

CAPACITY BUILDING FOR HRD AT STATE LEVEL

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The importance of human resource development for agricultural extension is increasingly being realized. It has assumed all the more significance in the context of changing agricultural scenario from subsistence to surplus/commercial agriculture and from development centred around production and productivity to that of efficiency and sustainable development. Thanks to T & V System, HRD has come to occupy the centre stage in developmental interventions for agriculture. However, while a lot has been done in training the personnel in technical areas, the same in regard to managerial competencies and location specific and farmer driven approaches leaves much to be desired.

In the context of latest changes in the development front particularly in the light of the growing emphasis on evergreen revolution and on value addition and multiplication to the farm output i.e., agri-business, Cyber extension, there is a need for fresh look at the obtaining HRD scenario and for necessary efforts to build the capacity and capability for HRD in the emerging areas.

HRD for extension management has received needed attention at national and regional levels through initiatives such as establishment of MANAGE and Advanced Training Centres at ICAR research stations. The same need to percolate down to the state and grass root levels institutions if the professional development of extension functionaries at the cutting edge level is to catch up with paradigm shifts in agricultural extension. These apart, there is a need for A Systematic Approach to training management starting with need analysis followed by curriculum development and learner centred training methods. A detailed look at these aspects follows in the ensuing analysis.

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2. Capacity Building : A Review

If there is one sector in the development front which has given top priority to training it is agriculture extension perhaps next only to community development programme thanks to T & V. Prior to T & V, the focus was on training of grass root level functionaries like Gram sevaks / Gram sevika/ village level workers. A network of training centres known as Gram Sevak/ Sevika training centres had been established one each for a group of districts as part of Community Development Programme, since 1952. Besides pre-service courses, the programmes included refresher training as well. As no professional qualifications were laid down for recruiting VLWs, the emphasis of pre-service training was on job requirements with practical orientation. The duration was for two years with off-the-job and on-the-job training. However, in the case of other functionaries at middle and above levels, the training seemed to be not systematic or intensive as it was felt that given the professional qualifications which was a prerequisite for entry into the job i.e., graduation in agriculture, there was no need for pre-service/ entry level training. As a result, the candidates were posted directly on the job. In the course of their career, refresher training in technical aspects was organized at different research institutions of ICAR & SAUs. Subsequently it was felt that the professional education was not enough to carry out extension work and that the functionaries at the middle edge level need to be exposed to the extension methods and techniques. Accordingly three Extension Education Institutions were established in the mid fifties starting with one at Nilokheri in 1954 followed by institutes at Rajendranagar and Anand and subsequently at Jorhat for north-eastern region. These were on regional basis to cater to the requirements of middle level personnel of 4 -5 states in themes related to extension methodologies and techniques. In addition the EEIs were expected to train the trainers / instructors of VLWs training centres, Farmer Training Centres etc., in extension teaching methods and communication skills so that the trainers in turn would be able to train the grassroots level functionaries in these themes. Subsequently EEIs have diversified their programmes into themes such as training of trainers on training methods, managerial skills, monitoring and evaluation etc. Training

of Master Trainers and SMSs under T & V also formed an important part of the curriculum of EEs.

In the wake of T & V the in-service training received further fillip. The focus was on the technical up-gradation of personnel as needed by farmers in given area. Accordingly training in the form of fortnightly and monthly workshops were organised. The subject matter specialists were trained in monthly workshops held at regional and other research stations of the respective agricultural universities. The scientists of these institutions were identified as Master Trainers for the purpose. The SMSs inturn were expected to pass on the knowledge and skills acquired as part of the monthly workshops to the functionaries i.e., AOs and AEOs in the fortnightly workshops. With a view to up-date the technical competencies of Master Trainers and senior extension personnel, institutions known as Advanced Training Centres (ATCs) came into existence as part of T & V. Depending on the expertise and research base at the research station at national and state level, these were recognized as centres of excellence in a given technology. Thus for example IARI has been identified as resource centre for training in water management and an ATC was accordingly established. As on date as many as 15 ATCs have been established in SAUs / ICAR institutions. Training is of short duration 2 - 4 days and the emphasis is on latest technology. The ATCs are funded by the Directorate of Extension, Govt. of India.

