issues. The survey indicates that out of 32 interviewed Assistants, 14 have received SSC, 13 HSC and 5 graduation degrees. Fourteen range from 50 to 54 years of age and 16 have already put in more than 31 years of service.

Assistants need to acquire a set of skills in order to perform their jobs. They mostly 'learn' their skills by 'doing' their assigned tasks; experience is their chief source of knowledge and skills. One of the encouraging features of the study is that 93.75% of the Assistants believe that they learn the techniques of their job from AO, their supervisor who provide guidance as and when they require. Their interaction pattern is free, close, intimate and friendly. About 85% of the respondents believe that AOs regularly visit their desks and provide instant feedback on their job performance. They have provisions for institutional training and 18.75% have meanwhile received it but they believe that the supervisors' guidance and their personal study/ education together reinforce the theoretical learning they receive from their designated training institute i.e. RPATC.

Thus unless AO's themselves have job competence, they have little to guide their subordinates. According to the interviewed assistants, AOs have need to develop their skills in some specific areas which are indicated by Table - 3.9

Table - 3.9 : Assistants' Perception of AO's OJT Need

(N = 26)

Training Needs	Assistants	Percentage
Higher Administrative Training	3	11.54
Financial Management	4	15.38
Office Management	10	38.46
Skill of conducting Discipline cases	5	19.23
Handling pension cases	1	3.85
Establishment Matters	4	15.38
Staff Welfare matters	5	19.23
Human Relations Skills	6	23.08
Leadership & Supervision	2	7.69

(Multiple answers were recorded)

Training needs assessment of the Administrative Officers cannot be treated in an isolated way because AOs and ADCs have a symbiotic relationship between themselves. If Administrative Officer has needs for training whereas his supervisor Addl. Deputy Commissioner has no training skills, the latter can help very little to improve performance level of the former. In other words, if an Administrative Officer needs to be trained on the job, his supervisor must have the capability to train him in the

first place. This is called instructional capability. In fact, true assessment of AO's training needs on the job depends mostly on the training skills of his supervisor. If ADC(General) is deficient in this area, training of AO on the job is sure to be affected. As Zorn rightly puts it, "knowing the job itself is not enough, he also must be able to train"²⁹. Therefore, ADC(General) has to acquire requisite competence to train his subordinates on the job. This is a part of his supervisory obligation.

The survey reveals that 37.50% of respondent-ADCs find interest in training their juniors on the job and 56.25% are interested in inspecting works of their juniors, ADCs are mostly engaged in administrative assignments or 'field' works. They can devote very little time to the developmental function that relates to performance improvement programme for the subordinates. Seven out of 16 ADCs report that they are able to devote less than 10% of their time in developing their subordinates/juniors and 3 of them admit that they have no time at all to concentrate on this aspect of their responsibility.

About 94% of the respondents claim that they are knowledgeable about OJT and they consider it as a 'continuous process'. As they were asked to specify the methods they practise while they train, they could mention only such common methods as 'attachment', 'consultation', and 'discussion'. No one could mention the methods of coaching, counselling, job rotation,

reading assignment, understudy, internship which are relevant and useful in their context. This is natural because out of 16 ADCs, 11 have admitted that they have no formal orientation either with the TOT or with OJT and 5 have admitted that they conduct or administer training to AOs merely by applying 'commonsense'.

As has been noted in Chapter-2 that OJT is a highly interactive process. Training on-the-job cannot occur unless supervisor and his subordinates are interactive; subordinates must have access to their supervisors and supervisor must participate with interest in responding to the training needs of his subordinates. Smith says that interest and participation of supervisor in training activity is a prerequisite³⁰. Informal interaction is the heart of OJT activity. Where fear, anxiety, excessive formalism exist, learning process is naturally affected. Interaction can however be formalised through practice of open and direct performance feedback. In our organisational culture, we have not yet been able to evolve or develop an open feedback system. Our performance appraisal system is closed and confidential. Table 3.9 and 3.10 show the interactional pattern of AO and ADC. The picture is not

Table - 3.10: AOs Frequency of visit to ADC's Desk

Opinion	ADC	Percentage
Do Approach	11	68.75%
Do not Approach	5	31.25
Total :	16	100.00

