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## Training

Audit being a knowledge dominated profession requires a high degree of in-depth knowledge and professional competence. The most valuable asset of IA&AD are its employees and their training becomes a key input, far more important than in many other organisations. Since C&AG's audit is all pervasive covering practically all areas of governmental activities, Government auditors need to have knowledge of a wide variety of subjects, Acts, Rules, Regulations, Procedures, prevailing Government systems and more importantly, they need to be updated on audit techniques and methodologies that are ever evolving and fast changing with new techniques. In short, well structured training strategies and activities are needed in the Audit Department to attain the objective of maintaining the credibility and professionalism of audit personnel.

### TRAINING SET UP OF THE IA&AD

*Training Division at Headquarters:* Upto the 1970s, not much attention was given to training, except the basic induction training to IA&AS probationers and some rudimentary inhouse training to the lower staff even though a combined O&M and Training Division at Headquarters was created in the year 1964. From 1964 to 1978, the Division concentrated largely on O&M work. In 1978, C&AG Gian Prakash established a Training Division to deal exclusively with training matters. This gave a boost to training activities in the Department. Three RTIs were opened in quick succession beginning in 1979. From 1978-79, the Division started organising/ sponsoring training programmes for officers of the Department. C&AG, T.N. Chaturvedi augmented the Training Division with a view to enlarging the training activities in early 1986. The Division became

the focal point for formulating training policy, planning and designing training programmes for officers of the department including Group 'A'. C&AG Chaturvedi had been an avowed 'training person' having been earlier Jt. Director, National Academy of Administration, Mussoorie, Director, Indian Institute of Public Administration, New Delhi and he made sustained efforts as C&AG to improve the training infrastructure. He also paid special attention to International Training Programme, which was another important function of the Training Division viz. designing and conducting International Training Programmes for nominees of SAIs of Afro-Asian and Pacific countries. Training got tremendous boost in subsequent periods also specially during C&AGs Shunglu and Kaul's period as detailed in the Chapter. Till January 1997, Training Division at Headquarters was headed by a Director who worked under Principal Director (RIR). The post was upgraded to Principal Director (Training) in February 1997.

The training set up in the IA&AD can be grouped under 4 categories:

- (i) Regional Training Institutes, Regional Training Centres and Training Centres
- (ii) In-house Training by Audit & Accounts Offices;
- (iii) International Centre for Information Systems and Audit (iCISA); and
- (iv) National Academy of Audit & Accounts, Shimla.

*Regional Training Institutes:* The first Regional Training Institute to impart in-service training to the Group 'B' and 'C' cadres was set up in Chennai in 1979. Subsequently, seven similar institutes were set up in Mumbai (1980), Ranchi (1982), Allahabad, Jaipur and Nagpur (1986), Jammu and Shillong (1989). RTIs are having a Regional Advisory Committee (RAC) for planning, overseeing and co-ordinating training and other activities allotted to the RTI, promoting effective interaction with the related field offices, strengthening the arrangement for evaluation of training programmes and selection of guest faculty etc. RTIs conduct training as per annual calendar of training programme approved by the Headquarters. The RTIs conduct value added training courses on audit methodology, modern auditing techniques and training for trainers apart from conducting seminars and workshops catering to the requirement of field offices. Special programmes for staff who are promoted to the supervisory cadres are designed to enable them to manage new responsibilities. Direct Recruit Section Officers

are also provided induction training in RTIs. Special Computer Courses are also conducted in the RTIs for word processing, database management and IT Audit etc.

Since the RTIs, though geographically well spread, were found insufficient to cater to the training needs, four Regional Training Centres (RTC) were set up at Hyderabad (1997), New Delhi (1997), Bangalore (1998) and Kolkata (1998) to cater to the local training needs for courses of general nature including EDP courses. Their administrative control is with the local PAG. Subsequently, RTC, Kolkata was upgraded as RTI in 1999. At present, there are nine RTIs and three RTCs to impart training to Group 'B' and 'C' officers. Earlier, the Heads of RTIs were called Principals and were officers generally of Junior Administrative Grade level. During 2003, as a matter of policy, the post of Principal was upgraded as Principal Director and headed by an officer of the AG's rank, with separate budget.

Seven Training Centres were set up at Bhubaneswar, Chandigarh, Guwahati, Gwalior, Patna, Rajkot and Thiruvananthapuram during 2000–01. Besides, conducting practical examination in computer system, and 'Data Processing and Computer System' paper of Incentive Examination of AAOs/ SOs of A&E offices, these centres are utilised for conducting in-house training by concerned field offices and small offices not having adequate infrastructure facilities. Each centre is linked to the nearest RTI in relation to training programmes while their administrative control is with the local Pr.AG/ AG.