While the institutions mentioned above cater to the needs of personnel particularly with reference to technical aspects, the need for an apex institute at national level to take care of the needs of senior personnel at district and state levels in managerial areas has been recognized. Accordingly MANAGE came into existence in 1986. It was envisaged that besides training as above, MANAGE was expected to serve as think-tank and centre for excellence in HRD for extension.

The details of existing infrastructure for training of Divisional Sub-Divisional Personnel (ADAs, AEOs, SMSs) grassroots level functionaries like VEWs / AEOs and farmers are given in Table 1. It will be observed that only five states have established STIs. Similarly the number of centres for VEWs is not adequate enough to meet the demands.

Table 1: Training institutions - state wise

Sl. No.	State	STI	GTCs	FTCs
1	Andhra Pradesh	1	4	22
2	Arunachalam	-	1	2
3	Assam	-	3	23
4	Bihar	-	4	12
5	Goa	-	1	1
6	Gujarat	-	1	17
7	Haryana	-	1	-
8	Himchal Pradesh	-	1	1
9	J & K	-	1	2
10	Karnataka	-	5	11
11	Kerala	-	3	-
12	Madhya Pradesh	-	6	11
13	Maharashtra	1	9	-
14	Manipur	-	1	1
15	Meghalaya	-	1	1
16	Mizoram	-	-	2
17	Nagland	-	1	2
18	Orissa	-	3	-
19	Pondicherry	-	-	1
20	Punjab	-	1	8
21	Rajasthan	1	-	-
22	Sikkim	-	1	3
23	Tamil Nadu	1	5	12
24	Tripura	-	1	1
25	Uttar Pradesh	1	22	21
26	West Bengal	-	7	8
27	Andaman & Nicobar Island	-	1	1
28	Delhi	-	-	1
T O T A L		5	84	144

Source: NGP Rao and others, Training of Agricultural Development, MANAGE, (for GTCs and FTCs)

3. Institutions at State Level

3.1 Need for an Institute at State Level :

A perusal of the training facilities and programmes set up so far indicates that the focus has been on technological up-gradation and are of refresher type and short in duration. The training in areas such as location and farming situation and farmer driven extension, participatory tools and methods and managerial aspects in general and technology management in particular by and large has been inadequate.

The importance of in-service training for functionaries at different levels has been emphasized by the expert committees and study groups. The National Commission in Agriculture (1976) observed :

“In order to bring them up-to-date with the latest technological development and to help them solve field problems the trainees should have a broad based knowledge of personnel management, preparation of schemes, planning of programmes preparation of budget and accounting and other office paraphernalia” (NCA XI p.161)

While these needs of senior personnel have been addressed to thanks to the setting of MANAGE, similar effort at other institutions to cater to the emerging needs of middle level and grassroots level functionaries are not commensurate with the requirements and are sporadic in nature. Institutions like EEs did make efforts to fill the gap. However, there is still a long way to go given the number of personnel.

The details of number of extension personnel at various levels are given in the following table (Table 2). It will be seen that the target groups to be trained at state institute are large enough to justify the establish an institute.

In the light of experience of T & V programme, it was observed that the management skills of the extension personnel in an area required more focused attention of the central and state departments of agriculture. In this context it was suggested that it was necessary that training facilities in the areas of communication, Technology and Management have to be developed and specifically to develop a state level training centre.

As far back in early eighties, the T & V System guidelines recognized the importance of managerial techniques. It was observed that universities and other specialized organizations will not able to handle all the training needs of extension staff and indeed they need not, since an extension service itself has able teachers in training officers, SMS and other officers. Moreover, management techniques for extensions can usually be effectively taught by a management or extension training institute.

