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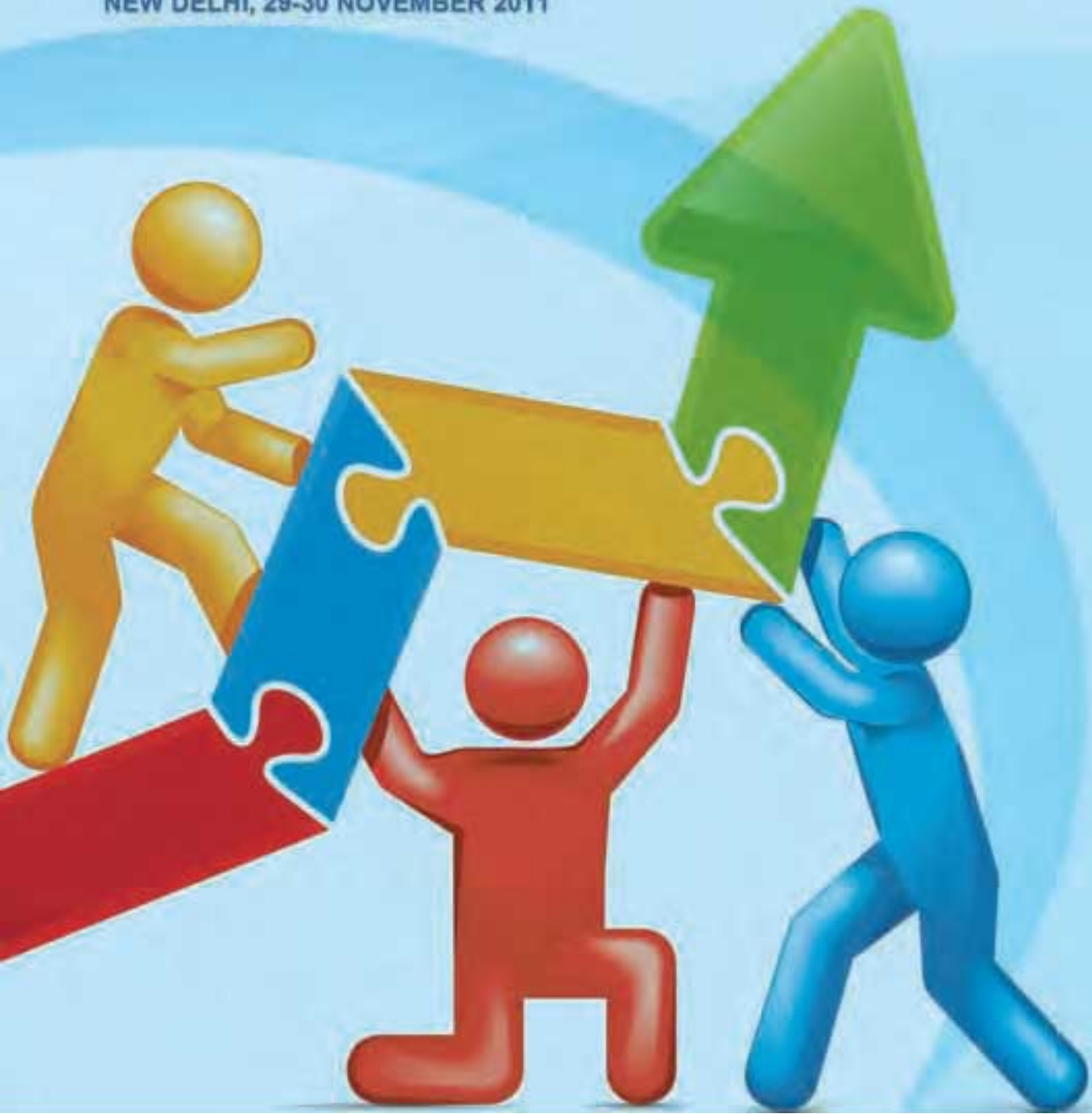
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National Conference on

HUMAN RESOURCE MANAGEMENT

*Towards Competency-based Performance
Management for the Civil Service*

NEW DELHI, 29-30 NOVEMBER 2011



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**National Conference on
HUMAN RESOURCE MANAGEMENT**

**Towards Competency-based Performance
Management for the Civil Service**

New Delhi, 29-30 November 2011

Foreword

A fast changing and highly dynamic environment – characterised by liberalisation, global competition and a trend towards rights-based entitlements – created an impetus to the Indian Civil Service to reform and adopt new practices to manage its human resources. This has been widely acknowledged by the Second Administrative Reforms Commission and by the Government of India.

A responsive Government needs to be better oriented towards the needs of the citizens and requires highly efficient systems and procedures to assure the fit between the competencies and the tasks at hand.

After two decades of development, competency models and competency-based Human Resource Management (HRM) and Human Resource Development (HRD) processes have become a good practice in private and public sector organizations alike. Competency-based HRM is now widely used to integrate the strategic and operational needs of organizations.

Eventually, a competency-based approach may impact the entire range of Human Resource Management functions: recruitment, job descriptions & placements, career planning and succession management, training and development, performance management, compensation and benefits. With the right performance indicators and targets we could see a dramatic shift towards better service delivery as individual competencies would be aligned with organisational performance targets, breaking them down into realistic and achievable results.

The National Training Policy 2012 led the way by including competency frameworks as a corner stone for future training and development efforts by the Ministries/Departments of the Government of India.

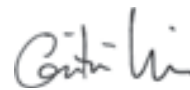
Recognising this trend and taking note of on-going public administration reforms, such as the push towards Performance Management by the Cabinet Secretariat, the Department of Personnel and Training (DoPT) and the United Nations Development Programme agreed to jointly build a knowledge base on a menu of standard competencies which can inform the Human Resource Management systems and procedures of the Indian Civil Service.

The 2011 National Conference on Human Resource Management for the Civil Service organised by the Pathways for an Inclusive Indian Administration (PIIA) project was an important event that brought together best prevailing practices and experts in the field of competency-based HRM. In follow-up the project will pilot the development of competency frameworks for select Civil Service cadres with the intention of applying a competency approach where it can positively impact effectiveness and efficiency of the public administration.

It is our intention that the outcomes of this important National Conference encourage the adaptation of competency-based HRM to the needs of the Indian Civil Service.



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Acknowledgements

The Department of Personnel and Training, Ministry of Personnel, Public Grievances and Pensions and the United Nations Development Programme gratefully acknowledge the support and participation of key partners in the National Conference on Human Resource Management: Towards competency-based performance management for the Civil Service.

The presence of the Honourable Minister V Narayanasamy, Ministry of State, Personnel, Public Grievances & Pensions and Prime Minister's Office, Ms. Alka Sirohi, Secretary, Department of Personnel and Training, Ministry of Personnel, Public Grievances and Pensions, and UNDP Resident Representative and UN Resident Coordinator- Mr. Patrice Coeur-Bizot underscored the significance of the Conference theme and its relevance to the political reform agenda.

Ms Upma Srivastava (Joint Secretary - Training, DoPT), Ms. Caitlin Wiesen (UNDP Country Director), and Ms. Sumeeta Banerji (Assistant Country Director, UNDP) provided guidance and support whereas Mr. Sanjiv Shankar (Director - Training, DoPT) and Arndt Husar (Programme Specialist, UNDP) did the spade work for the preparation and execution of the Conference. Mr. Durga Prasad Duvvuri provided thematic guidance and facilitation to the conference and Ms. Sharadbala Joshi provided the first draft to this document.

Academicians and Human Resource Management experts representing the public and private sectors from Australia (Dr. RFI Smith), Canada (Ms. Alice Kubicek), Greece (Mr. Panos Liverakos), Singapore (Ms. Jaime Teong), South Africa (Mr. Geeva Pillay) and United Kingdom (Mr. David Vere) as well from India: Mr. Bhartendra Singh Baswan (IAS, reted.), Mr. K. T. Chacko (IAS, reted. & Director - IIFT), Mr. Rakesh Hooja (IAS, reted. & Director IIPA), Prof. T.V. Rao (Adjunct Professor IIM-Ahmedabad and Director, T V Rao Learning Systems Pvt. Ltd), Prof. Punam Sahgal (Professor, IIM-Lucknow), and Mr. Satish Pradhan (Chief - HR, Tata Group) and Mr. B Dhal (ED Personnel & Admin, SAIL) volunteered their time and energy to bring the lessons of their experiences to the participants. DoPT and UNDP thank all the speakers and participants for their time, dedication, and assistance.

The participants, including former Secretaries, Additional Secretaries and Joint Secretaries to the Government of India, Director, LBSNAA and Directorate-General of the National Institute of Administrative Research, Principal Secretaries and Secretaries of the State Governments, Director Generals and Directors of Administrative Training Institutes, representatives from the cadre controlling authorities of the All India Services showed great interest in the subject – displayed by way of strong attendance figures throughout both days and made the conference a dynamic exchange of ideas and experiences.

Many of the eminent participants actively contributed to the success of the Conference as panellists and chairpersons. A special Thank You goes out to them for their support.

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List of Abbreviations and Acronyms

ATI	Administrative Training Institute
AIS	All India Services Officers
DoPT	Department of Personnel and Training
DPSA	Department of Public Service and Administration
GoI	Government of India
HR	Human Resource
HRM	Human Resource Management
KPI	Key Performance Indicators
KRA	Key Result Areas
LBSNAA	Lal Bahadur Shastri National Academy of Administration
MoP	Ministry of Personnel, Public Grievances and Pensions
PAS	Performance Appraisal System
PERSAL	Personnel and Salary System
PIIA	Pathways for an Inclusive Indian Administration
PMES	Performance Monitoring and Evaluation System
PMS	Performance Management System
RBF	Results Based Framework
RFD	Results Framework Document
SES	Senior Executive Service
UNDP	United Nations Development Programme
UPSC	Union Public Service Commission

Executive Summary

The Department of Personnel and Training (DoPT) / Ministry of Personnel, Public Grievances and Pensions (MoP) and the United Nations Development Programme (UNDP) organized a National Conference on Human Resource Management: Towards competency-based performance management for the Civil Service. The conference was held in New Delhi under the auspices of the DoPT-UNDP Pathways for an Inclusive Indian Administration (PIIA) Project.

Since, examples of competency-based Human Resource Management in Civil Service are few and relatively recent, it was necessary to know of experiences and lessons learnt in the private and public sectors where the concept has been applied in practice. In addition, it was important to gain knowledge from academicians, experts and practitioners across sectors. The conference therefore brought together a broad spectrum of practitioners with demonstrated leadership in the HRM field from reputable institutions in India and abroad. The international speakers presented how their respective Governments addressed HRM using competency frameworks, highlighting lessons-learnt, innovations and practical solutions. The conference objectives were to gain understanding of:

- The concept of a competency-based approach to HRM for the Civil Service, its advantages and disadvantages based on international and Indian experiences;
- Policy challenges encountered by government and the private sector in applying a competency-based approach to HRM;
- Methodologies, including implementation arrangements, which have proven to yield results;
- Systemic changes that would be required to implement competency-based HRM in the Indian Civil Service.