*Committee on Training in RTI:* In June, 1989 the C&AG of India constituted a high level committee under the chairmanship of Shri U.C. Agarwal, former Secretary, Ministry of Personnel & Training and Ex-Chief Vigilance Commissioner, Govt. of India, New Delhi to review the functioning of RTIs and suggest measures to galvanise them into effective instruments for training and research. The terms of reference contained:

- (i) examination of the current programme to meet training needs,
- (ii) adequacy of the inputs and facilities of RTIs,
- (iii) to suggest suitable organisational structure, and
- (iv) need for a Training Advisory Committee for each RTI and a Central Advisory Committee for expert advice for proper planning, etc., setting up new

institutes, linkage between RTI, ITC, IA&AS Staff College, Shimla.

In its Report of November 1989, the Committee made 53 recommendations. It recommended intensification of training for all levels of officers, conducting specialised training once in every three years for officials working in the specialised wings of the department, more emphasis on the practical aspects of auditing like vouchers and compilation of accounts, running of at least 40 training programmes of two weeks by each RTI in a year etc. It also advocated specialisation by some of the RTIs in specific area of audit like Commercial, Defence Audit, etc. Setting up of a Central Training Advisory Council headed by the C&AG to oversee and monitor all training activities along with Regional Advisory committee headed by the senior-most AG in the station to coordinate training in RTIs, computer training and the strengthening of the core faculties and general infrastructure of the institutes were some of the other recommendations.

Training Division in March, 1990 issued detailed measures for improvement in training in the RTIs. Each RTI was to organise induction and refresher courses of two weeks each (not more than 12 working days duration) with 30 to 35 participants and special courses of suitable duration as necessary. Greater emphasis on participative methods of training rather than only on lecture method was to be given. Some RTIs were nominated for preparation of course contents and training material.

March, 1990 orders also stipulated constitution of eight Regional Advisory Committees (RAC) of RTIs existing at that time for planning, overseeing and coordinating training and other activities, promoting effective interaction with the related field offices, strengthening the evaluation of training programmes and selection of guest faculty, etc.

Pattern of training in RTIs effective from July, 1990 was also outlined. All the AAOs and AOs of Civil and Commercial audit and A&E offices were to undergo at least one refresher course in the respective RTIs. The objective of the refresher courses was to update the knowledge and skills relevant to the work handled.

In September 1991 the field offices were asked by Headquarters to implement the recommendations of High-Power Committee on training of staff in their own offices. Considering that training needs of Auditors/ Accountants are basically skill oriented, their induction training was to be conducted by field offices in their own offices as

bulk of it will be 'on the job'. The training facilities available in other government training institutes like RTIs, Income Tax, Zonal Training Schools of Railways, Institutes of Chartered Accountants and Cost & Works Accountants, etc. were to be gainfully utilised.

In his assessment, based on the views expressed by State Accountants General incharge of Civil Audit in the Accountants General Conference, the then Addl. Dy. C&AG<sup>1</sup> (Report Central) in his note of 14 July 1993 was critical of the prevailing functioning of RTIs and their contribution to the training in so far as Civil audit offices were concerned. The almost unanimous view expressed by these Accountants General was that RTIs served no useful purpose for their offices, and, they expressed the opinion that they should be allowed to go for extensive inhouse training programmes. In their view, RTI's role should be confined to training objectives and development of training packages. A.K. Mitra analysed the main reasons for RTIs not being useful to Civil Audit Offices – basically it flew from the fact that most of them were attached to A&E offices (except Nagpur and Jammu) and so did not adequately cater to needs of Civil Audit Offices. It was also possible that some of the criticism voiced was on other considerations, notably reluctance of the staff to proceed to outstation RTI. The Addl. Dy. C&AG concluded that RTIs were conceived as important centres within the personnel policy of the C&AG; they must not be permitted to degenerate. He, therefore, while sending this note to Director (Training) at Headquarters, desired early discussions on the various points made by him. These concerns were addressed when the Headquarters discussed these issues in 1995 followed by comprehensive instructions in 1996 as detailed below.

#### OVERHAULING THE RTI TRAINING SCHEME

C&AG V.K. Shunglu desired in January, 1996 that the case study method of training should be introduced in the RTIs and NAAA, Shimla. And since then it is a preferred method of training in RTIs and NAAA, Shimla.