Table 2: Estimated Existing Extension Personnel

State	Hd Qr/	District	Sub-Div	Field Level		Total
	Div level	Level	level	AEO	VEW	
A.P.	5	90	215	620	5700	6630
Assam	9	56	210	450	2550	3275
Bihar	10	80	210	500	4800	5600
Gujarat	10	75	200	500	3700	4485
Haryana	7	55	130	190	1520	1902
H.P.	35	220	-	434	2500	3189
J & K	40	195	650	350	3500	4735
Karnataka	45	110	330	750	5250	6485
Kerala	15	125	180	350	1950	2620
M. P.	25	135	330	1540	9600	11630
Maharashtra	12	88	200	900	5900	7100
Orissa	70	90	240	815	6400	7615
Punjab	43	267	-	790	1200	2300
Rajasthan	10	95	330	590	3950	4975
T.N.	10	65	380	550	4300	5305
U.P.	105	230	955	700	16500	16490
W.B.	100	90	280	830	6500	7800
TOTAL	557	2066	4840	10870	81100	

Source: N.G.P.Rao and others, Training for Agricultural Development

The Study Team on Training for Agril. Development (1997) also recommended that the state training institutions are crucial in moderising and developing innovative state extension services and the design of

their structure function and faculty require careful consideration and that the Govt. of India support STIs in all major states providing autonomy similar to MANAGE at the state level.

The Working Group on Agriculture Extension and Extension Education for the Eighth Five Year Plan (1988) constituted by the Planning Commission, GOI, has recommended that training infrastructure for agriculture management be strengthened at state level through separate institute or centres in the existing institutions in each state.

Thus there is need for further decentralization of training efforts so that the specific needs of programmes of a given state are catered to. This also will solve to some extent the perennial problem of restrictions on TA & DA of a state functionary if one is to attend training outside the state. The number of participants per programme at institutions outside the state indicates that the extent of utilization has been limited.

Similar on the lines of efforts to strengthen national and regional institutions, state institutions and VEW training centres need to be given a boost. What is needed is not only furthering / strengthening the capacity of existing institution but also going in for new set up where required. The rationale for establishing a state institution can be based on the need for entry level induction and job courses which are wanting at present.

The existing tendency has been to post the selected candidates directly on the job. It is observed that there is no regular job training for the needs arising out of promotions say from AO to ADO or SMS level. It is imperative that a functionary needs to be upgraded in the competencies required when one moves from a job or position of technical nature to that of supervisory type. This training will be for longer duration comprising the knowledge skills and attitudes required for the responsibility expected to be performed in the promoted assignment.

As mentioned above, attempts to establish state institutions have already been made by some state governments. These were either in the form of upgradation of existing institutions meant for training in soil and water reservation or plant protection as apex institutions for agricultural

management or establishing new institutions. Examples of the former include those in A.P., U.P., Rajasthan and Tamil Nadu, while that of latter consists of institutions in Maharashtra. Thanks to the NATP, the state institutions in the project areas are being developed as apex institutions or Mini-MANAGE

It is observed that the perspective envisaged for state institutions varied from state to state depending on the institutional infrastructure available for training of other functionaries and also for sub-sectors of agriculture. Thus, it is noticed that in some states the institutions acted as an integrated or composite centers (single window approach !) for training of functionaries at cutting edge level like ADAs AOs VLWs etc., while in others besides training in general extension management, sectoral / technical programmes like soil conservation, plant protection etc have been the part of their training agenda. While this approach may be justified on the basis of economies of scale in smaller states, in others there is need to have separate infrastructure for training of middle and below level functionaries.

In fact this problem arose in the wake of the implementation of T&V wherein the existing institutions meant for VLWs were retained with rural development departments while in states like West Bengal, Orissa and Karnataka they were transferred to agriculture department. As a result the institutional set up meant for AO and ADs are being utilized for VEW / AEOs training as well and vice versa.