The conference agenda was a mix of plenary sessions that lay the foundation of discussing current bottlenecks, endeavours of reform, and possible solutions in more depth. The discussions, findings and recommendations of the working groups were presented in the closing session of the conference. The event was attended by officials dealing with Human Resource Management (HRM) functions in the Central Government and State Governments (General Administration Departments, Administrative Training Institutes), and representatives from the Cadre Controlling Authorities for various Central and All India Services. This report outlines the main findings of the workshop.

This conference and the key takeaways from it share knowledge from previous success stories from the public and private sectors in India and from Australia, Canada, Singapore, South Africa, the UK and the Western Balkans. The experiences demonstrate the issues involved in planning, implementing and supporting competency-based HRM.

Some take-aways from the Conference ¹

The Conference participants, in discussion with experts identified ways to prioritize actions based on national and international lessons of experience and good practice including:

1. Consider the overall initiative as a mega-project with a broad architecture that is an anchor for pilots and State-level initiatives. Initiate pilots that contribute to developing links with the overall initiative. Start with four to five pilots covering about twenty Departments/ Divisions/ agencies to identify and arrive at a consensus on 40 to 50 competencies.
2. Need for clarifying the concepts and objectives of using the competency framework and for articulating the vision and purpose clearly upfront. This will not only help bring clarity about the stated and unstated objectives, but also help in presenting them to the relevant stakeholders.
3. Establish link with entities that have expressed interest and have already initiated changes in HRM. Explore option for taking a sample of about 20 Departments/ Divisions/ Divisions/ agencies to get a mix of success and problematic Departments.
4. Establish link with the Performance Management Division, Cabinet Secretariat for short listing Departments/ autonomous bodies to pilot the initiative with as well as for strengthening the association and 'hooking' to RFD for enhancing support and acceptability for competency-based HRM.
5. Form a dedicated team for introducing competencies based HRM for the civil services. Decide whether to hire the skills, build them internally (through learning initiatives), or outsource the work to others that already have the skills. If outsourced, it is important to ensure the consultant is available and contracted for the whole cycle for continuity and cohesiveness. The appropriate option would be to develop internal capacity and have external guidance and handholding support during the introduction of competency-based HRM.
6. An important step in the process of developing a competency framework is to prepare a template that can be used and which provides consistency in mapping competencies. This requires concerted efforts by a team comprising of experts and people familiar with the HR issues in the civil services.
7. Conduct competency mapping in a way that the outputs are owned by the relevant decision-makers (civil service cadres, Ministries/ Departments/ Divisions, Stats etc.). One of the means for ensuring ownership is to involve cadre champions and seniors within and outside the Government, and to enable officers participate in the process of identifying 'competencies'.

¹ From presentations, recommendations and contributions made during the conference

8. Have a road map (5 to 6 years horizon) that connects the vision, purpose and objectives for introducing competency-based HRM with actions to be taken to achieve the short-term and long-term objectives. The process of developing the roadmap will help reach consensus about the vision and objectives, and will provide a framework for coordination and integration with the RBF.
9. To get people on-board, strategize communication approach. Conduct activities and communicate through other means to raise awareness about the objectives, purpose and processes for introducing competencies based HRM. Highlight how it matches Government Vision (RBF), what Governments in other countries have done and achieved in addressing similar issues, and what progress is/ has been done. In addition, put across thought provoking questions that create the basis for continuing discussions and debates about competencies and the competency framework.
10. Need for pragmatism and flexibility. The process for introducing competency-based HRM is likely to have a slow and patchy start but can have a rapid take up. It requires flexible language for thinking about work and performance and underpins agency capability planning and review.
11. There is wide interest and external tailwind of support, especially from the private sector in Government actions for improving governance. This support can be utilized by the core team.
12. Recognize and celebrate achievements no matter how small. This will provide opportunities for communicating with stakeholders, garnering support from champions as well as for lessening resistance.

Globally, rapid and fundamental changes are taking place in the political, economic and technological fields. Governments have to deal with developmental challenges arising due to the emphasis on inclusive development and environmental conservation, a shift in demographics, weak knowledge continuity as the older and more experienced retire, changing priorities of the workplace and the employees, and increasing communication disconnects due to cultural diversity.² As a result, countries are competing internationally in the market place as well as working towards improving the quality of their governance structures.

1.1 Governance

In India, the challenges are increasing in the context of globalisation, economic reforms, shrinking economic resources, decentralisation, technological developments and use, and innovation. The far-reaching policy changes induced by globalisation and the global economy have resulted in Indian companies demonstrating their competitiveness among the best in the world across many sectors. There is growing realisation for the need for supporting the Civil Services in addressing the challenges and responding to the opportunities, such as described below.

1. Globalisation and economic reforms: The competitiveness in the global economy requires a supportive and enabling environment, and appropriate legal and regulatory systems, continuous innovation, efficient communications and transport infrastructure, and different skills and learning. This has led to greater emphasis on strategic management of the economy in a less prescriptive and more market-driven manner.³ The Civil Services are faced with challenges related to:

- Change to a market economy that is open to global forces and where many of the standards are global;
- Competing political, economic, socio-cultural and environmental values, and
- Competing values about public sector and how it should be led and managed.

At the same time, there is greater emphasis on timely and efficient implementation of GoI supported programmes for accelerating the improvement and expansion of communications and transport infrastructure, rural and urban development, housing and employment generation.

2. Technology and Innovation: Currently, governance is dependent not only on the socio-cultural, economic and political aspects, but also on technology and innovations that have resulted in greater emphasis on performance, office automation and efficiency. It has influenced monitoring of the changing environment and needs of the market, as well as communication and management between

² Facilitating Job-Person Fit with competencies. Presentation by Alice Kubicek

³ Second Administrative Reform Commission, 2008. Refurbishing of Personnel Administration - scaling new heights.



different Departments/ Division within and among organisations and their collaborators. The new products and services require decision-makers to address issues of adaptation, dissemination and use in diversified situations.

- 3. Knowledge management:** With the rapid changes in the development context and greater emphasis on technology and innovation, decision-makers and civil servants need deeper domain knowledge in some sectors to evolve public policy based on better understanding of new products and services as well as good practices and experiences of others who have faced similar challenges. New models of growth and governance (e.g. Special Economic Zones (SEZs) and Public Private Partnerships) bring new challenges and require a careful consideration of pros and cons at the policy formulation stage.
- 4. Decentralisation and Inclusive Growth:** The 73rd and 74th Constitutional Amendment Acts (1993) mandated devolution of powers of many public services, development planning and resources to the third tier of Government. The devolution of functional responsibilities

and financial powers to municipalities, representation of weaker sections and women in municipalities, requirements for constitution of Ward Committees etc. have brought decision-making closer to the ground. This was a “game changer” legislation for the Indian democracy. It has now positioned the civil servants as consensus builders among the various stake holders. It has also highlighted the need for building institutional capacities for effective plan formulation and implementation, and heightened the perception of the Governance deficit as a significant roadblock in the Government’s endeavours towards an inclusive and just society.

1.2 Civil Services and the need for adapting to the context

The changing environment and development context requires several changes in how development initiatives are strategized, planned and implemented. Concomitantly, such changes would require administrators and managers to change their management styles to incorporate the aspects listed in the Table below.⁴

⁴ From conference presentations by RFI Smith, K T Chacko, David Vere

Table 1: Environment in which Civil Servants in India are functioning

- Adapt to continuing economic and social changes;
- Adapt to changes resulting from information and communications technologies;
- Be more responsive to the citizens who are demanding accountability;
- Have stakeholder consultation for policy formulation and project implementation;
- Respond swiftly to government demands for action;
- Tackle challenges that are increasingly complex, and often global in nature;
- Coordinate and develop collaborative partnerships across Departments/ Divisions and with the private sector;
- Have extensive interaction with stakeholders - the public and private sectors, and communities;
- Manage the mismatch between expectations and resources;
- Manage networks and links within and outside government;
- Lead by consensus and innovation;
- Foster horizontal coordination and links for policy development;
- Foster vertical integration and alignment for implementation;
- Develop policy capacity;
- Work in teams and reinforce desired behaviours;
- Set objectives, standards and expectations;
- Coaching and developing staff;
- Manage individual performance;
- Promote equality and diversity;
- Build working relationships;
- Negotiate and influence;
- Manage change;
- Continuous improvement.

The reforms within the Civil Services would need to focus on structural and procedural reforms. Transparency, competition, a move towards decentralization and local governance, as is the trend in Europe, help in creating conducive environments for a more efficient human resource management system within the Government. In contrast, the following characteristic features of the civil service in India, which has served the country reasonably well for many years, need to be suitably re-engineered and aligned to the requirements of the current socio-economic and political environment.

a. A career-based Civil Service: Induction to the Civil Service is conducted through an open system of competitive recruitment by a

constitutional body, that is, the Union Public Service Commission (UPSC) and the Staff Selection Commissions.

- b. Uniform and centralised pay and salary structures:** System of rewards and punishment is largely regulated within the government organisation and is therefore largely ineffective;
- c. Seniority- based promotions:** An absence of incentive system to spur competitive approaches and results-oriented/ merit-based performance and lack of effective mechanisms to counter non-performance;

d. Senior-levels centric capacity development systems: While there is an elaborate system of induction training, mid-career training, and in-service trainings in place for elite services, a majority of the middle and lower level employees which forms the cutting edge for the Public Service deliveries are not covered. This causes a serious skills deficit among front-line employees and impedes the quality of the Public Service deliveries.

e. Lack of in-built systems to respond fully to emerging challenges in governance: Globalisation, persistent poverty, and growing citizens' demands for quality service delivery and infrastructure have substantially increased demands on the civil services.

This mismatch has led to debates within Government and the civil services about the quality of human resources and management systems.

1.3 HRM: GoI Initiatives

The change in context means that National and State Governments need to ensure that the administration is sensitive to the dynamics of development, continuously attuned to the changing social and political needs, and responsive to the socioeconomic aspirations of its citizens. During the last few years, GoI engineered a major directional change in public policy by focussing on inclusive development. The Eleventh Plan regarded inclusiveness as a multi-dimensional objective. In the medium term perspective, the Government identified three priorities: i) sustaining a high growth trajectory; ii) making development more inclusive; and iii) improving institutions, public delivery and governance practices.

The Government has taken a series of policy initiatives for governance reforms. Legislative measures such as the Public Interest Disclosure and Protection of Persons Making Disclosure Bill (Whistle-blower Bill), the Lok Pal Bill, the Judicial Accountability Bill, the Public Service Delivery and Redressal of Public Grievances Bill, and the Civil Services Ethics and Code of Conduct Bill are at various stages of approval and finalisation.

The policy and legislative measures point towards the need for a perceptible shift from the conventional command-and-control oriented Personnel Administration to a development-

oriented HRM within the Government. It is increasingly appreciated that in order to achieve better performance, HRM policies require more emphasis on the learning and development needs of employees while aligning organisational and employee goals.

