

Report on

# Third Party Evaluation Study and Impact Assessment of the “Training for All (TFA)” Scheme



Submitted to  
**Department of Personnel & Training**  
Administrative Block, JNU Campus (Old)  
Olof Palme Marg, New Delhi – 110067



Submitted by  
**Indian Institute of Public Administration (IIPA)**  
I.P. Extension, Ring Road  
New Delhi - 110002

# Chapter 1

## Executive Summary

### 1.1 Introduction

The effectiveness of India's civil service is foundational to good governance in a large, diverse democracy. Civil servants design and implement policy, deliver public services, and ensure the smooth functioning of government. However, rising expectations, complex administration, rapid technological change, and evolving governance models demand continual upgrading of functional and behavioral competencies. Training—when systematically designed and aligned with strategic goals—enhances productivity, accountability, and public trust.

To institutionalize continuous learning, India adopted the National Training Policy (NTP) in 1996, formalized with guidelines in 2012. DoP&T serves as the nodal agency for its implementation, overseeing recruitment, career development, and capacity building. Training for All (TFA), launched in 1992, is DoP&T's flagship Program under NTP. TFA's strengths include decentralized delivery, inclusive access across service cadres, flexible need-based curricula, trainer development, and integration of digital platforms like iGOT Karmayogi for monitoring learning progress. Evaluations indicate that TFA has broadly met NTP objectives—enhancing administrative capacity, fostering peer learning across states, promoting civil society engagement, and improving ATI infrastructure. Continuous trainers' training and infrastructure enhancement remain key priorities to sustain and upscale this impact-driven framework.

The TFA scheme focuses on enhancing the competencies of public servants through several key interventions:

- TFA is providing Training across all levels both horizontal and vertical of the civil services—from frontline functionaries to top policymakers, to improve their skills, knowledge, and attitudes.
- Helps in building capacity at the national as well as state level for exchange of information on studies and training with other countries;
- Strengthening civil society engagement through capacity-building programs that promote public participation in policy initiatives.
- Encourages government machineries to enhance public service delivery and create a national network of management institutions and State Administrative Training Institutes (ATIs) for sharing best practices.
- Upgrading infrastructure of State ATIs to improve the quality and reach of training programs.

## 1.2 Objectives

The specific objectives of this evaluation and impact assessment are as follows:

- Assess the design, delivery, and outcomes of TFA training programs in terms of skill development, knowledge, and attitudinal changes among participants.
- Evaluate the capacity, infrastructure, faculty, and resources of State and Union Territory ATIs involved in the TFA scheme.
- Examine the alignment between the TFA Scheme and Mission Karmayogi, and develop a roadmap for role based training Programs.
- Assess the geographical and sectoral reach of TFA training programs, ensuring alignment with government goals and evaluating the inclusivity of district and sector selection.
- Examine the TFA scheme's influence on civil servant capacity building, skills development, and improvements in service delivery quality.
- Evaluate the financial efficiency of the TFA scheme by comparing costs with benefits and assessing budget adequacy for desired outcomes.
- Identify and understand the barriers and challenges that impede the ATIs in implementing the TFA scheme in their State/UTs.
- Assess the current process for identifying training needs at various civil service levels and the effectiveness of these assessments in addressing performance gaps.
- Review and recommend updates to course content and syllabi in response to emerging standards and evolving needs.

Various training programs under the following components of the Scheme are undertaken to fulfill the roles and responsibilities mentioned above:

- State Category Training Program (SCTP),
- Trainers Development Program (TDP) & Faculty Development Scheme (FDS)
- Comprehensive Online Modified Modules on Induction Training (COMMIT), and
- Augmentation of Capacity of Training Institutes (ACTI),

## 1.3 Methodology

The evaluation employed a mixed-methods design, integrating quantitative and qualitative approaches across sequential components to assess the Training for All (TFA) Scheme comprehensively. The study began with reviewing official documents, reports, and training modules to understand TFA schemes objectives and institutional context. Stakeholder consultations—via surveys, focus group discussions, interviews with ATI officials, master trainers, faculty, trainees, and experts—provided in-depth qualitative insights, supplemented by good practice documentation.

Researchers visited eight ATIs across all six geographical regions, conducting structured and unstructured interviews, physical infrastructure inspections, and administering onsite questionnaires. Additional data were gathered through digital surveys (email, WhatsApp, phone) from other ATIs. Quantitative data were analyzed using Excel and SPSS, while responses were thematically coded into sub-themes. Findings have been presented visually through tables, graphs, and maps.