Keeping in view the demands for training in managerial skills, particularly relating to Participatory Extension, Technology Management and Information Technology as also the other roles like applied and evaluation research, think tank roles which will be envisaged for state institutions in future, there is need to have separate institutions for middle and grassroots level functionaries.

The Ministry of Agriculture, GOI, can play a catalytic role in the promotion and strengthening of institutions in the states through interventions / initiatives like drafting a scheme for funding the institutional development similar to the one being implemented for ATCs and also on the lines of SAMETIs under NATP.

3.2 Role of Institutions

There is also need to have role clarity of institutions at different levels particularly between MANAGE, EEIs, state institutions and VEW training centres.

At MANAGE, besides the training of senior personnel on managerial aspects, policy aspects and systems development and management the perspective may include, among other things, resourcing for HRD for extension personnel. In other words, the calendar of its programmes may include, training of trainers in general and facilitators development for organizing managerial training at state and other levels. As a premier institute for agricultural extension it should play the role of not only "Staff College" but as a centre for R & D for HRD in extension management.

With regard to EEIs there may perhaps be a need to look at its perspective vis-à-vis the state specific needs. While it can continue to play its role envisaged originally i.e., centre for education and training in extension of middle level personnel and trainers of VLW TCS, FTCs, KVKs and allied institutions, there is need to diversify its activities and to organize such specialized courses which are not viable from the point of view of number of trainees and availability of expertise at state level institutions. This needs to be explored and studied further before any observations are made.

3.3 Location of Institutions

Another area which needs attention in the process of establishing state and other grassroots level institution is with regard to location. This is more particularly with state institutions which are supposed to play a key role is not only organizing induction, job oriented courses but also specialized courses for needs arising from time to time. They are also expected to organize workshops and conferences on different themes of extension to help the state governments in policy formulation and programme management.

These would call for the availability of guest faculty from other institutions and also coordination with state departments. The state capital will be ideal from the point of view of above reasons. However, it is necessary that the

availability of research stations and farms are also taken into consideration so that study visits organized as part of course could be easy. Let these institutions be away from the hob nob of state capital say on the outskirts so that the visits are feasible. This may also avoid the tendency of trainees to visit state offices for other official work ! The factors relating to location needs to be looked into particularly in cases where the existing intuitions meant for sub-sector like solid conservation or plant protection, VEWs are proposed for upgradation. In terms of availability of land and other infrastructure it may appear advantageous. But keeping in view the other factors like availability of resource persons and participation of senior officers in the programmes the case for establishing the institute at state capital or alternatively at a place where other educational and research institutions are located can be justified. This will also solve another problem of rolling stones' in regard to faculty of institutions for want of educational facilities for children etc.,

4. Trainers and their Development

Another area of equal importance as part of capacity building is selection and development of trainers. In fact, this is the most critical part of the endeavors for institution building. What is needed in this regard is a holistic approach encompassing not only proper selection but also other interventions as well such as development and ensuring of minimum tenure say three years. HRM approach based on principles of HRD will provide the right software for the institutions. The components of HRM such as proper selection procedures, induction, development alongwith potential appraisal for career growth and incentives will help in this direction.

Selection of trainers

The training institutions in the state are mainly aimed at organizing job, problem and applied oriented programmes. Naturally, the trainers should have necessary practical experience rather than just academic background. While in respect of national and other institutions which are to organize development and continuing education programmes it is necessary to have

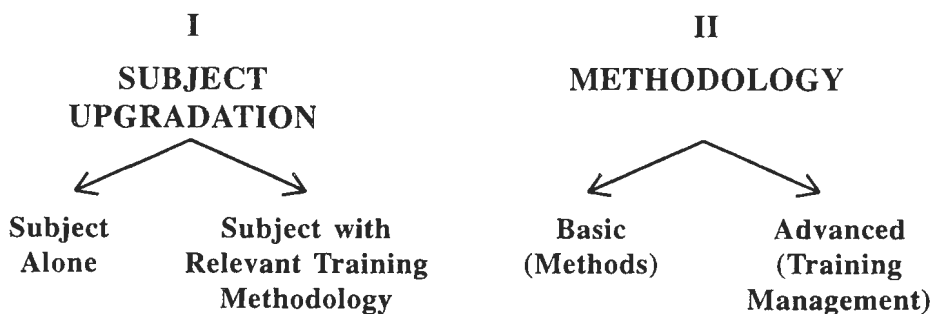
trainers mainly with academic background with research experience on field problems, the same is not the case with state and other institutions. Personnel drawn from field job experience i.e. practioners will be able to feel at ease with trainees.