Towards this end, the Government has taken a number of policy initiatives, such as introducing performance budgeting, zero-based budgeting and, more recently, outcome-based budgeting. This gradual evolution towards result-based approaches is a positive indication of the beginning of a change process towards performance management. Simultaneously, there have been some changes in the performance appraisal systems of the Government, albeit for the senior levels of the All India Services Officers (AIS), towards an open performance appraisal system. Although GoI adopted the performance-based management approach through the RBF in 2009, actions need to be initiated for human resource management in the civil services to align the jobs and personnel in the emerging context.

The GoI and UNDP have initiated the "Pathways for an Inclusive Indian Administration" (PIIA) project with a focus on developing capacities of civil servants and strengthening their enabling environment for a more effective, efficient,

transparent and accountable Public Administration at the National and State levels. One of the project initiatives is to support Government of India in its actions for introducing competency-based HRM, that is, an employee-centric Performance

Management System (PMS) that focuses upon how an organization achieves its objectives, performance targets and contributes to better development outcomes.

1.3.1 Result Based Management

The Second Administrative Reforms Commission⁵ placed great emphasis on governance and efficiency in Government. Departments of the GoI have been implementing a new “Performance Monitoring and Evaluation System” (PMES) since 2009 to assess the effectiveness of government departments in their mandated functions. The PMES is designed to help government departments define measure and monitor their progress against defined targets and indicators and has been initiated in three phases: Phase I: 2009-10; Phase II: 2010-11, and Phase III: 2011-12.⁶

Each department is required to prepare a Results Framework Document (RFD) - the main instrument for implementing PMES. The RFD consists of priorities set out by Ministries and Departments at the central level, and the key departmental objectives for the year, policies, programs and projects as well as success indicators and targets to measure progress in implementing them.⁷ To ensure the successful implementation of agreed RFD actions, there is provision to include necessary operational autonomy. Consequently, RFD and target setting provide an objective basis for evaluating overall annual performance.⁸ This has enabled the Government to monitor performance

based on financial, physical, qualitative, quantitative, static and dynamic aspects. Further, the GoI introduced corresponding success indicators (Key Result Areas - KRA or Key Performance Indicators - KPI) in 2010. However, time-bound targets to measure progress in achieving these objectives are yet to be defined.⁹ Promoted and supported by the Cabinet Secretariat, State Governments are increasingly adopting the methodology.

Results-based approaches are recognised as an important pillar of HRM reform in the civil service. It helps in focussing efforts and in providing guidance in managing performance of individual Civil Servants objectively. While the exercise is in its early stages of implementation and learning, it indicates the beginning of a major shift towards performance management.

⁵ The Administrative Reforms Commission (ARC) is a committee appointed by GoI for giving recommendations for reviewing the public administration system of India. The first ARC was established on 5 January 1966 and the Second ARC was constituted on 31 August 2005 as a Commission of Inquiry for preparing a detailed blueprint for revamping the public administrative system. See <http://darp.gov.in/ArticleContent.aspx?category=160> for reports.

⁶ HRM in Civil Service in India: Expectations & Experiences. Presentation by K T Chacko, Indian Institute of Foreign Trade

⁷ Competencies in Performance Management. Presentation Punam Sahagal, IIM Lucknow.

⁸ Guidelines for Designing Results-Framework Document (RFD) for Responsibility Centres (RCs), 1 April 2012 – 31 March 2013. Performance Management Division. Cabinet Secretariat, Government of India

⁹ The detailed approach and processes of this initiative can be accessed at <http://performance.gov.in/RFD.html>

1.3.2 Training

Another critical element of HRM is individual capacity development and training which addresses knowledge, skills and attitudes. Structured and systematic training for those at higher levels of civil service (at least once in a decade) has been institutionalised.¹⁰ Training opportunities have also increased for those at lower levels of the civil services. However, the linkage of the training system to the emerging concerns in governance is yet to be initiated - as the Draft National Training Policy (2010) fully recognises. Depending on the levels at which civil servants are working, capacity development requirements vary (e.g. ranging from project formulation to policy formulation skills).

As per the Draft National Training Policy (2010), sensitivity to the emerging political and social concerns and re-orientation of administrative systems to current scenario requires focussed training programmes to enable their diffusion throughout the administrative structure.¹¹ The existing HRM system is aligned with the traditional public administration emphasis rather than geared towards responsive governance.

¹⁰ HRM in Civil Service in India: Expectations & Experiences. Presentation by K T Chacko, Indian Institute of Foreign Trade

¹¹ National Training Policy Accessed from: http://istdkochi.org/html/istd_ntp.html

2 COMPETENCY-BASED APPROACH TO HRM

An Introduction to the concept

The adoption of a results-based approach does not automatically lead to improvement in performance. A critical aspect of performance is the appreciation of performance standards and expectations by the various levels of management in the hierarchy of government. It is an accepted fact that people perform well when they know what is expected of them and have the necessary skills, knowledge, attitudes and behaviours to meet the expectations. These critical attributes for a job and the technical, functional, and behavioural competencies required to perform the job have to be clear for effective performance.

2.1 Competencies and Competency-Based HRM

Competencies – understood as a set of measurable and observable attributes such as skills, knowledge, attitudes and behaviours that are demonstrated in the performance of a job by an individual – are the building blocks that contribute to and can forecast success in a job/ excellence.¹² Competencies can be categorised as core, process and functional/ technical competencies. Core competencies relate to the core functions of a job (“what needs to be done”) while process competencies will determine how the function is performed. Technical competencies

refer to domain-specific knowledge. Competencies change with time as roles and organizations evolve. Each competency is assessed on the basis of defined proficiency levels that distinguish experts (e.g. advanced, intermediate to basic performers), and/or describe whether the achievements have exceeded expectations, have been achieved satisfactorily, partially or not achieved.¹³ The performance descriptors are best defined in a way that minimises negative feedback without compromising clarity. A competency-based HRM framework is used for

HRM activity	Use of the Competency-based approach	Level of intervention
Task-based appointment (recruitment)	Specifies the exact requirements of the role and gives criteria for selection	Enabling Environment (Policy/ legislation)
Pay and Rewards (promotion)	Provides basis for grading performance to inform rewards	Enabling Environment (Policy/ legislation)
Performance management (appraisal)	Provides basis for managing performance, including feedback for improvement	Organisation/ Individual
Work rationalization (job-person fit)	Helps identify priority jobs and optimise work load; process mapping	Organisation
Human Resource Development (training)	Helps to identify performance gaps; training needs identification	Individual

¹². Competencies in Performance Management. Presentation Punam Sahagal, IIM Lucknow

¹³. Competencies and Human Resource Development - Public Service. Presentation by Geeva Pillay, DPSA

recruitment, defining role expectations, training needs and gaps, future development needs, succession planning and promotion, as well as for organisational development analysis. The following table explicates the concept.¹⁴

The competency-based approach to HRM requires a wide range of changes to existing systems and processes at different levels of decision-making and across functions. As listed in the Table above, the three levels are:

- Enabling Environment (policies, legislation, power relations, norms)
- Organisational level (policies, procedures, frameworks), and
- Individual level (skills, knowledge, experience)

With increasing demand for enhanced performance, competency-based HRM has evolved from being used largely in the corporate sector to being applied in public sector units and Government during the last thirty years. The centrality of job-related competencies has not been recognised in the personnel administration systems of civil services in most parts of the world. Consequently, many jobs that require specific competencies often are performed in a sub-optimal manner.

However, since performance and capability reviews promise integrated and strategic improvements, there experts are advocating for introducing this approach to Civil Service HRM. Within its Draft National Training Policy the Gol has identified deficits and is seeking to address the gap by adopting competency-based approaches in a systematic manner. Training needs identification is an important aspect of the competency-based approach to HRM for which various approaches exist. Training needs assessments allow individuals to determine their own training needs and assist in

identifying a learning and development path. This can strike a balance between individual needs and the organisational requirements.

One or more assessment techniques may be adopted in the context of an existing competency framework: 360-degree feedback, appraisal-based assessments, development centres, skills surveys (e.g. South African experience), open recruitment or selection processes, etc.. No one method may be considered as perfect and speakers pointed out a variety of challenges: the pitfalls of inflated or extremely modest opinions, the likelihood of measuring only past performance when using 360-degree feedback and a focus on measuring capabilities and future performance in assessment centres. Validation and cross-checking become important requirements. Caution has to be applied to address the dependence of the process on an effective dialogue between the employee and the line manager/supervisor.

¹⁴ Adapted "Unlocking the Human Potential for Public Sector Performance", World Public Sector Report, 2005, Department of Economic and Social Affairs, United Nations, New York

Table 2: Example of a Competency Framework¹⁵

Presence	People
<ul style="list-style-type: none"> • Wins trust, through own behaviour and receives support for personal leadership • Communicates with passion and enthusiasm • Presents effectively and influentially • Inspired staff & stakeholders to engage fully with relevant programmes/ projects • Role models commitment to self-development • Demonstrates appreciative demanding style; balancing appreciations with focus on outcomes 	<ul style="list-style-type: none"> • Listens to others and acknowledges different perspectives/ opinions • Celebrates success and recognises achievements • Demonstrates effective coaching skills which encourages others to develop • Role models approach to valuing diversity and inclusiveness • Demonstrates effective feedback skills, both giving and receiving feedback, in relationships with staff and/ or stakeholders • Enables and encourages others to learn from their mistakes
Pace	Projects
<ul style="list-style-type: none"> • Demonstrates energy and drive which encourages others to achieve • Provides clear direction for setting objectives linked to business goals • Actively seeks feedback and peer challenge • Is resilient in the face of challenge and obstacles • Readily takes decisions about priorities and resources, avoiding delay • Conveys complex issues clearly, (including performance issues), emphasising key messages 	<ul style="list-style-type: none"> • Keeps the bigger picture in view • Plans ahead, setting challenging and realistic objectives • Assesses relative priority and importance of issues through effective listening and questioning • Copes ably with complexity or uncertainty, bringing clarity through analytical approach, considers unintended consequences • Makes decisions based on risk management, rather than risk avoidance. Understands the scope and limits of analysis and evidence required • Builds strong relationships with stakeholders through use of clear and appropriate communication

¹⁵ From Competency Based Approach to Training Needs Assessments. Competency Framework of Office of Fair Trading, Progression Grade 6 for Grade 7. Presentation by David Vere, The Institute for Employment Studies, U.K.



INFO BOX

Professional Skills for Government - the competency framework of the U.K Civil Services:

The professional skills for Government competency framework is a structured way of thinking about jobs and careers for civil service staff at all grades within the UK Civil Services. It sets out the skills that staff in the U.K civil services need to do their job well at all levels and no matter where they work. PSG sets out the common skills requirement for leadership, core skills, professional skills (specific to the profession and role) and broader experience (for SCS only).

The PSG competency framework applies to all civil service jobs at all grades. Professional skills requirements have been divided into these groupings: (a) Director General (SCS Pay Band III), (b) Deputy Director (SCS Pay Band I), (c) Grades VI and VII, (d) SEO, HEO, EO, EO, AA and equivalent grades.