**Tools used for Data Collection for evaluation of TFA scheme are as follows:**

- (i) Stakeholders Consultation and Discussion (SC&D):
- (ii) Key Informant Interviews with ATIs Administrators (KII)
- (iii) Focus Group Discussions (FGD)
- (iv) Personnel interview of Trained Civil Servants and Faculty Members/Master Trainers.
- (v) Mobile App-based application for real time data collection
- (vi) Offline interviews through email, WhatsApp, or telephone for data collection.

## **1.4 Study Area**

Following ATIs was part of this third party evaluation:

- (i) Dr. Manmohan Singh Himachal Pradesh Institute of Public Administration (MS HIPA) from **Northern Region**,
- (ii) Gopabandhu Academy of Administration (GAA), Bhubaneswar from **Eastern Region**,
- (iii) Goa Institute of Public Administration and Rural Development (GIPARD) from **Western Region**,
- (iv) Sardar Patel Institute of Public Administration (**SPIPA**), **Gujarat from Western Region**
- (v) Assam Administrative Staff College (AASC), Guwahati from North **Eastern Region**,
- (vi) Institute of Management in Government (IMG), Kerala **from Southern Region**,
- (vii) Dr. MCR HRD Institute, **Hyderabad from Southern Region**,
- (viii) RCVP Bhopal Academy of Administration & Management (RCVP NAAM), Bhopal from **Central region**.

## **1.5 Major findings**

### **1.5.1 Key Observations**

- TFA programs in eight selected ATIs increased by 65% from 2020-21 to 2024-2025, indicating a growing demand for administrative capacity building. However, uptake is

uneven: while Kerala, Telangana, and Bhopal scaled efforts, SPIPA Gujarat conducted no TFA trainings. Only Odisha implemented all five TFA components, reflecting gaps in comprehensive program delivery. The overall rise in programs indicates wider reach and improved training access, though uneven trends suggest varied institutional capacities and resource utilization across ATIs.

- Most of the ATIs expressed a strong desire to conduct more training programs than that were allotted to them as they not only have the potential but over the years had developed their infrastructure such as teaching rooms and hostels and also trained their faculty and oriented them towards conducting more training Programs. Therefore, if DoP&T provides more training Programs to the ATIs, they will be more willing to conduct them.
- Out of 8 ATIs, 6 have not conducted TNA (AASC, SPIPA, GAA, RCVP Bhopal, GIPARD, MS HIPA). Only Kerala and Telangana conducted formal Training Needs Assessment (TNA). Other ATIs relied on generic course templates, risking mismatch between training and real needs, resulting in potential misalignment between training content and real-world administrative needs. Dedicated, funding and staffing support from DoP&T for TNA would institutionalize robust, data-driven training planning and prioritization.
- A significant constraint faced by ATIs in conducting more Training programs is the course fee. Currently, per participant per day funding stands at ₹1,500 for the SCTP and ₹2,000 for the TDP. This level of funding is substantially lower than the financial assistance provided under some state government schemes, such as the Government of Himachal Pradesh, which allocates ₹3,520 per participant per day.
- Study of feedback from ATIs reaffirmed that all TDP courses deliver strong training outcomes, confirming the comprehensive design of modules including Design of Training (DoT), Direct Trainer Skills (DTS), Evaluation of Training (EoT), Experiential Learning Tools (ELT), Training Needs Analysis (TNA), Mentoring Skills, and Facilitation Skills as outlined by DoP&T. However, many of them expressed their preference for shorter, more intensive course durations.
- Despite DoP&T sponsorship, no ATI nominated faculty for FDS over last four years due to faculty shortages and lack of awareness/motivation. This undermines the goal of sustainable trainer capacity.
- Several ATIs like Gujarat, Kerala, and Telangana rely heavily on contractual staff, affecting continuity and institutional memory. In contrast, ATIs like Odisha and Shimla have more regular staff, fostering stable training environments.
- ATIs have partially integrated their trainings with Mission Karmayogi/iGOT. Only RCVP Bhopal reported high iGOT adoption. Other ATIs are at early or moderate stages,

with GIPARD Goa and MSHPIPA HP showing very low digital readiness, leading to underutilization of digital learning platforms.