However, the trainers should be posted after giving due attention to their flair and commitment for the training profession in addition to the academic qualifications and experience. The posting be selective and by the choice of prospective trainer. The experience in training in general has been that trainers are posted in a routine manner without giving consideration to the above mentioned factors. As a result, there has been perennial turnover problem affecting the quality and schedule of programmes. The remark one often hears in this regard is that trainers are rolling stones and sparable. This may also be attributed to the tendency of the candidates to compare the facilities and status of field posting vis-à-vis training. Secondly, lack of incentives affects their motivation and commitment to the profession.

Induction & Development of Trainers

Next to procurement, acquaintance with the new assignment will help the incumbent to feel at ease with the same. Instead of entrusting him /her with training responsibilities straight away proper briefing and setting apart time for observation of other trainers in action would help the socialization process. This would also facilitate the training and development of trainers that will follow.

Development of trainers is the crux of the capacity building. The needs of the trainers can be categorized broadly into tow types :



The trainer has needs not only in the subject areas in which he or she deals with but also those relating to the methodology as well. In respect of trainers of state institutions (STIs, VEWTCs) who are already familiar with the subject as part of their field posting, what they need after posting to new profession of training is the direct training skills such as training methods and AV Aids with exposure on background aspects such as adult learning, training design and evaluation. It will be rather abstract for them to have training in other aspects such as need assessment designing etc. alongwith basic training. This can be thought of a little later by which time they would have gained experience and felt the need for it.

As far as subject matter is concerned, a refresher programme may be organized at appropriate institutions. While in depth exposure to subject alone will do for trainers of permanent type such as those at national and other institutions engaged in developmental functions of HRD rather than just training those in applied and job oriented institutions like STIs perhaps subject upgradation alongwith relevant training methodology will facilitate their application in backhome situation.

As a long term strategy for developing the institutions, an advanced faculty / trainer development can be envisaged. This of course will depend on the other decisions like tenure of the trainers. In case of trainers of STIs who have shown their worth and have potential can be retained with the institutions for longer period and be provided with development and continuing education opportunities as indicated above.

Trainer Development : Approach

The trainers development programmes should aim at building their capabilities as facilitator s of experiential learning. This would call for reorientation in the methodology of training for trainer from just providing a basket of different participatory methods to use of such methods in an experiential mode i.e, proceeding from context to concrete experience to conceptualization. Here it is appropriate to differentiate two types of approaches for developing facilitation skills :

TRAINER DEVELOPMENT APPROACH

	OPTION I	OPTION II
1. Who for	Trainers on short tenure basis Trainers of subject areas other than Man Management	Trainers of long tenure Trainers dealing with Man Management / Management Skills
2. Purpose	For organzaing courses on subject matter other than Team Building Man Management	For orgnaizaing process / Management Training / Development
3. Duration	Short	Long
4. Phases	One time	Phases only
5. Contents	Facilitation skills, other training methods	Facilitation skills designing skills, other training methods
6. Type of follow-up	Guidance application review workshops	Observation guidance training workshops
7. Learning methods	Experiential combined with little didactic (for want of time)	Only experiential / participatory

Content of Trainer Development Programmes

The importance of participatory approaches in any area of activity can hardly be over emphasized given the fact that these have come to stay in developmental terminology and strategies. When these are preached or formed part of the content of training programmes organized at training institutions the expectation obviously will be practice of the same by trainers themselves.