For the civil servants at SEO grade or below, the concerned Department determines how the framework applies in line with its own skills needs. Whether one is applying for a job in the civil service or a civil servant already, the PSG framework can help identify: (a) The mix of skills and experience one should have in its current or prospective job, and (b) what skills one might need to gain to change role or seek promotion.

Using this framework, one may seek opportunities to develop one's skills at any time, but it makes sense to think about the framework in line with

one's appraisal cycle. The PSG competency framework is divided into the four separate but supporting areas. It lays down guidance to develop skills in each of these: leadership, core skills, professional skills, and broader experience.

Civil Service leadership qualities sit at the centre of the framework. These are to provide direction for the organization, to deliver results, to build capacity for the organization to address current and future challenges, and to act with integrity (and this lies at the very heart of leadership within the Civil Service).

Every civil servant needs certain core skills to work effectively. At Grade 7 for example the core skills are: (a) people management, (b) financial management, (c) analysis and use of evidence, and (d) programme and project management. In addition to these skills, those in or aspiring to the SCS need to demonstrate skills in communications and marketing, and strategic thinking. Below Grade 7, the department determines how the framework applies in line with its own skills needs. Government Skills, in partnership with departments, has developed a common core skills framework for below Grade 7.

Job-specific professional skills are related to the work one does. Everyone in the Civil Service requires some professional skills to do their job, whether they work in policy development,

operational delivery or corporate services, or provide expert advice (for example, scientists, economists and communicators). This area of the PSG competency framework is supported by Heads of Profession, who set standards for all professions in the Civil Service.

Broader experience: For SCS members and those aspiring to the SCS, both depth and breadth of experience are important. Deep professional knowledge is valuable, but as one progresses in one's Civil Service career, breadth of experience becomes increasingly important. Heads of Profession are leading work to define what broader experience looks like in each professional context. This experience could be gained within one's profession, within another part of the Civil Service or in other sectors.

The work force in the civil service is made up of a wide range of professions and includes every kind of profession – from beekeepers and veterinary surgeons to bomb disposal experts and accountants. There are currently 22 recognized professions, each led by a Government head of profession. To help staff working in the civil service, progress in their careers, profession-oriented networks have been established. The networks offer help for staff ranging from training and members newsletters through to vacancy information and detailed skills frameworks that incorporate PSG.

PSG skills Identifier show the leadership and core skills one should have or develop in one's current role. It also shows the additional professional skills one needs to do one's job on a day-to-day basis.

The Cabinet office provides advice and guidance for Departments on the performance management and pay framework for civil servants. At SCS level, the arrangements are centrally determined. This background sets out the principles of SCS performance and reward. For staff below Grade III, Department have delegated responsibility for these arrangements although they still have to take into account guidance from the centre.



**Table 3: Sample list of capabilities for work level standards
Australian Public Service ¹⁶**

Supports strategic direction	
Supports shared purpose and direction Thinks strategically	Harnesses information and opportunities Shows judgement, intelligence and common sense
Achieves results	
Identifies and uses resources wisely Applies and builds professional expertise	Responds positively to change Takes responsibility for managing work to achieve results
Supports productive working relationships	
Nurtures internal and external relationships Listens to, understands and recognises needs of others	Values individual differences and diversity Shares learning and supports others
Displays personal drive and integrity	
Demonstrates public service professionalism and probity Engages in risk and shows personal courage Commits to action	Promotes and adopts a positive and balanced approach to work Demonstrates self-awareness and a commitment to personal development
Communicates with influence	
Communicates clearly Listens, understands and adapts to audiences	Negotiates confidently

¹⁶ From Implementing Change in a Systematic Manner: Experience in Australia and New Zealand by RFI Smith



INFO BOX

Career Development Assessment Centre (CDAC) – Australia

CDAC is designed for high performing Executive Level (EL) 2 employees who demonstrate genuine potential for fast-tracking into the Senior Executive Service (SES). CDAC assesses future SES leaders from within the APS, providing these EL 2 employees the opportunity to evaluate and identify core leadership capabilities through a series of challenging workplace scenarios.

Participants are measured against the Senior Executive Leadership Capability (SEL) Framework and the Integrated Leadership System (ILS), the Commission's benchmarks for APS career advancement.

Like all Commission learning and development opportunities, the CDAC experience is results driven, culminating in comprehensive individual development plans designed to build on capability strengths and address gaps identified through the CDAC experience. Participants overwhelmingly endorse the course as an invaluable personal development tool crafted to meet the high performance expectations of the SES.

CDAC Objectives

- To build the leadership capability of the APS
- To provide an opportunity for participants to discover new skills and abilities through unfamiliar situations and tasks
- To promote enhanced self-awareness and insight
- To identify participants' strengths and development needs and provide strategies to address them
- To guide participants in completing their personal development plan.

See: <http://www.apsc.gov.au/learn/cdac.htm>

Box 1: Western Balkans civil service systems: Use of competencies in job design and recruitment

From April 2010 to October 2011, the UNDP Regional Centre for Public Administration Reform (RCPAR) funded a study for a systemic, in-depth analysis of legal and institutional frameworks to discern the extent of the use of competencies in various aspects of the human resource management (HRM) in civil service systems in the Western Balkans.¹⁷ The study was led by a RCPAR team, country representatives of central HRM institutions, and regional entities who are members of the Western Balkans Community of Practitioners on HRM in the Civil Service.

The study covered formal and practical aspects and on-going initiatives for reform/ change in the respective fields, and focussed on institutions that are formally in charge of policymaking, setting standards and coordination of policy implementation in respect to job design and recruitment (civil service agencies, ministry of public administration). The specific objectives were to:

1. Clarify the meaning of the competencies concept in the Western Balkans due to the lack of a more specific one to adequately represent the current situation and future needs of civil service systems. Broadly, competencies were understood as ability, skill, or capacity considered critical for effective performance of civil servants
2. Identify and consolidate current and upcoming rules, procedures, and practices;
3. Evaluate current use of competencies in the following five aspects of HRM:
 - **Job design**, covering the format for job descriptions; process of job design, and the list and description of competencies;
 - **Job recruitment** covering advertising of vacancies, short listing process; assessment, and personnel selection process;
 - **Performance appraisal**, which covered how competencies were reflected in the legal framework, thus defining purpose, procedure, and criteria for performance appraisal;
 - **Career development**, which covered how competencies were reflected in the legal framework (and practice), thus defining criteria for promotion and advancement, and
 - **Training, learning, personal development** covering competencies related to behaviour, tacit knowledge, and soft skills.
4. Propose concrete recommendations on possible use of competencies in future civil service policies;
5. Help raise awareness of comprehensive competency systems in the region, and



¹⁷ The study covered the whole of Western Balkans, which effectively mean nine different civil service systems: Croatia, Bosnia and Herzegovina (state level), the Republic of Srpska, the Federation of Bosnia and Herzegovina, Montenegro, Serbia, Kosovo (under UNSC2144), Albania and the former Yugoslav Republic of Macedonia.



6. Provide a framework for operationalization of key recommendations.

The study took the form of an expert analysis, accompanied by extensive consultations (rather than a survey). The data sources comprised existing (or upcoming) normative acts; samples of job descriptions; samples of templates and methods used in selection; recent analytical reports and policy documents of relevance; expert questionnaires; and consultations during the Western Balkans Community of Practitioners on HRM annual conference.¹⁸ The participants in the study responded to the expert questionnaire and provided supporting documentation.

The findings revealed that most systems in Western Balkans are based on formalistic and legalistic personnel policies. The job descriptions had a rigid focus on formal qualifications, were formulated as a legal rather than as a managerial tool. Further, although the job description format was simple, posts are grouped into internal units, and assigned salary and a grade. In terms of job designs, jobs

are mostly categorised in formal terms, are predetermined and of a budgetary nature. Only the formal job requirements were identified while the roles and responsibilities was shaped by formal requirements. Although competencies do not feature prominently in job design or recruitment, they feature prominently in performance appraisal and training, which 'hover' over the system and are not part of the core. Further, no career development plans exist. The positive aspect was that competencies are increasingly included/ referred to in job-designs.

The findings led to the following recommendation for preparing job descriptions: i) Identify clear tasks and expected results; ii) Avoid including more than one incumbent; iii) Identify links with other posts and contribution in relation to the institution; iv) Identify accountability and communication links clearly; v) Include required and additional competencies, and vi) Include specific, measurable indicators for each competency (to be used in selection, performance appraisal, training and advancement)

¹⁸ UNDP Regional Centre for Public Administration Reform (RCPAR), Study on the use of competencies in job design and recruitment of civil servants in the Western Balkans. http://www.rcpar.org/contents_en.asp?id=461

Study of the civil services in Western Balkans

Some important insights (Research findings)

Comprehensive competencies play a central role in appraisal and training although not in career development. The profession of civil servants relates not only to a body of knowledge, standards and practices, but also to a set of values, behaviours and attitudes that derive from the locus and focus of work. What makes them different is that they-

- a. subscribe to values and practices of public administration (bureaucracy)
 - b. Understand the essence of public value and are committed to achieve advancement
 - c. Have the ability to operate in the context where politics, institutions, the economy and society intertwine.
 - d. Are driven primarily by an opportunity to contribute to improvement of public welfare than by financial incentives etc. In that sense they are core civil service competencies.
 - e. Start integrating performance appraisal, training and career development into the core of HRM systems.
2. An incremental approach to introducing competencies should be applied while investing resources in training and awareness-raising.
 3. Identify a set of civil services core competencies
 4. Develop a framework for managerial competencies
 5. With regard to job design and job description the study recommended to identify and categorize competencies in order to produce a central catalogue
 6. Change the logic of job design towards “what kind of performance” and “what kind of behaviour”.
 7. Improve format for job descriptions in accordance with the new competencies -based approach.
 8. Make formal requirements more flexible and less specific and “de-legalise” certain posts.
 9. As regards recruitments it was suggested to change the way vacancies are advertised, introduce new criteria for short listing, use new tests and consider outsourcing and use interviews to remedy deficiencies in job design, use additional tools and methods for assessment and reporting in the process of

The study has made the following recommendations:-

1. The definition of competency should be clarified to reflect the new paradigm of comprehensive competencies.

selection and improve the preparation for, and structure of, job interviews.

10. With regard to performance appraisal and career development it recommended improving the explanation and mechanisms for monitoring and assessment of individual competencies.
11. The opportunity of additional performance criteria should be used for more directly job-related competencies.
12. Competitive recruitment should put performance appraisal at the core provided it is based on more precise assessment.
13. Introduce integrated long-to medium-term personal deployment plans with practical consequences.
14. Regarding training learning and personal deployment the suggestions were to:-
 - improve the capacity of individual institutions for TNA, planning and evaluation;
 - introduce new topics and forms of learning to address critical competencies;
 - introduce knowledge management to better capture, share and apply tacit knowledge and develop a composite training programme for managers.

It was claimed that the State has presented a set of recommendations most of which could be implemented without major transformations in the way civil service systems currently function. By implementing these recommendations all civil service systems could – in a relatively short period of time - considerably improve the use of comprehensive competencies without having to undergo major institutional overhaul.