- Bhopal and Telangana have extensive training infrastructure, including lecture rooms, seminar halls, computer labs, and digital studios, supporting comprehensive and tech-enabled training delivery. Assam, Himachal Pradesh, and Gujarat have functional smart infrastructure but face limitations like lack of syndicate rooms or limited digital resources, affecting training delivery and depth.
- Several ATIs (e.g., Goa, H.P.) lack mechanisms for regular curriculum revision, while Bhopal and Kerala revise their curriculum annually. This results in outdated or non-contextual learning material in some ATIs.
- Even contractual staff needs to be trained to increase the productivity, credibility and motivation among the staff. DoP&T could consider supporting some faculty development schemes and also publications in various ATIs which request for the same.
- ACTI funds were utilized by Assam, Bhopal, Odisha, Goa, and Telangana, supporting the development of digital infrastructure and enhancing blended learning capacities under the TFA scheme.
- RCVP Bhopal, Himachal Pradesh, and Telangana prioritized State/UT employees and frontline functionaries, aligning with TFA's objective to strengthen core administrative capabilities at local levels. Whereas, Assam, Odisha, Kerala, and MCRHRDI adopted inclusive strategies, promoting decentralized governance and broader skill enhancement.
- Most ATIs, including Assam, Bhopal, Odisha, Goa, Kerala, Himachal Pradesh, and Telangana, consistently implemented SCTP and TDP courses at their ATIs, emphasizing capacity development at all levels. Odisha was the only ATI to implement all five TFA components, showcasing a holistic approach to capacity building, including faculty development and institutional strengthening.
- Only 13.32% of the total programs conducted by eight ATIs were TFA courses. While a few ATIs (GAA Odisha (44.74%) and MCR HRD Hyderabad (33.51%)) performed well, others showed poor or no participation (SIPARD, Gujarat, MS HIPA Shimla and RCVP Bhopal Bhopal), highlighting gaps in awareness and support.
- Suggestions were made that these modules be reorganized into three themed clusters; **Group 1**—encompassing the SAT cycle, DTS, ELT, DoT, EoT to be structured as a 5-day Program, ideally including a weekend slot for assignments and immersive learning activities. Meanwhile, **Group 2**, focusing on TNA, TIA, and EoT in greater depth, could be delivered in a more compact format of about 2½ to 3 days. This reorganization would reduce participant time away from operational duties while preserving the content's strategic depth. Group 3 of 1-3 days duration may focus on HR development, i.e.,

Mentoring and Facilitation. All the three groups may include session on emerging Technology (ET).

- Kerala, Odisha, and Goa face digital infrastructure constraints to some extent; however, GIPARD Goa is notably under-equipped, which is impacting the scalability and effectiveness of training programs under the TFA scheme.
- Institutes like Goa, Odisha, and Himachal Pradesh face major constraints in deploying smart classrooms, syndicate rooms, and digital studios. ACTI funding received underutilized most of the ATIs: Only 3 out of 8 ATIs used funds; but none operationalized upgrades, revealing execution delays and procurement issues.

### 1.5.3 Key Bottlenecks & Challenges

- There is high dependence on contractual faculty in most of the ATIs. ATIs in Kerala, Gujarat, and Telangana rely heavily on contractual staff, thereby affecting institutional memory, commitment, and training continuity.
- **Most of the ATIs have shown their inability to conduct more Training programs because of inadequate funding & low course fee structures. Course fee caps (₹1500/day for SCTP & ₹2000/day per participants for TDP) are widely seen as insufficient to maintain training quality and training standards in terms of funds, accommodation, honorarium for trainers etc. ATIs report using internal funds, to meet the deficit grant of SCTP, TDP Courses, affecting sustainability and limiting expert engagement.**
- ATIs often operate in isolation from line departments and academic institutions, leading to disconnected training content that fails to address real-world governance challenges. Collaborative, and co-developed modules are rare.
- Budget constraints, maintenance issues, technical staff shortages, connectivity issues and investment delay critically hinder ACTI component implementation.
- Most of the ATIs suffer from Faculty shortages, heavy administrative work loads, lack of ToT incentives, and absence of structured personal development pathways contributing to low engagement with trainer development programs.
- There is an uneven rollout of COMMIT; several ATIs haven't initiated it despite its effectiveness in some areas. Challenges include lack of technical staff, poor connectivity, limited digital capacity, and inadequate faculty preparedness, obstructing national-level standardization.
- There is no formal mechanism or networking framework linking ATIs with departments, universities, and other organisations to co-design curriculum or share feedback cycles, undermining collective iteration and institutional learning.

- The current training landscape suffers from duplication and lack of coordination across multiple institutions, causing inefficiencies and inconsistent learning outcomes. Without standardization, it becomes difficult to ensure coherence across TFA and iGOT platforms.
- Many government employees—especially lower-cadre staff, contractual workers, and those from non-Hindi-speaking regions—are either excluded or underserved.