As part of T & V review, it was observed : “Unfortunately many training institutions generally adopt a rather dry, academic approach to do training that is often limited to class room type teaching. This approach may work well when new subjects are introduced to extension workers but it stops short of teaching them all the necessary field skills to teach skills, training should be balanced mix of theory and field practice. In many countries trainers themselves may need to be trained to adopt such methods”.

The Review also highlighted that in training for extension workers and farmers, the emphasis should be placed on doing. The best training aids are the crops, inputs etc., opportunities need to be provided for trainees to work with and practice the new skills.

Thus the bane of training in general has been too much of focus on knowledge / information and less on skills and attitudes. These turned to be more like educational programmes and are generic in nature. To put it differently the focus was on “knowledge” or “know-how” but less of “do-how”.

The trainers’ training programmes should develop their competencies in participatory techniques and ways and means of developing skills. There is need to shift from teaching or trainer centred to experiential or learner-centred mode. In other words, andragogy should replace pedagogy in training and development programmes.

Facilities for trainers' development

The training of trainers has received the attention over the years. Institutional set up has been created to cater to the subject matter as well as methodology needs. However this was limited mostly to institutions such as VEWTCs, FTCs & SMSs under T & V. The institutions where TOTs can be organised are given at table 3.

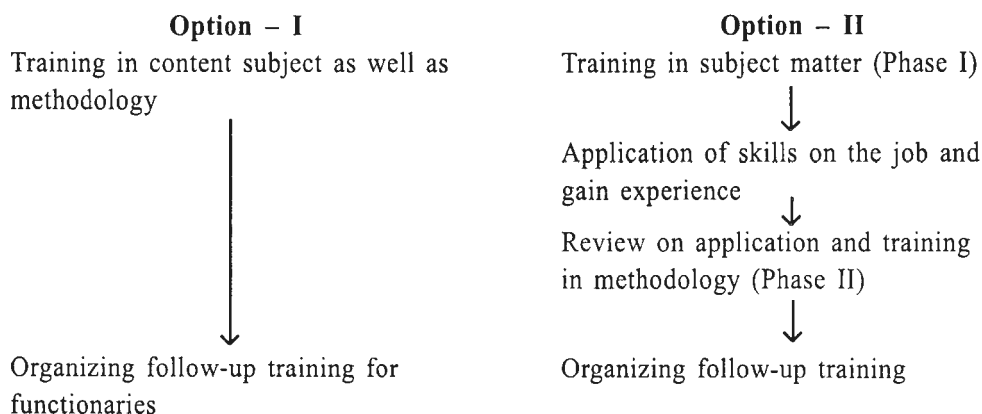
Table 3: Institutions for TOT

Category of Trainers	Type of needs	Institute where training can be organized
Trainers of state institutions and master trainers of research stations and universities	➤ Technical areas	➤ Respective national institutions, ATIs / SAUs
	➤ Extension and managerial	➤ MANAGE
	➤ Training methodology	➤ MANAGE
Trainers of GTCs, FTCs, KVKs and divisional level trainers (SMSs)	➤ Technical	Master trainers of Zonal Research Stations, Training centers of ICAR / SAUs
	➤ Extension & Managerial	EEIs
	➤ Training Methodology	EEIs

Training in Participatory and Management Skills

As has been highlighted in the preceding paras, the training of trainers in participatory tools and techniques and technology management is overdue. While basic / induction programmes on training methods will remain the mainstay of capacity of building of trainers, there is a urgent need to organize refresher training in the emerging themes and approaches of extension management.

The approach in this respect could be of the type I mentioned earlier namely, training in both subject matter and related methodology depending on the experience and exposure of the trainer on the subject. This can also be organized at a stretch or ideally if time, permits, in phases as given below :-



MANAGE as a think tank for participatory and managerial approaches of extension can train its target groups of trainers for capacity building i.e., those drawn from STIs and Master Trainers of SAUs but also facilitate training of other trainers by way of training designs, materials, guidance in organizing such programmes.