Table - 3.11 : ADC(General's) Frequency of visit to AOs Desk

Opinion	ADC	Percentage
Frequently	3	18.75
Sometimes	5	31.25
If need arises	5	31.25
On rare occasions	3	18.75
Total	16	100.00

fully encouraging. There is still scope for improvement on the part of ADCs. Planned healthy interaction is always rewarding. For this what is needed is a positive attitude of the supervisor towards his subordinates. Without a positive attitude and practice of free communication, transference of learning cannot take place. An A.O. always happens to be a promotee. He starts from the bottom. He has very little access to senior officers of the collectorate as long as he holds the rank of a Section Assistant. Assistants interact with AO and AO interacts with ADC. Therefore, in this context both AO and ADC should be accessible and practise open communication so that respective

juniors can seek guidance and instruction as and when they need in order to improve their performance through constant feedback and positive reinforcement from their respective supervisors. The traditional non-interactive and non-communicative supervisory behaviour is never propitious for OJT to take place. Thus a thorough orientation of AOs and ADCs with the structural and process dimensions of OJT is a critical training need for both of them. From the survey it appears that at least half of the training problem will be solved if a climate of free and open communication between the supervisors and the subordinate is established. Institutional training may help considerably to improve interpersonal skills but what is most needed is developing and practising a collegial attitude by the supervisors themselves. Supervisors must initiate or start so that the subordinates can follow or imitate them. Imitation and emulation are mechanisms inherently present in OJT for shaping a right attitude in the new or junior employees.

Comparative Study

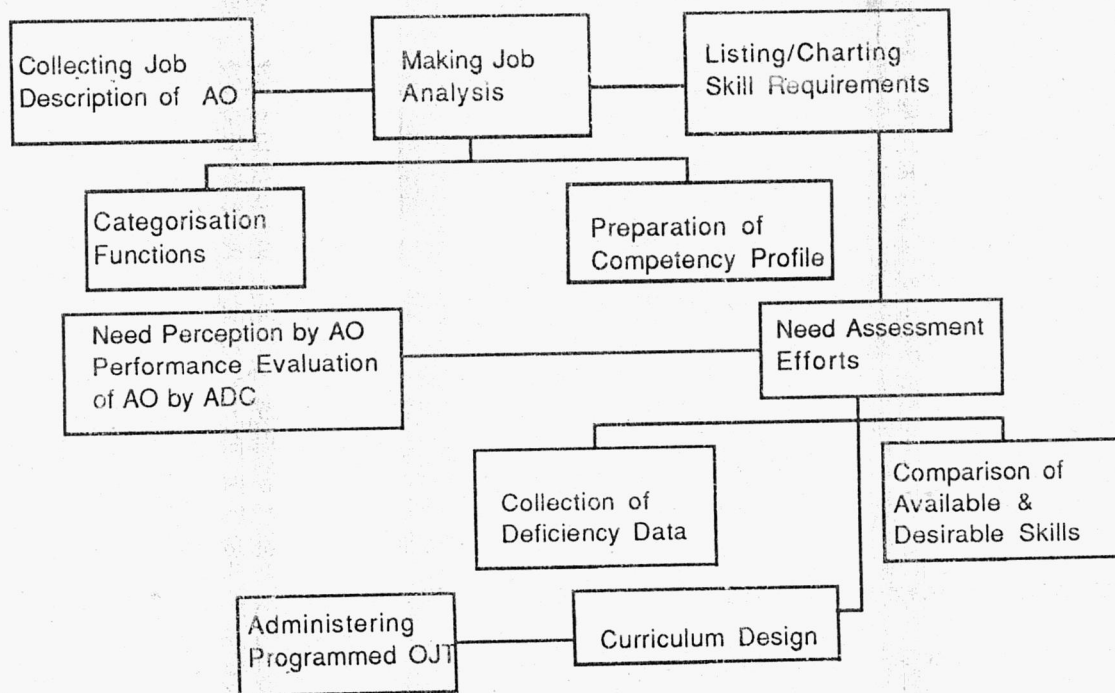
The research team has made a comparative study of the perceived OJT needs and needs analysed through job analysis of the incumbents. The objective is to bring out the gaps or differences that arise from the set of skills ideally required and the skills presently possessed by AOs under study. In chapter 3 an attempt has already been made to analyse the job of

A.O. In doing this 'exercise, the team looked at what AO does relating to his job, and not at what he is as an individual. The focus is always on job and not on the employee³¹. Through job analysis, the team has been able to bring out the functions of AO and prepare a competence profile for them. Competency profile is composed of competence factors or dimensions that represent knowledge and skills underlying successful job performance³².

Figure 4 indicates the process that has been followed in going ahead with needs assessment effort.

The analysis of perceived/expressed OJT needs of AO and needs determined through job analysis however show encouraging results. Needs for A.O's training are almost identical with the skills inventory brought out through job analysis. A few unique areas of deficiency have been discovered in the process of inquiry. The gaps are probably due to a different work culture at the collectorates, lack of general orientation about OJT and wrong perception about supervisory responsibilities both on the part of

Fig-4 : Conceptual Scheme for Collecting AO's Deficiency Data.