2.2 Adoption of Competency Framework

The Competency Framework is used as a foundation of the Performance Management System (PMS) cycle - that is, for job design and recruitment, defining role expectations, induction, training and development, and performance appraisal. Institutionalisation of the competency-based approach to HRM influences the following:

- a. Task-based appointment (recruitment and placement):** Recruitment of employees based on competency mapping helps employees start contributing from day one. This not only gives the employer a competitive advantage, but also motivates people who feel that they are using their resources. In order to use competencies for job-design and recruitment, a catalogue of competencies categorised into functional groups and different managerial levels and an improved format for job descriptions in accordance with a competencies-based approach are required.
- b. Induction:** Induction programs can be designed to help the employees internalize the competencies and values of the organization. It also ensures that the competencies and values are reinforced organization wide.
- c. Performance management and utilization of human resources:** The PMS can be based on the competencies and can continuously reinforce the use and development of role, function and organization related competencies. Competency-based HRM is integral to a PMS and is different from a performance appraisal system as shown below.
- d. Pay and Rewards (Incentives and promotion):** When placement and promotions are based on competency requirements of the new job and an assessment of an individual's competencies vis-à-vis the new job, it ensures objectivity in promotions, results in high motivation of competent people, and in higher probability of success of the newly promoted candidates.
- e. Work rationalization (job-person fit):** This is based on the assumption that certain persons are better equipped to do certain work than others based on personal abilities, aptitudes, education and attitudes, and that successfully matching persons with the right jobs contributes to overall operational effectiveness. With frequently changing work requirements and the need for individuals to move from

Table 4: Comparing Performance Appraisal System and Performance Management System ²⁰

Performance Appraisal System (PAS)	Performance Management System (PMS)
<ul style="list-style-type: none"> • Emphasis on relative evaluation of individuals • Annual exercise • Rewards and recognition based on tenure and performance • Designed and monitored by HR department • Ownership is mostly with HR department 	<ul style="list-style-type: none"> • Emphasis on performance of individuals, team and organisation. • Continuous process • Performance -based rewards • Designed by the HR department but monitored by respective department • Ownership is with line managers, HR facilitates implementation

¹⁹ Competency based HRM in the Corporate Sector, Presentation by T.V.Rao, TVR Learning Systems.

²⁰ From Competencies in Performance Management, presentation by Punam Sahgal, IIM Lucknow

project to project and be part of changing teams, employees need more application of competencies, less reliance on job descriptions and flexibility.

f. Human Resource and Organisational Development: Competency gap analysis is effectively used for organisational development, including for planning, organizing and conducting training. HRM activities such as 360-degree Feedback, Skills Surveys and Performance Management contribute to

preparing learning programmes. Organisation-wide skills surveys are conducted annually or bi-annually to determine staff training requirements and coverage, skill levels, qualifications and learning preferences, and to develop a skills framework.²¹ Competency-based training reduces wastage of resources because it addresses the competency gaps and needs, and what is needed to perform different roles. It enhances the return on investments and ensures that individuals can use what they learn.

2.3 Process for introducing Competency-based HRM

The process for introducing competency-based HRM requires clarity about what is driving its introduction. It is important also to determine whether it is to be introduced for job analysis, core values, priorities of government, customization

by department and job, or based on successes of other public services. Competency development should be accommodated within an organisation's management structure, procedures, culture, resources and budget.

Table 5: Sample Levels and Roles of Officers ²²

Level	Division 2 & 3		Division 1			Level 6
Role Description	Trainee/ New Recruit	Junior Executive	Executive	Middle Managemt.	Senior Management	Senior Management
Indicative Designation	Junior Clerical Support Officer	Senior Clerical Support Officer	Executive	Section/ Unit Head/ Assistant Director/ Specialist	Senior Assistant Director/ Deputy Director/ Senior Specialist	HOD/ Director
Level of Contribution	Understand and follow instructions	Understand, follow and implement instructions	Understand/ Do	Do/ Influence	Translate/ Engage Others	Set Direction/ Shape Culture

Continued...

²¹ Competency Based Approach to Training Needs Assessments, Conference presentation by David Vere and Singapore: Planning and Developing a Public Service Communications Competency Framework & Training Roadmap by Jaime Teong.

²² From Singapore Public Service Communications Competency Framework & Training Roadmap. Presentation by Jaime Teong

Level	Division 2 & 3		Division 1			Level 6
Role Description	Trainee/ New Recruit	Junior Executive	Executive	Middle Managemt.	Senior Management	Senior Management
Scope of Influence	Individual/ Peer Group	Individual/ Peer Group	Peer Group	Team	Section/ Department/ Division	Department/ Division
Focus	Self/ Supervisor	Within a cross section of the department	Within and across Teams	Within and across Departments	Within and across Organisations, National and International	Within and across organisations, national, International
Communication Focus	Work involves rudimentary communication	Work involves communication under guidance and supervision	Work involves routine communication	Work involves leading and guiding	Work involves complex and strategic communication	Highly strategic communication

In general, the steps followed for introducing competency-based HRM are as follows ²³

- a. Establish need and clarity of purpose and objectives for the competency framework with multiple stakeholders and target staff.
- b. Engage stakeholders and staff at the development stage to cover all relevant aspects and to induct them into competency language.
- c. Identify key themes that connect to organisational success and business reality in the long term.
- d. Develop competency models for each organization by level or business to implement a desired strategic change.
- e. Agree on data outputs and collection; agree to confidentiality of information giver.
- f. Identify competencies for each department or autonomous division or organizational unit or business;
- g. Identify competencies required for superior performance in present or future for each role, and
- h. Train managers and employees in performance management.

²³ Competency based HRM in the Corporate Sector, Presentation by T.V.Rao, TVR Learning Systems.

Box 2: South Africa: Systemic and Knowledge Challenges

The initiative is directly linked to the South African Government's commitment to deliver high quality services to actualise its constitutional mandate of creating a better life for all South Africans. In 2002, the Government identified three major challenges: i) Establishing effective management information systems; ii) Inadequate resources to implement the HRD strategy, and iii) Understaffing of HRD components.

Subsequently, in 2005, the Government tasked the Department of Public Service and Administration (DPSA)²⁴ to determine the Public Service capacity and implement an initiative to measure the extent and depth of skills levels with a view to improve skill levels. The DPSA identified a disconnect between the needs for delivering quality services and the available skills as 'supplied by the provider and employer system' that is, there was a problem in HR Planning. In 2005, this led to the decision for creating a skills database - HR Connect.

The HR Connect Employee database was introduced in 2006 for profiling occupations within a skills audit approach that utilises a common reference framework for profiling post-specific occupations, map out employer/ organisational skills requirements (competencies and outputs) and identify employee skills sets for improved management of the supply/ demand equilibrium. The aim was to have Departments use the framework to analyse skill levels in relation to required posts, occupations and job profiles, that is, for recruiting, retaining and training people.

HR Connect opted for an output focus in defining job profiles as opposed to a behavioural and/ or activities based focus. The job outputs in each Department were defined in terms of services

and products to be delivered and not in terms of behaviour or activities associated with the job. The initiative was planned to identify each Post Profile in terms of Generic, Management and Technical/ Functional competencies and actions and build it separately, followed by aggregating the competencies as per post requirements. Finally, a unique "post profile per individual" was produced.

To begin with, a Dictionary/ Directory of post profile competencies, which contained the generic, functional and managerial competencies required by government, was compiled followed by project implementation in three phases.

1. In the first phase, surveys were conducted to get personal, educational and experience data about each individual staff (against all the profiles in the Dictionary/ Directory), together with the mapping of the posts in terms of qualification and experience required at that level.
2. In the second phase, subject matter experts/ HR practitioners were involved in profiling specific jobs in a Department. A Position Profile was developed showing the competencies that applied to the position. The proficiency level required was determined later. This led to the updating of organograms and identification of jobs for each Department. The competence profiles for each job were defined and employee survey forms were generated. Simultaneously, in-house capacity was built to maintain the data and the system.
3. In the third phase, details regarding employee qualifications were confirmed, staff were assisted in getting professional registrations and employee development plans were prepared based on gaps identified from job survey forms of each post.

²⁴ DPSA is the overseer of HR in the Public Service and leads its modernisation by assisting government departments to implement their management policies, systems and structural solutions within a generally applicable framework of norms and standards to improve service delivery.



Overall, HR Connect resulted in the development of a public service Occupational Profile Inventory and a survey of 800,000 employees across 145 Departments. DPSA now has Occupational Profile reports and Departmental reports. A system is developed and is undergoing further development and enhancement. In addition, personal and structural information on the system is being updated. The government has also developed and implemented a public-service development programme that would set the norms and standards for public servants in all spheres

The key lessons learnt/ recommendations from the HR Connect initiative are:

- Prioritise the various elements that make up the skills gap.
- Set goals for closing the gap and map out a plan to reach those goals.
- Decide issues like who needs to learn, what they need to learn, and how fast the learning needs to happen.
- Decide whether to hire the skills, build them internally (through learning initiatives), or outsource the work to others who already have the skills.
- Execute the plan. Consider a “bridge the skills/ competency gap” initiative as any major strategic initiative, and run it with as much rigor as a major project.
- Measure the results of the learning initiatives and adjust as needed.



INFO BOX

Insights from the South African experience

The process concentrated on:-

1. Developing a directory/dictionary of profiles:
The HRM competency dictionary consists of two parts. The first part deals with the behavioural competencies which reflect the desired attributes that every HR practitioner should possess. The behavioural competencies have been categorized into two groups, which are further divided into clusters and associated competencies. The second part deals with the functional/technical competencies that provide for different level of complexity that re described in accordance with the three proficiency levels. It provides a description of the five HR functional areas, which are further divided into clusters and the associated competencies. Each of the clusters is linked to a core human resource process and all the clusters put together represent the whole human resource value chain. Thus, all competencies required to deliver an effective and efficient human resource service in a Department are provided in this dictionary.
2. Identify requirements of each post taking into account the complexities of job involved for human resource management and development.
3. Identify gaps and use them for development and management purposes.

The methodology used was paper based survey forms for 8,00,000 employees – based on the survey the effort was to define competencies and profiles. For example – if in an organization the occupational profile was (X) and the employee profile was (Y), (X-Y) represented the gap within the organization which could be used for the organisation's Development Plan.

Once gaps (X-Y) are identified the development plan may be as per the strategic priority of the Department. Goals may be set for short term and medium term and the speed and the manner may be decided as part of organizational strategic initiative. The need would be to integrate it with HRM and HRD efforts within the organization.

The important first step was to start collecting information. Any system can be as good as the data that goes into the formulation of the system.

Other Methodologies used included:

- Several project workshops
- Briefings to capacitate data capturers
- PERSAL training session for operators and supervisors
- Mapping job titles
- Training of supervisors to conduct interviews.
- Production of Manuals as guides for conducting supervisor interviews and capturing survey form on the HRMDS.
- Production of a reference list of 6000 job titles.