## 1.6 Suggestions and Recommendations

- All ATIs expressed appreciation for DoP&T’s efforts in conducting TFA Programs, enabling them to function effectively. They strongly endorsed the continuation of DoP&T’s current support policies under the TFA scheme in the future.
- While the present policy of supporting ATIs should continue, standardization is needed to ensure optimal utilization. To enable this, DoP&T should:
  - Provide need-based support,
  - Ask ATIs to conduct a reasonable number of TFA courses in their yearly plans,
  - Conduct capacity assessment of each ATI,
  - Improve monitoring of training support,
  - Integrate TNA and TIA with TFA,
  - Regular review of TFA components.
- DoP&T should allocate dedicated funding and establish trained staff to institutionalize Training Needs Assessment (TNA) and TIA at ATIs. Each ATI should have a dedicated cell with faculty and staff responsible for TNA, planning implementation, monitoring and evaluation, and digital coordination.
- Training Programs must be closely aligned with the government’s strategic objectives and departmental goals, ensuring that the skills developed directly contribute to organizational priorities, improve overall governance effectiveness and session delivery.
- **DoP&T should immediately revise the TFA course rates currently ₹1,500 for SCTP and ₹2,000 for TDP—to at least ₹4,000–₹5,000 per participant, reflecting today’s cost structures and for assured in training quality.**
- **The current honorarium of ₹5,000 for Master Trainers is outdated and insufficient. Revising it to include higher per-course stipends and performance-linked bonuses would motivate top-tier participation and improve training quality.**
- Empower ATIs to conduct post-training evaluations and impact assessments, linking training outcomes with departmental performance and service delivery. This would institutionalize an outcomes-based review that aligns TFA effectiveness with governance impact under Mission Karmayogi.

- ATIs would greatly benefit if faculty and staff receive regular domestic and international exposure. A long-term Faculty Development Plan, such as a five-year perspective scheme, should be designed for all ATIs.
- Recognize each ATI's thematic strengths and designate them as Centre of Excellence (CoE) for specific domain areas. By ensuring only one ATI delivers a particular course at a given time—using phased scheduling—duplication would be reduced and institutional expertise deepened nationally.
- Institutionalize TDP with a live database of certified DT/RT/MT trainers, and introduce incentives/recognition for those who actively and frequently upskill, as well as for their deployment in training programs.
- The TDP can be restructured into three clearly defined clusters: Group 1 (SAT cycle, DTS, ELT, DoT, EoT) may be delivered as a five-day immersive program—ideally including a weekend for hands-on assignments. Group 2, which provides a deeper dive into TNA, TIA, and EoT, can be structured as a compact 2-3-day module to minimize participants' time away from regular duties. Group 3 should focus on HR-oriented modules such as Mentoring and Facilitation, offered separately as standalone courses could be covered in 1-2 days. This restructuring will align the TDP as a technology-enabled blended program to be completed within 10–12 days and ensure that all ATIs comply with the Karmayogi guidelines and the recommendations of the EFC (2021). It will also encourage innovation in content delivery and learner engagement, while enabling the scaling up of trainer capacity through a well-developed curriculum, essential for long-term impact and effective learning. Each package should include session on Emerging Technologies, New Age Technology, and skill based components.
- Establish robust mechanisms to monitor and evaluate training outcomes, including setting clear objectives, collecting participant feedback, and assessing the impact on job performance and service delivery. Continuous evaluation will help improve training programs and align them with desired outcomes.
- Foster a culture of continuous learning among civil employees by integrating learning into daily routines, recognizing and rewarding learning achievements, and providing regular professional development opportunities.
- Some ATIs suggested increasing course fees for DoP&T-sponsored training, noting that the current rates have not been revised for a long time. A review of funding is essential to enhance program effectiveness.
- **DoP&T should provide continuous support to ATIs in developing district-level training institutes, advancing its objective of making workplace training accessible, scalable, and aligned with the right courses for officials.**

- Proper evaluation of all DoP&T-sponsored training programs is necessary to enhance quality and determine departmental support needs for hardware and software assistance.

**In conclusion, after comprehensive evaluation of TFA, IIPA strongly recommends continuation of the TFA scheme during the current finance commission Cycle. and beyond the 15th Finance Commission Cycle as an independent mandatory review. Detailed suggestions have been provided to strengthen and modernize the scheme to meet current requirements.**