AO and ADC. Modifying a traditional work culture is a complex task. Unless a Deputy Commissioner who holds a leadership position in the collectorate or in the district administration is innovative and enterprising, a new culture aimed at institutional dynamism of the collectorate can hardly be created. Creation of a facilitative environment for staff development, building an up-to-date library, setting a climate of free communication and supportive supervision are some of the elements short of which the stage for OJT operations can hardly be set.

However, the following areas of deficiencies have not been perceived or expressed by AOs as their needs during the process of investigation but these are clearly persistent.

Areas of Deficiency

1. Conceptual gap about the importance of training in developing their job competence
2. Definition and clarification of their role
3. Conceptual difference between on-the-job raining and institutional raining.
4. Methods of On-the-Job Training
5. Supervisor's Instructional skills for staff development
6. Mechanisms of Effective Coordination.

Other training needs i.e. areas of deficiency reflected in various tables of chapter-3 can be summarised. These are-

1. Lack of knowledge about how to handle 'discipline conduct' cases.
2. Skill deficiency in drafting various official correspondences, inspection reports, and other reports.
3. Inability to meet all types of audit objections.
4. Inability to ideally handle promotion, appointment, transfer cases.
5. Deficiency in bill-preparation and budget formulation.
6. Lack of inspection and supervision skills.
7. Lack of interpersonal skills.

In Chapter -4, a modular OJT curriculum has been suggested in the light of the expressed training needs of AO and analysis of their job.

Constraints on NA process and training management

In the process of the survey, it has been possible to identify a few constraints that are impeding NA process. These are-

1. Conceptual gap of AOs and ADCs on training methodology and OJT methodology in particular.
2. Time lag of ADCs.
3. Deficiency of supervisory skills of ADCs & AOs
4. Tenure discontinuity of ADCs
5. Lack of training environment at the Collectorates
6. Closed performance appraisal system
7. Lack of career opportunities of AOs.
8. Undeveloped library facilities at the Collectorates.

Constraints on OJT Needs Identification of AOs

Training can only be realistic and meaningful if needs of the concerned employees or target officials are truly and systematically assessed. Effective or proper needs assessment (NA) depends on certain organizational and situational/environmental variables. NA will be a mere theoretical exercise unless these variables are not genuinely taken into consideration.

During the survey, the team has been able to identify a number of factors that create hindrance in the process of realistic assessment of OJT needs of the Administrative Officers. In this part of the paper, these issues have been addressed.

Lack of library facilities: Training cannot take place in a vacuum. Organizational support in the form of library and provision of training materials are essentially required to conduct OJT programme in a structured manner. The study indicates that almost all the collectorates surveyed are poor in library facilities. Libraries are ill-equipped and there are hardly any books on training. Sixty percent of the A.O have mentioned about the inadequacy of reference materials and 43.75% of the respondent ADCs have described their libraries as "ill-equipped". There is no existence of any library at all in one collectorate. Fifty percent of them also report that absence of manuals and handbooks that are required to coach their subordinates are not available in the collectorate library.

Time Lag: Seventy Five percent of the ADC's report that they do not have adequate time to concentrate on their training responsibility. They have little time to devote in detecting the performance gaps of Administrative Officers. They are mostly overworked and are not able to pay attention to their developmental function. "Time is always a problem with supervisors and efficiency in training is one way to save some time"³³. Eight AO's report that they can devote less than 25% of their time in tutoring their Assistants who work under him.

Conceptual gap: In the survey, it has been gathered that a few supervisors are not willing to perform their training

responsibility. There exists a wrong perception of supervisory role in some ADCs. They tend to believe that training is a function that should be left only to the relevant training institutes. As training task is not incorporated in the job description of ADC(General) they often tend to ignore it.

Skill Deficiency: Most of supervisors do not possess OJT skills. ADC's do not have any orientation on how to analyse needs systematically and conduct training sessions. Training cannot be based merely on commonsense or assumption. ADC's who are to perform supervisory responsibilities effectively need to be trained on techniques of supervision or training of trainers(TOT).

Lack of Career Opportunities: Training cannot be effective if it is not linked to career development of the employees. The most obvious obstacle in motivating and training support staff is the reality of career promotions³⁴. Administrative Officer have little or no prospects for climbing up the ladder and this creates a sense of demotivation in improving their competence level through training. Unless training, whether it be institutional training or OJT, is linked to promotion, few A.O's will find interest in training.