The implementation issues may be the occupational gaps, design and delivery of the intervention measures, demand for training as there may be more credible basis for training.

Training offerings are too generic to get down to the task level. It was seen that less than 5% of the training programmes were matching to the training requirements as they were mainly generic. Tasks may be at the granular level whereas the training may be at the generic level.

3 CHALLENGES IN IMPLEMENTING COMPETENCY-BASED HRM

There are several challenges in implementation of competency-based HRM. The complex nature of the concept of competency-based HRM presents its own unique challenges, which is compounded because knowledge of the concept itself is limited in the context of public services. Further, since the process is slow in an environment where task oriented managers want instant results, additional effort is required for maintaining the momentum and interest of stakeholders occupied with their routines. The experience of various implementing organisations in the public and private sectors exemplifies this argument. These aspects are described below.

3.1 Complexity of the Concept

One of the key challenges is to familiarise stakeholders with the concept, dimensions and issues related to competency-based HRM. This requires actions to explain clearly and simply the rationale for introducing the competencies, for adopting a specific structure, and for explaining what the structure is. The complexity of the concept also results in limited involvement of line managers/ CEOs, and in dependence on experts/ consultants .

3.2 Culture of the Organisation

There is a common recruitment for all civil servants based on an exam conducted by UPSC. The basic qualification is a bachelor's degree and domain specific knowledge is not a requirement for any of the services/ cadres. This is not seen as a disadvantage since civil servants are involved in diverse sectors and competence required for different jobs is not prescribed. Further, career progression is based on the Performance Appraisal Reports (PARs)/ Annual Performance Appraisal Reports (APARs) that do not reflect competency parameters. It is difficult to build broad based support because of lack of political will and administrative stability. Thus, changes have to be introduced in a mission mode – that is the objectives, scope, implementation timelines, milestones and measurable outcomes need to be clearly defined, and involvement of volunteers is required at critical stages of the process.

²⁵ Complexity of the Competency Concept as a Challenge, Conference presentation by David Vere as well as Competency based HRM in the Corporate Sector, Presentation by T.V.Rao, TVR Learning Systems.

Box 3: Core Tata Values²⁶

The TATA Group represent one of India's largest business group that has diverse businesses in seven business sectors: information systems and communications; engineering; materials; services; energy; consumer products; and chemicals, and operations in over 80 countries. The Group products and services are exported to 85 countries and its international income is 58% of the total. With over 425,000 employees, it is the largest employer in the private sector in India. With its international focus and the need for an approach to global; integration, the Tata Group the TATA Group emphasises its commitment and group values.

Defined by a deeply rooted set of values and beliefs, corporate governance at Tata rests on the pillars of trust and integrity. Complementing the Tata way of doing business is a growing catalogue of explicit policies, the most notable among these being the Tata 'code of conduct', a comprehensive template of ethical behaviour that guides the actions and decisions of Tata employees. Five core Tata values that underpin the way the Tata Group does business are:

- 1. Integrity:** We must conduct our business fairly, with honesty and transparency. Everything we do must stand the test of public scrutiny.
- 2. Understanding:** We must be caring, show respect, compassion and humanity for our colleagues and customers around the world, and always work for the benefit of the communities we serve.
- 3. Excellence:** We must constantly strive to achieve the highest possible standards in our day-to-day work and in the quality of the goods and services we provide.
- 4. Unity:** We must work cohesively with our colleagues across the group and with our customers and partners around the world, building strong relationships based on tolerance, understanding and mutual cooperation.
- 5. Responsibility:** We must continue to be responsible, sensitive to the countries, communities and environments in which we work, always ensuring that what comes from the people goes back to the people many times over.



²⁶ From: Culture of the Organisation as a Challenge. Presentation by Satish Pradhan, Tata Sons Ltd. and http://www.tata.com/pdf/COH_2009/coh_governance_overview_rich_rubric.pdf, Governance Overview: A rich rubric of ethics



3.3 Systemic Approach

Systemic actions, including the prioritising and sequencing are important for successful introduction of competency-based HRM. The steps include:

- a. Clarity about the concepts and objectives of using the competency framework
- b. Clearly articulate of the vision and purpose for introducing competency-based HRM upfront.
- c. Communicate to raise awareness and fostering familiarity about competencies and competency-based HRM amongst the stakeholders.
- d. Enhance transparency, consistency and fairness.
- e. Enable access to good-practices within and outside the country.
- f. Preparing a Directory of Competencies for each role:
- g. Prepare a template for mapping competencies for developing a competency framework.
- h. Conduct competency mapping by involving relevant decision-makers (civil service cadres, Ministries/ Departments/ Divisions etc.).
- i. Prepare a road map to connect the vision, purpose and objectives for introducing competency-based HRM with actions to be taken to achieve the short-term and long-term objectives.

Box 4: HR Competency Dictionary/ Directory²⁷

The HR Competency Dictionary/ Directory prepared in South Africa under the HR Connect initiative includes:

- **Desired attributes for generic HR competencies:** applicable to all HR practitioners and describes the ideal attribute to be displayed by all HRM practitioners, irrespective of their position. The desired attribute is typically, what is required from HR practitioners to render a professional service to their citizen client.
- **Proficiency levels for technical/ functional competencies:** Describes the output and outcomes produced according to a proficiency scale (scale of expertise) that provides for behaviours on the job in terms of a range of designated proficiency indicators, such as, quality, speed, efficiency and application etc. These exist within certain work and organizational constraints (e.g. equipment resource, job aids)
- **Behavioural Indicators for each proficiency level:** What the person shows when displaying the competency. It is a behaviour, action or psychomotor response that an observer can see or expect to see.

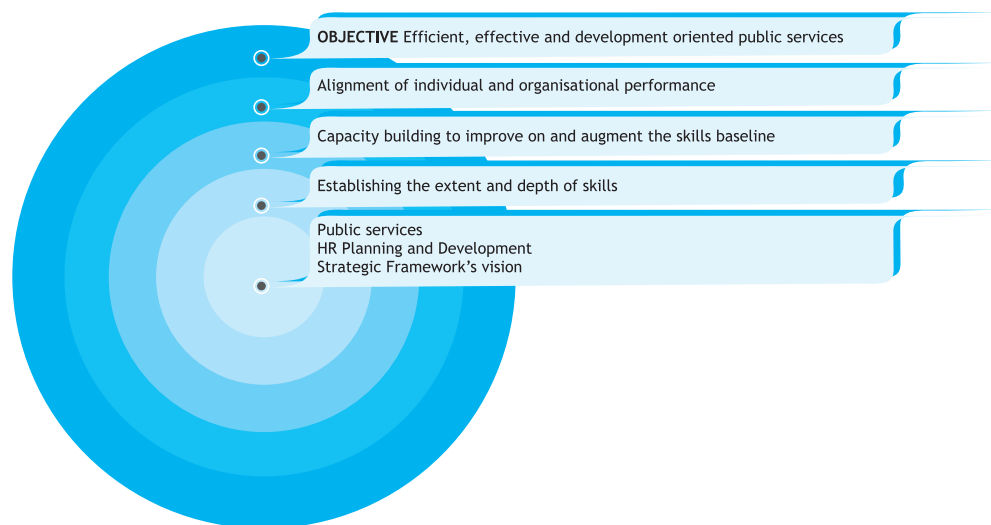
Table 6: Canada – Benefits and Weaknesses of using Competency Frameworks²⁸

Benefits	Weaknesses
<ul style="list-style-type: none"> • Has clear links between organization performance and individual job roles • Enhances employee productivity • Managed turnover • Career management • Succession planning • Budget control over recruitment, training and development, talent management 	<ul style="list-style-type: none"> • Introduction and use are costly in time and effort • Changing context indicates need for regular updating • Actual job roles are more dynamic • Job analysis and classification is arduous • Work environments are in flux • The impact of cultural diversity is significant • Increase in voluntary turnover • Weak knowledge continuity

²⁷ From Competencies and Human Resource Development - Public Service. Presentation by Geeva Pillay, DPSA

²⁸ Benefits and Weaknesses of using Competency Frameworks from Facilitating Job-Person Fit with competencies. Presentation by Alice Kubicek

Figure 1: Competencies and HR Development for Linking Objective to Outcome



**Based on Department of Public Services and Administration (DPSA,) Geeva Pillay
"Competencies and Human Resources Development - Public Services", November 2011**

4 COMPETENCY-BASED HRM IN THE PUBLIC AND CORPORATE SECTORS

Competency-based HRM in the private sector in India has been adapted to:²⁹

- Build leadership and managerial competency (e.g. Tata Group, Birla Group, Dr. Reddy's Laboratories Ltd, Wockhardt, HDFC Standard Life and others);
- Introduce and build a competitive and competency culture using PMS (e.g. Steel Authority of India Ltd., Titan, Bharat Electronics Ltd, Dr. Reddy's Laboratories Ltd);
- Identify high potential executives;
- Plan succession, and
- Create openness and accountability.

The organisations that have introduced specific competency-based HR interventions include public sector units (e.g. Steel Authority of India, Bharat Petroleum Corporation Limited, Hindustan Petroleum Corporation Limited, Indian Oil Corporation Ltd, Oil and Natural Gas Corporation, National Thermal Power Corporation, Bharat Heavy Electricals Ltd., Life Insurance Corporation of India, Bharat Electronics Ltd, etc.). The Reserve Bank of India has introduced it for 360 degree feedback, the Bank of Baroda for leadership development, and the State Bank of India for promotions.

Experiences from the private sector and public sector in India indicate that the introduction of HRM, especially competency-based HRM is generally slow and patchy. The experience is similar in public services in other countries such as South Africa, Australia, and Canada. However, once initiated, there is rapid take-up.

Implementing competency-based HRM is challenging, and successful implementation requires:

- Planning the change in a systematic manner;
- Implementing the change in a systematic manner;
- Getting the buy-in;
- Managing resistance, and
- Support for introducing competency-based performance management.

²⁹ Competency based HRM in the Corporate Sector, Presentation by T.V.Rao, TVR Learning Systems.



4.1 Planning the change in a systematic manner

The transition to competency-based HRM can be achieved by “borrowing” competency models developed by others and “fit in” with what the public service does, or by using an existing model to work out a practical set of competencies that serves the organization’s needs. It can be achieved also by going through a process of job-task analysis or skills analysis to break down what the organisation does down to the competencies.³⁰

Whatever the approach, developing of a competency framework in a decentralised structure without systematic thinking-through, and/ or communications with staff and stakeholders could result in fragmented understanding and appreciation of the objectives and benefits of the framework. If managers and staff are not involved in the development of a competency framework, it may not incorporate or fully describe the competencies required to do a job, that is, it may

be an academic model that is inappropriate. It may also result in their disinterest and/ or resistance. Thus, in the process for developing a competency framework, it is essential to engage stakeholders and staff at the development stages to cover all relevant aspects and to familiarize them with the competency language and subsequently to achieve its full potential.