As the target groups for training in the new themes is large, even the training institutions will not carry the above refresher training by themselves. Hence, the field personnel with potential for training responsibilities can be trained as part-time trainers / resource persons so that they can in turn organize training for other functionaries. For instance training of divisional level officials (ADs, AOs etc.) and WDT members and PIAs of watershed programmes can be trained at STIs and VEWTCs respectively, that of office bearers of WAs, WCs etc can be conducted by field officer-cum-part-time trainer / facilitator.

As many states are yet to establish STIs, as a stop-gap arrangement, some of the field practioners can be developed as trainers for accomplishing the gigantic and urgent task of updating the functionaries in participatory approaches and tools and participatory technology management. Needless to mention MANAGE has to be in the forefront in this endeavor as well.

5. HRD Cell at State Level

In view of the increase in the number of training programmes and training related activities such as selection of trainees, planning of training

programmes etc., there is need for an exclusive cell for HRD at state headquarters with a coordinator and other supporting staff. This is imperative in the context of the need for systematic planning of training.

Besides the creation of a training cell at state level would also go a long way in providing necessary support in the form of preparation of state plans which are fore runner in the preparation of National Plan. The importance of state plan has been emphasized over the years during National Training Workshops. In the just concluded workshop (May 1999) it was observed that many states could not prepare the plan.

In order to help the coordinator and personnel of the above cell to carryout the roles envisaged there is need for suitable training. The focus of this training will be on the importance of HRD, systematic approach to training, development of training plans and institutions building and trainers selection and development.

The MOA, GOI and MANAGE can play a significant role in strengthening state level cells.

6. Role of Manage in Capacity Building

- Identifying the broad trends emerging in extension management and developing and testing training models and designs, methods etc., for different functionaries.
- Facilitating GOI and states in developing interventions for capacity building as part of broad national training policy.
- Guiding central and state governments in developing models for establishing and strengthening STIs and other institutions.
- Training of Trainers/facilitators of STIs, Master Trainers (on Methodology)
- Training of Heads / Principals of STIs, VEWTCs, FTCs (on Training Management)
- Training of state training coordinators / officials of HRD Cell (on HRD and IB)

- Workshops for Heads / Principals and STI trainers (for problem solving in management of training).
- Development of materials for training. (Designs, Background material etc.)
- Linkages with state Governments, STIs. (On their advisory bodies and vice versa).
- Workshops on sharing experiences.
- Follow-up studies / impact studies.

Conclusion

That Human Resource Development is a sine qua non for organizational and programme effectiveness has been well recognized. The Extension Personnel at various levels have been exposed to one training and other over the years. However, the focus of these efforts has been on technical upgradation. These are by and large remedial and reactive in nature. There is also a need for proactive type i.e training at the entry, at the time of promotion and change in the nature of job such as transfer.

Moreover, in the context of changing scenario of extension from focusing, among other things, on production / productivity, input to output management and to farmer and situation driven approaches, there is a growing need for reorienting the personnel in the emerging areas / themes. In other words it is imperative to have a systematic approach to HRD for middle level personnel for needs arising at different phases in the career.

Given the magnitude of the number of functionaries as also the need for contextualization and location and application / adaptive specific training, capacity building for HRD at state and below level needs hardly be over emphasised.

Establishing and strengthening the training infrastructure for in house HRD of Agriculture Department apart, i.e., “Hardware”, what is required in this direction is the building of “Software” i.e., Trainers’ development not only in the subject matter but also in training methodology. Needless to mention

in this context is the focus to be laid on Participatory Approaches and Methodologies and ensuring other interventions and support from the organization and external sources if the goals of capacity building are to become reality rather than rhetoric. MANAGE as premier institute for extension has a key role to play in this arena in terms of research, training and extension in transferring training / facilitating technologies to the state / other institutions i.e., empowering the institutions for sustainable HRD for agricultural extension.

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