A major overhauling of the in-service training set up in the IA&AD was done in 1995-96, resulting in the issue of instructions dated 7th March 1996 by the then Addl. Dy. C&AG, I.P. Singh. It gave a reference to November 1995, D.O. of Dy. C&AG which had mooted offloading of some of the training programmes done by the RTIs to the inhouse training facility of field offices. The implication of 1996 letter is that it restored an active role to field offices in the

training of their own staff by organising inhouse training courses. The merit of this decision lay in the fact that firstly, the inhouse training would be designed as per the specific training needs of a particular office and as per their audit plan and priorities, secondly, it would leave RTIs free to conduct lesser number of courses which would be high value added training courses on audit methodology and latest auditing techniques. The letter detailed in an annexure, the courses that were to be transferred from RTIs to the inhouse training facility of the field offices.

The value added courses earmarked for the RTIs were the following:

- ❖ Training for trainers
- ❖ Performance Audit
- ❖ Certification Audit and System based Audit and modern Audit Techniques
- ❖ Information Technology (IT) Audit
- ❖ Induction training courses for AOs and SOs

The letter made it clear that RTIs would continue to conduct EDP courses as per the prevailing pattern as also some other specialised courses/ seminars/ workshops as per the needs of the client offices. It reiterated the need for ensuring proper planning, implementation and evaluation of the inhouse training programmes and submit reports about the progress of implementation of the scheme to the Headquarters.

The recommendations of Annual Conference of RTI Principals held in August 1997 and approved by C&AG in October 1997 provided the overall frame-work like programming, selecting trainings, designing and conducting training programmes with a view to developing the knowledge, skill and aptitude of the audit personnel. Among the important recommendations were formulation of training standards in IA&AD, preparation of annual action plan, holding of workshops for trainees, selection of prospective trainees based on IT awareness and aptitude for IT audit, preparation of case studies, development of expertise in computer and IT audit, assessing participants at the end of every computer/ general course. Also RTIs should act as Facilitators and Training advisers to the concerned user offices and render assistance in course designing. RTI's facilities were also to be utilised for inhouse training, etc.

In June 1998, C&AG desired that the self learning packages should be so designed that the evaluation of the learner was a part of the package. He also desired that LAN could be used for facilitating faculty participant interaction.

During 1989-90 to 2003-04, the various RTIs have conducted training programmes ranging between 193 to 384 each year and trained between 3,218 to 7,963 officers every year in various modules during the same period. This is by all standards an enviable achievement. Similarly, RTCs have conducted general courses ranging between 61 to 100 and EDP courses between 55 to 93 during the period. The number of courses conducted in RTIs and number of participants are tabulated below:

**PROGRAMMES ORGANISED AND OFFICERS  
TRAINED IN RTIs**

Year	No. of Programmes organised	No. of Officers trained
1989-90	276	4,946
1990-91	324	5,686
1991-92	278	6,116
1992-93	384	7,402
1993-94	330	7,963
1994-95	312	6,261
1995-96	314	6,359
1996-97	277	5,272
1997-98	227	4,070
1998-99	193	3,218
1999-00	212	3,634
2000-01	233	3,749
2001-02	251	4,065
2002-03	246	3,898
2003-04	260	4,167

## EDP COURSES ORGANISED AND OFFICERS TRAINED IN RTIs

Year	No. of Programmes organised	No. of Officers trained
1991-92	61	605
1992-93	103	1,119
1993-94	96	1,142
1994-95		1,512
1995-96	127	1,528
1996-97	151	1,893
1997-98	170	2,312
1998-99	154	2,258
1999-00	256	4,112
2000-01	278	3,970
2001-02	304	4,235
2002-03	331	4,379
2003-04	335	4,482

Today, RTIs are viewed as 'developmental centres for quality courseware for dissemination of inhouse training facilities and training centres'.

HUMAN RESOURCE ISSUES IN TRAINING<sup>2</sup>

Training received a big push during C&AG V.N. Kaul's time also. An important decision taken by him was to upgrade the heads of RTIs to AG level officer from Sr.DAG level who was earlier functioning under one of the AGs/ Pr.AGs at that station. The change meant that RTIs became a totally independent office under an AG level officer with more administrative and financial powers.

Another important move from C&AG, Kaul was to bring the entire subject of 'Training' that included RTIs, iCISA and NAAA, Shimla under the charge of DAI. It lends to reason that the entire training functions should be with the DAI since he is the principal aide of C&AG in staff matters and human resource policy.