The process should be initiated after establishing the need and clarity of purpose and objectives for the competency framework with multiple stakeholders and the staff. The key themes that connect to organisational success and reality in the long term should be identified rather than be driven by current trends. The competency framework should be accommodated within the organisation’s management structures, procedures, culture, resourcing and funding provisions, and be based on consensus on data outputs and collection as well as confidentiality of information giver. A process for validating the competency framework results in it being endorsed as a standard.

³⁰ Competency based HRM in the Corporate Sector, Presentation by T.V.Rao TVR Learning Systems.



Box 5: Singapore: Communications Competency Framework & Training Roadmap³¹

The Public Service Division together with the Civil Service College. (CSC) of Singapore in consultation with Ministry of Information, Communications & the Arts (MICA), has developed a Public Service Communications Competency Framework and Training Roadmaps for the different levels of officers. With the training roadmaps, officers will be able to structure and plan their training and development needs in the area of communications.

The origins for this initiative can be traced back to a major change movement started in the Singapore Public Service in 1995 that questioned the socialist mind-set of continuous and life-long learning and employability. The Public Service for the 21st Century or PS21 is a people-centred mass movement that encourages public officers to embrace change in their daily work in order to keep the Public Service at the leading edge. This in turn contributes towards the continued success of Singapore.³² A PS21 Office (PSO) was established under the Public Service Division (PSD) in the Prime Minister's Office (PMO) to spearhead the movement.³³

A Communication Competency Framework for the Public Service of Singapore was proposed in 2008 to identify competencies in communications and develop a generic framework. The aim was to develop a generic framework to guide skills development towards better defined performance standards. This was expected to provide a more structured basis of designing and developing new programmes, and reviewing existing programmes to better meet public sector needs. The Project Objectives were:

- To conduct a study into the key competencies required for effective communication (Division 1 to 3 officers across whole service)

- To develop a Communications Competency Framework for the Public Sector
- To identify the training interventions required

The Communication Competency Framework consists of:³⁴

- a. An overarching “Competency” matrix that encapsulates the Public Service needs in communications. It provides an overall sense of the key competencies required of public officers to deal with a more engaged citizenry, and the development of new forms of communications channels (e.g. new media communications). Increasingly, public officers need to possess good oral, written, listening, interpersonal and public communication skills.
- b. Training Roadmaps, which aim to equip aspiring and existing officers at all levels with the necessary knowledge, skills and attitudes to professionalise communication styles, and to raise the level of standards in the Public Service, recommend a list of suitable training programmes.

The methods used for competency identification included One-to-One Interviews; Focus Group Sessions; Critical Incident Techniques and Surveys. The project was implemented by:

- Public Service Division: Sponsors, funds development through PS21 Office and gives endorsement as central HR ministry
- Civil Service College: Owners of the developmental process, give project oversight and advisory
- MICA: Subject matter experts and identification of Exemplars; have an advisory role in the development of the competencies framework and training roadmap
- Language and Communication Centre, National Technological University: Developers and Consultants

³¹ Singapore Public Service Communications Competency Framework & Training Roadmap. Presentation by Jaime Teong

³² <http://www.ps21.gov.sg/>

³³ <http://www.psd.gov.sg/PublicServiceRole/BuildCapacity/Movement/>

³⁴ <http://www.cscollege.gov.sg/page.asp?id=297>

The competency framework needs to be integrated or aligned with other framework and the overall HR policies and processes, including recruitment, performance management and developmental/ training related procedures. It should be accessible, that is, it needs to be practical and useable rather than perfect and all encompassing. It needs to cater to existing concerns and be amenable to periodic review, that is, it enables incorporating of other competencies in the future and development of new capabilities. The framework needs to build on the strengths within an organisation and be extended to compensate for performance and skills gaps. Finally, the competency framework should be translated into discernible behavioural indicators as well as into curricular outputs and clear learning objectives and initiatives.³⁵

To ensure relevance and thoroughness, the Competency Framework should mirror career framework and core functions of public officers, identify the tasks performed by officers as well as the specific competencies required to perform the tasks. Further, it should identify different job groups, define the core functions of each group and discern gaps in competencies.

A Competency Framework supports the preparing of a training roadmap to guide curricula development and coursework design, and enables identification of non-training interventions such as mentoring.

Table 7: Sample Behavioural Indicators³⁶

Division 2 & 3 Officers		Division 1 Officers		
Junior Clerical Support Officer	Senior Clerical Support Officer	Executive	Middle Management	Senior Management
Draft written replies to routine requests for information or services	Re-write content to suit audience when replying to queries, & proofread own & subordinates' writing for basic errors	Speak clearly & effectively before an audience to communicate key points succinctly, and contribute effectively to team oral presentations	Lead team oral presentations effectively to report or present key team findings to middle management succinctly & draft public speeches for middle & senior management	Deliver public speeches that have wide impact & influence

³⁵ Singapore: Planning and Developing a Public Service Communications Competency Framework & Training Roadmap. Presentation by Jaime Teong.

³⁶ Sample Behavioural Indicators from the Singapore Public Service Communications Competency Framework & Training Roadmap. Presentation by Jaime Teong.

In order to gain support for initiating the processes and activities related to the institutionalising of a competency-based HRM, it is important to identify informal champions having a say in the services. In addition, the support of senior civil servants genuinely championing the broad direction and of strategic champions such as a Cabinet Secretary of the Performance Management Unit can be a key to the success of the pilots. Further, the support of senior executives (from the private sector/ public sector units) who have the management competencies and would willingly assist in the process can also be garnered.

Strategically, consider the overall initiative as a mega-project with a broad architecture that is an anchor for pilots and State-level initiatives. Start by adapting best practices and with four to five pilots covering about twenty Departments/ Divisions/ Ministries of the Government that volunteer (Forest), want to move forward (Income-tax put 'mapping competencies' in their annual work plan) and/ or that are already doing something and where more can be done to bring about the desired changes. In addition, Departments can be invited to volunteer to try out things at the micro-pilot level. The

aim would be to initiate pilots that contribute to developing links with the overall initiative and arrive at a consensus on 40 to 50 competencies.

Most significantly, at the planning stage, it is important to have a communication strategy for generating wide awareness about ways in which Governments in other countries are thinking about the issues, why competency-based HRM is being introduced and why competency mapping is being done. Clarity about what areas to focus on, what changes are required, and what the consequences will be for not following competency-based appraisal or for using competencies for recruitment contributes significantly in clearly communicating the message to all the people in and outside the pilots, and in minimising miscommunication.

Box 6: Milestones in implementing PMS in the Steel Authority of India³⁷

- 568 key positions and competency requirements identified.
- Robust Competency Mapping and Succession Planning.
- Key positions consolidated into 34 unique roles.
- Framework of 8 managerial competencies developed.
- Competency profiles for each unique position developed.
- Results linked to filling up of key positions for building up Leaders.

³⁷ Presentation by Bhagirathi Dhal, Steel Authority of India Ltd.

4.2 Implementing the change in a systematic manner

For implementing change in a systematic manner, it is essential to manage the varied and in fact often contradictory focus of those involved with policymaking, budget and financial management, and HRM.³⁸ Senior officers require policy analysis and advising capabilities, while the finance people need to focus on outputs and outcomes and the HR people to focus on skills and knowledge on outputs and outcomes. For example, while policies focus on integration and outputs, the budget may be based on disaggregated requirements and allocations. Thus, sustainable change over time is about human capability and alignment as much as about administrative change. It depends on the compatibility of the systems and actions of leaders and leadership of senior officers, and hence it is important to involve them in the process. It is also important to get the right balance between immediate needs and longer-term ones, and between too flexible and too rigid approaches to devolution of authority.

Considering the complexity of the concept, in designing a competency framework, it is important to start with non-threatening areas, and link

competency mapping to training needs assessment. The aim can be to introduce competency-based recruitment within a year so that the message goes through the system. The process can start with developing a generic framework of competencies and then by roles. The performance expectations (for role-based competencies) also need to be identified. The aim is to align specialist/ functional competencies with core competencies. It is necessary to make a distinction between individual and group competencies, and determine core-value competencies that will be shared across the board – as required for RBF and others such as customer-centred service delivery or ethical values. The recommendation is to start with broad 45 to 50 interoperable competencies that will ultimately apply to all the services and that help go towards the objective. In addition, the behaviourally specific skills and traits that employees need to be effective in a job and to achieve superior results need to be articulated/ stated clearly. To cover the essential components, it is important to include key job requirements, detail behaviourally specific skills and traits that employees need to be effective in a job and to achieve superior results. It is also essential to integrate knowledge, skills, judgment, and attributes to perform a job effectively, and link individual performance to the goals of the organisation.³⁹

Table 8: Communications Competency Framework & Training Roadmap: Activities and Outputs⁴⁰

Activities	Deliverables
Agreement on project framework	Project framework document
Discussion with leaders, supervisors, exemplars on job skills and tasks	Core Competency document
Identify specific competencies	Specific competency document
Interviews, discussions, mini-tests with employees	Discussion reports and records
Develop framework	Competency framework document
Develop training corollary	Training Roadmap
Present recommendations	Final report and presentation
Prepare Communication to affected staff	Communications Handbook

³⁸ Implementing Change in a Systematic Manner: Experience in Australia and New Zealand. Presentation by RFI Smith

³⁹ Facilitating Job-Person Fit with Competencies. Presentation by Alice Kubicek

⁴⁰ From the Singapore Public Service Communications Competency Framework & Training Roadmap. Presentation by Jaime Teong

Information on the extent and depth of skills can be collected and defined by utilising a common reference framework for profiling post-specific occupations, and by mapping out employer/ organisational skills requirements (competencies and outputs). Employee skills sets for improved management of the supply/ demand equilibrium also need to be identified with the view to facilitating development of employees and for enhancing their performance.

Several problems are likely to come up after implementation is started. Besides major ones arising due to change of government, or addressing issues related to diversity and inclusion, problems may be faced in managing interaction between hierarchies and networks, maintaining a balance between centralization, delegation and devolution, or even maintaining a balance between economic development, social development and sustainability. There may even be problems in arriving at a consensus on how to, or in building new capabilities and bringing about change from within.⁴¹

In order to gain acceptance and support for performing the tasks and activities for institutionalising a competency-based HRM, it is important to get into the psyche of stakeholders to be influenced/ whose support will diminish roadblocks. A mechanism can be set up and/ or incentives offered to persuade others to buy-in the change in approach to HRM. Getting key decision-makers involved with Community of Practitioners and professional bodies (such as Society for Human Resource Management (SHRM),⁴² Chartered Institute of Personnel and Development (CIPD)⁴³, Human Resources Planning Society (HRPS),⁴⁴ International Public Management Association for Human Resources,⁴⁵ and American Society for Training and Development (ASTD)⁴⁶ can enhance exposure and

support for the interventions. Another option is to create the appropriate ecology by becoming a member of HRD Network and then ensuring that the Department attends every meeting of Network.