Tenure discontinuity: One of the greatest barriers to the practice of OJT is the supervisors' discontinuity of tenure in his position. As the same supervisor does not stay for long in

the position, the subordinates engaged in the learning process naturally get interrupted with the joining of the new supervisor and departing of the former one. The new supervisor may or may not be familiar with OJT.

Organizational climate: Training needs assessment alone is not sufficient to organise training. Work environment must be suitable for learning experience as well as for skills transfer. Barriers to skill transfer must be replaced by 'enhancers' or 'reinforcers'. The supervisory style of the supervisor is one of these barriers. Only a communicative and interactive supervisor can truly identify the areas where his subordinates need to be coached or counseled. Unless a supervisor interacts with the subordinates, he cannot feed performance deficiency data back to them so that the latter are able to perceive where they need to be trained. Thus the management style of the supervisor can either be a barrier or an enhancer to learning for the subordinates. The survey reveals that the traditional communication and interaction pattern of 51% of ADC's act as one of the barriers in identifying needs of A.O's.

Defective Performance Appraisal System: Another barrier is the traditional performance appraisal system as in practice³⁵. Our performance appraisal system is still traditional and does not indicate any systematic efforts towards developing subordinates. Performance appraisal reports known as Annual Confidential Reports(ACR) are unable to provide significant data

for assessment of training needs because these are closed and confidential. The confidential nature of the appraisal also prevents supervisors from an objective discussion of performance problems. If ACR is to work as source of training need data, subjects(incumbents) need to have access to it for their awareness. After all feedback must be two-way, otherwise no awareness of performance deficiencies will occur both in the supervisor and their subordinates.

Chapter - 4

Suggested Curriculum for Programmed OJT for A.O's

The curriculum of a training programme comprises the learning components/issues that are used or designed to enhance the performance level of the concerned employees. Effectiveness and relevance of curriculum is linked to the accuracy/validity of training needs assessed. All these are equally true of OJT especially when it is made structured or programmed. But whether OJT should be structured/programmed or not will depend upon decision of the supervisor to train his juniors upon systematic analysis of the latter's training needs. The intensity of the employee's need and capability of the in-house personnel to meet those needs will help the supervisor in making this decision.

Curriculum for a structured OJT program for AO can be inferred from competency profile formulated through analysis of AO's job and analysis of needs as perceived by AO and their supervisors i.e. ADCs. On analysis of the assessed OJT needs of AO's the research team has designed a modular curriculum that can be commonly used for conducting a programmed OJT course for the AO's at the Collectorates. The components of this suggested modular programme may be commonly applied to develop job competence of the Administrative Officers.

The programmed OJT is proposed to be designed in 4 separate but inter-related modules. These modules are:

- o Administrative Management : Module - 1
- o Financial Management : Module - 2
- o Personnel Management : Module - 3
- o On-the-Job Training Techniques : Module - 4

Each module comprises learning components which are shown below:

Module-1 :Administrative Management

<u>Learning Components</u>	<u>Methods of Instruction</u>
1. Governmental Structure of Bangladesh	Lecture/Rotational assignment internship or to relevant sections of Cabinet Division and Establishment Ministry.

Objective : to acquaint the Administrative Officers with the basic components of the government so that they can correspond with relevant agencies with no conceptual ambiguity about their functions or jobs.

2. Task Orientation	Discussion/Lecturette
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Objective : to orient the Administrative Officers with the diverse tasks, duties and responsibilities they are expected to perform in the day-to-day life.

3. Mechanisms of Coordination	Lecturette/ discussion
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Objective : to enable them to use various mechanisms of coordination according to situations.

4. Forms of Written Communication (Memos/letters etc) Coaching by Supervisor
- Objective : to enable them to write various forms of letters that are used to communicate with government and non-government agencies.
5. Report-writing Reading Assignment/ Coaching by supervisor
- Objective : to develop report-writing skills according to secretariat instructions.
6. Informal Verbal Communication Lecturette
- Objective : to make them aware of the need for informal communication and use it with juniors, peers and superiors according to situations.
7. Preparation/processing of Discipline Cases or Departmental Proceedings Case-studies and Reading Assignment
- Objective : to teach how to handle and process discipline cases citing appropriate references from government servants (Discipline & Appeal) Rules, 1985.
8. Managing Organisation/Sub-unit Through Team Approach Coaching by supervisor
- Objective: to equip them with the techniques of working with peers and superiors as a cohesive team and solve problems of the collectorate through team approach.

Module 2 : Personnel Management

1. The Art of Supervision and Inspection Lecturette

Objective : to let them conceptualise and practise the dimensions of effective/supportive supervision and to establish "helping" relationship with the juniors.