The involvement and contribution of officers in the process and in identifying 'competencies' ensures that the process and outcome are pragmatic, and there is more buy-in. The introduction of a feedback process (through Administrative Training Institutes - ATIs) can help identify issues faced on a day-to-day basis, that is, it supports co-creation of space that can help set standards of performance for the different cadres of public services. It is important to create platforms for debating on related issues and start putting thought provoking questions to which responses/ discussions/ debates can continue. One of the "meeting point" for debating issues can be the Lal Bahadur Shastri National Academy of Administration (LBSNAA). Most importantly, efforts have to be made to maintain the momentum/ energy/ enthusiasm of people by leveraging the positive outcomes, and organising events, workshops etc.

4.3 Getting the Buy-in

The Government is already moving in the right direction by organizing events such as the Conference to get a buy-in from stakeholders across the States. Further organizational level performance is already being monitored through the RFDs. A change in PAR format to introduce some attributes of soft and domain specific skills is being encouraged. Further, the legal framework/ guidelines that the Ministry of Personnel is to bring out and the Performance Standard and Accountability Bill under consideration in Parliament will make a huge difference in the acceptability of the competency-based HRM.

⁴¹ Implementing Change in a Systematic Manner: Experience in Australia and New Zealand. Presentation by RFI Smith

⁴² <http://www.shrm.org/Pages/default.aspx>

⁴³ <http://www.cipd.co.uk/>

⁴⁴ <http://www.hrps.org/>

⁴⁵ <http://www.ipma-hr.org/>

⁴⁶ <http://www.astd.org/>

4.4 Managing Resistance

People instinctively see changes as a threat, and opposition is likely from all services due to people's discomfort with change, incompatibility with rule based work, subjectivity due to exogenous factors, such as political interference, cultural issues and needs for compatibility of the new system with positive discrimination policy. The lack of clarity on objectives, conflicting expectations and variations in people's understanding further exacerbate the problem.

Several actions can be taken to manage resistance. This includes enhancing transparency by communicating the objectives, process and implications of introducing competency-based HRM, as well as publicising the support to be provided for building skills. In addition, many employees can be educated at different stages of framework design and formulation.

4.5 Supporting introduction of Competencies based Performance Management

Competency mapping and creating of competency dictionaries and databases requires skills and neutrality that may best be represented / acquired by outsourcing the work. However, experience shows that when competency mapping is outsourced, there is a danger that it may lack in consistency across the various Departments and Ministries, may be based on diverse and inconsistent criteria and parameters, and could be driven by external methodologies and pre-designed commercial off-the-shelf database design. In addition, it is important to ensure that finance and treasury are included because HRM is impacted by their decisions/ actions.

Thus, it is essential to have a core team with a mix of specialists and in-house people from the HRD, as well as to develop skill for competency mapping by providing training support. With a long-term perspective, it is essential to build a competency-mapping cadre. It is important to set-up an independent unit/cell that is solely committed to working towards the long-term objectives of the organisation/Government, and that can approach other Departments/Sections impartially. The unit should be disbanded when the work is done. To start with, the UNDP/ DoPT team can function as a centre/hub of a network organisation that coordinate their actions. To ensure continuity, the National Training Academies can be the structure for continuity and anchoring.

Appendix 1: Final Agenda

Day 1 --- 28th November	
REGISTRATION 09:00 AM onwards	
INAUGURAL SESSION please be seated at 9:45 AM	
10:00 AM – 10:35 AM	Call to Dais - Ms. Upma Srivastava, Joint Secretary (Trg.), Ministry of Personnel, Public Grievances & Pensions Ms. Alka Sirohi, Secretary (Personnel), Ministry of Personnel, Public Grievances & Pensions Mr. Patrice Coeur-Bizot, UNDP Resident Representative & UN Resident Coordinator V. Narayanasamy, Hon'ble Minister of State - Personnel, Public Grievances & Pensions and Prime Minister`s Office
10:35 AM – 10:50 AM	Tea/Coffee Break (15 minutes)
SESSION I “Competency-based Human Resource Management: Precept and Practice” Chair – Ms. Alka Sirohi, Secretary (Personnel), Ministry of Personnel, Public Grievances & Pensions Duration: 10:50 AM – 01:00 PM [130 minutes]	
10:50 AM – 10:55 AM	Introduction of Speakers
10:55 AM – 11:15 AM	Keynote Address: Mr. Bhartendra Singh Baswan (IAS, retd.), former Secretary (GoI) and former Director IIPA “Competency-based HRM: an Emerging Need in Government”
11:15 AM – 11:35 PM	Mr. K. T. Chacko (IAS), Director, Indian Institute of Foreign Trade “HRM in Civil Service in India : Expectations and Experiences”
11:35 AM - 11:55 PM	Dr. RFI Smith, Director, Ackland Smith Consulting Pty Ltd, Australia “Competency-based HRM in Public Services — Benefits Experienced” (International)
11:55 AM – 12:15 PM	Prof. T.V. Rao (T V Rao Learning Systems Pvt. Ltd.) “Competency-based HRM in the Private Sector”
12:15 PM – 1:00 PM	Discussion, Comments and Wrap-up by the Chair
1:00 PM – 01:45 PM	Lunch Break (45 minutes)
SESSION II “Competency-based HRM and Relationship with its Elements” Chair – Prof. T.V. Rao (T V Rao Learning Systems Pvt. Ltd.) Duration: 1:45 PM – 3:45 PM [120 minutes]	
01:45 PM – 02:05 PM	Mr. Geeva Pillay, Chief Director, Human Resource Planning, Performance and Practices, Department of Public Service and Administration, Government of South Africa “Competencies and Human Resource Development - Civil Service” (South Africa)

Continued...

1:00 PM – 01:45 PM	Lunch Break (45 minutes)	
SESSION II “Competency-based HRM and Relationship with its Elements”		
Chair – Prof. T.V. Rao (T V Rao Learning Systems Pvt. Ltd.)		
Duration: 1:45 PM – 3:45 PM [120 minutes]		
02:05 PM – 02:25 PM	Mr. Panos Liverakos, Team Leader, UNDP Regional Centre for Public Administration Reform, Bratislava “The Use of Competencies in Job Design & Recruitment: Implications for the HRM Function” (Western Balkans)	
02:25 PM – 02:45 PM	Prof. Punam Sahgal, Organisation Behavior, Indian Institute of Management (IIM) Lucknow “Use of Competencies in Performance Management”	
02:45 PM – 02:55 PM	Short Break (10 mins)	
02:55 PM – 03:15 PM	Ms. Alice Kubicek, Managing Director, akps Global “Use of Competencies for Facilitating Job-Person-Fit in the Civil Services” (Canada)	
03:15 PM – 03:35 PM	Mr. David Vere, Director, Beyond Performance Ltd., UK “Competency-based Approach for Training Needs Assessments - Civil Service” (United Kingdom)	
03:35 PM – 04:00 PM	Discussion, Comments and Wrap-up by the Chair Guidance for the next Session	
04:00 PM – 04:15 PM	Tea/Coffee Break (15 minutes)	
SESSION III “Parallel Sessions – Systems and Processes”		
Duration: 4:15 PM – 6:30 PM [150 minutes]		
04:00 PM – 06:30 PM	Session III a New competencies required in view of key issues and challenges faced by the Civil Services in India.	Session III b Job-Person-Fit in the Indian context: challenges and possible solutions.
	Session III c Enhancing the objectivity of performance management systems through competency-based approaches.	Session III d Main facilitators and constraining factors for introducing a competency-based approach to Civil Service HRM at the State Level.
	Session III e Competency-based approach and impact on training effectiveness. Adjusting training systems and processes.	Session III f Main facilitators and constraining factors for introducing a competency-based approach to Civil Service HRM at the National Level.
7:00 PM	Dinner at Yantra Hall, The Park Hotel	

Day 2 --- 29th November

SESSION IV “Challenges in Implementing Competency-based HRM”

Chair - Mr. K. T. Chacko (IAS), Director, Indian Institute of Foreign Trade

Duration: 10:00 AM – 11:15 AM [75 minutes]

10:00 AM – 11:15 AM	Introduction by the Chair (10 minutes)
	“Systemic and Knowledge Challenges” Mr. Geeva Pillay, Chief Director, HR Planning, Performance and Practices, Department of Public Service and Administration, Government of South Africa
	“Culture of the Organisation as a Challenge” Mr. Satish Pradhan, Chief, Group Human Resources, Tata Sons Ltd.
	“Complexity of the Concept as a Challenge” Mr. David Vere, Director, Beyond Performance Ltd., UK
	Discussion, Comments and Wrap-up by the Chair (20 minutes)

11:15 AM – 11:30 AM

Tea/Coffee Break (15 minutes)

SESSION V “Group Presentations”

Chair – Mr. Ajay Sawhney, President & CEO, National eGovernance Division, Ministry of Information Technology

Duration: 11:30 AM – 1:00 PM [90 minutes]

11:30 AM – 1:00 PM	Presentation Group A (10 mins)	Presentation Group B (10 mins)
	Presentation Group C (10 mins)	Presentation Group D (10 mins)
	Presentation Group E (10 mins)	Presentation Group F (10 mins)
	Discussion on Presentations in Session V & wrap-up by the Chair (30 min)	

1:00 PM – 01:45 PM

Lunch Break (45 minutes)

SESSION VI “Experience Sharing: Managing Change in Human Resource Management Reforms”

Chair – Mr. Sunil Kumar, Additional Chief Secretary, Govt. of Chhattisgarh) and Director General, Chhattisgarh Academy of Administration

Duration: 1:45 PM – 3:45 PM [120 minutes – 20 Minutes each]

01:45 PM – 03:45 PM	Introduction by the Chair (10 minutes)
	“Planning the Change in a Systematic Manner” Mrs. Jaime Teong, Associate Fellow, Civil Service College, Singapore
	“Getting the Buy-in” Mr. Satish Pradhan, Chief, Group Human Resources, Tata Sons Ltd.
	Short Break (10 mins)
	“Managing Resistance” Mr. Bhagirathi Dhal, Executive Director (Personnel & Administration), Steel Authority of India Ltd.
	“Implementing Change in a Systematic Manner” Dr. RFI Smith, Director, Ackland Smith Consulting Pty Ltd, Australia
	Discussion on Presentations in Session VI & wrap-up by the Chair

Continued....

03:45 PM – 04:00 PM	Tea/Coffee Break (15 minutes)
SESSION VII <i>Valediction</i>	
Duration: 04:00 PM – 05:00 PM [60 minutes]	
04:00 PM – 05:00 PM	Summary by the Conference Moderator (20 minutes) Main Take-Away and Options for the Way Forward
	Plenary Discussion - remarks by Ms. Upma Srivastava, Joint Secretary, Department of Personnel & Training and Ms. Caitlin Wiesen, Country Director, UNDP India
	Vote of Thanks - by Mr. Sanjiv Shankar, Director, Department of Personnel & Training
05:00 PM – 05:30 PM	High Tea



From left to right: B. Srinivas, Sanjiv Shankar, Geeva Pillay, Alice Kubicek, David Vere, Arndt Husar, Panos Liverakos, RFI (Bob) Smith.
Front: Jaime Teong, Upma Srivastava, Durga Prasad Duvvuri

Appendix 2: Participants GoI-UNDP National Conference on Human Resource Management

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