2. Maintaining Office Discipline Counselling
& Staff Morale

Objective : to teach them how to ensure discipline in the office and create in the staff a sense of commitment to job/sub-unit.

3. Managing Transfers, Posting, Reading Assignment/
Promotion & Job Assignment Lecturette

Objective: to teach how to keep track of staff performance and match skills with job and make them conversant with Bangladesh Service Rules.

4. Skills of Conducting & Simulation Assignment/
Attending Meetings Role play

Objective : to improve the skills of attending and chairing meetings and preparing working papers or minutes.

5. Performance Appraisal Techniques Coaching by Supervisor

Objective: to teach the techniques of evaluating the job performance of the subordinates systematically and objectively.

Module-3 : Financial Management

1. Formulation of Collectorate's Budget Coaching/2 to 3-day internship to Budget unit of Finance Ministry.

Objective : to improve the skills of formulating Collectorate' budget according to set rules and procedures.

2. Preparation and checking of Various Bills (TA or other financial claims) Reading Assignment/ Simulation exercissess

Objective : to improve the skills of auditing various bills according to Bangladesh Financial Rules.

3. Techniques of Meeting Audit Objections Internship to Concerned Audit section of AG Office

Objective : to let them identify the areas which are often subject to inquiry and objection by the auditors and teach how to take measures ahead of time.

Module-4 : On-the-Job Training Techniques

1. Training for Professional Enrichment Counseling/Lecturette

Objective : to motivate them to take interest in training for improving their competence and credibility.

2. On-the-Job Training(OJT) & its Methods Coaching

Objective : to familiarise them with the importance and the methods of OJT.

3. Supervisor's Role in OJT

Coaching/One-day
Observational tour to a
Foreign Organisation

Objective : to create in them an awareness about the responsibility of tutoring the juniors as supervisor.

4. Listening Skills

Lecturette/Coaching

Objective : to equip them with the skills of listening actively the topics/issues/problems raised during interaction with juniors, peers, superiors and clients.

The time frame of this OJT programme has been deliberately kept open or flexible. Scheduling and location will depend upon the convenience, perceived needs of the incumbents or top management, facilities available at the Collectorate. Degree of programme effectiveness is linked to the degree of competence of ADCs(General) who are to work as formal OJT trainers of the Administrative Officers as a part of their supervisory functions.

Chapter-5

Conclusion

Training is now a costly activity. The cost may be in the form of money and time. The cost of an improper training is a tragic waste. Through OJT, the cost can be justifiably borne or at least it can be reduced to a considerable extent.

So far there has been no effort in the past to carry out systematic assessment of training needs of the Administrative Officers of the district collectorates. Through the present study, the research team has tried to identify OJT needs of these officials; the study may not be exhaustive and is not final. But it at least provides a direction or basis on which further work on TNA of these officials may be undertaken in future. Whether or not the study was accurate, it was a useful and rewarding experience for the researchers in the process of completing this venture.

As has already been pointed out, need assessment, be it in IT or in OJT, is not an 'event' but a 'process'. It is a process because a definite set of training needs are valid for a specific period of time; needs are always time-bound. What is a training need for today may not be the same for tomorrow. Needs of training are never static; new needs, new demands may emerge with the change of value system, revision of goals, organisation structure and demands of the beneficiary or the environment.

Curriculum may have to be redesigned or revised, adjustments may be required in response to the new needs that are yet to be identified.

It is hoped that the quality of existing OJT for A.O. and consequently performance level of A.O. will improve if the results of this study are kept in mind while designing OJT programme for them by the concerned agencies or individuals. It is often difficult to afford money and also to spare the A.O. for institutional training. OJT will definitely save both money and moments.

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List of the Collectorates Visited
and Number/Category of Respondents

Divisions	Collectorates	Category of Respondents			Total
		ADC	A.O.	Assistants	
Dhaka	Dhaka	1	1	2	4
	Mymnensingh	1	1	2	4
	Jamalpur	1	1	2	4
	Sherpur	1	1	2	4
Chittagong	Rangamati	1	1	2	4
	Chittagong	1	1	2	4
	Sylhet	1	1	2	4
	Comilla	1	1	2	4
Rajshahi	Pabna	1	1	2	4
	Natore	1	1	2	4
	Rajshahi	1	1	2	4
	Nawabganj	1	1	2	4
Khulna	Khulna	1	1	2	4
	Jessore	1	1	2	4
	Meherpur	1	1	2	4
	Jhinaidaha	1	1	2	4
Total	16 Collectorates	16	16	32	64