## RTIs AS CENTRES OF EXCELLENCE

C&AG V. N Kaul made another significant move when he declared some of the RTIs as Centres of Excellence in December 2002. The necessity for creating centres of excellence was explained in the following note of the C&AG recorded in December 2002. 'There is a need for institutional linkage for issues being discussed in various working groups, research projects and committees of INTOSAI, ASOSAI, UN panel of Auditors, Conferences of Auditors General of Commonwealth, etc. Therefore, while the IR Division will continue

to be the focal point of dealing with all foreign and international agencies and requests received from other countries and no other would be entitled to correspond or contact foreign agencies unless cleared by IR Division, information about and documentation received from foreign and international sources on the subject matters mentioned below would be disseminated to Nodal Officers and the head of the Nodal Institutions:

Sl. No.	Subject Matter	Nodal Officer	Nodal Institution
1.	IT Audit Issues covered by INTOSAI IT Audit Committee, ASOSAI Research Project, other foreign bodies like Commonwealth Auditors General Conference, etc.	PD(IT Audit)	RTI, Chennai
2.	Privatization—Including matters under consideration with INTOSAI Working Group on privatization	PD (RC)/ PD (ESM)	RTI, Jaipur
3.	Environmental Audit—Including issues discussed in INTOSAI Working Group on Environmental auditing and ASOSAI Working Group on Environmental Audit and other such bodies	PD (SD)	RTI, Mumbai
4.	Audit of International Institutions—Including issues relating to INTOSAI Ad hoc Working Group on this subject	PD (IR)	iCISA
5.	Audit of Frauds-Including issues relating to ASOSAI Adhoc Working Group on Frauds and other Groups working on Fraud Guidelines	PD (Comml.)/ PD (AEC)	RTI Nagpur
6*	Accounting Standards-Including INTOSAI Accounting Standards Committee, IFAC Public Sector Committee, etc.	PD (AEC)	GASAB
7*	Strategic Planning Task Force of INTOSAI and Global Working Group	PD (IR)	IR Division
8*	Programme Evaluation—Including INTOSAI Working Group of Programme Evaluation	Economic Adviser	IA&AD
9*	Auditing Standards—Including issues relating to INTOSAI Auditing Standards Committee, Public Sector Committee of IFAC and Commonwealth Auditing Standards of UN	DG(Audit)	IA&AD

\* Out of the above list, four namely 6, 7, 8 and 9 are not covered within the scope of DG (Training)'s work.

The coordination of this work will be done as before by IR Division. All contacts with foreign bodies would be through IR Division as is the current practice. The nodal officer will look after the short term implications of the issue involved and the nodal institution would attempt to study the subject and develop it as a specialization. The DAI (Training) will coordinate this work as far as iCISA and RTIs are concerned and PD (IR) will coordinate the work of Nodal Officers and agencies other than RTI and iCISA. Nomination of foreign visits to various Seminars, Working Groups, Committees, etc. has nothing to do with this distribution of work. These will be done as is the practice now, under orders of C&AG<sup>3</sup>.

Along with the nodal institutions, a designated officer of the IA&AD is the nodal officer for the specified subjects. Generally, he is the concerned Pr. Audit Officer of the designated subject of specialization. The nodal institution is to keep in close touch with the nodal officer before holding any training programme, workshop, etc. The merit of this arrangement is that it is an institutionalised arrangement and the RTIs being basically in the area of training and research are able to devote time and attention to the rather difficult subjects on which they have been nominated as centres of excellence.

As a follow up of C&AG's orders, the IR division separately addressed each head of the nominated nodal institution giving them whatever products on the allotted subjects of speciality were available with them with the request that the nodal institution should further draw up a plan for dissemination of the concerned material through suitable training programmes. For example, in the initial period, International Relations Wing despatched to RTI Chennai (which is a nodal institution for IT Audit), two documents namely Guide to Developing IT Strategies in Supreme Audit Institutions and sixth ASOSAI Research Project on IT Guidelines. Similarly, Pr. Directors of other nodal institutions were given products of international committees/ working groups, etc. for similar purpose. The Headquarters have been updating the information to the nominated nodal institutions on the selected subjects from time to time.

While the initial thrust to the creation of centres of excellence was to be given by the IR Division as indicated above, things actually moved very differently subsequently. The 'coordination' role of IR wing is now limited to passing on 'whatever material is received by them', to DG (Training). In effect, it is DG (Training) who is now the concerned wing for providing various inputs to these Centres

of Excellence. In fact, the Training Division, to whom the above orders of C&AG were conveyed for necessary action and which is the concerned subject division for RTIs added following RTIs as Centres of Excellence in the fields noted against them:

Sl. No.	Nodal RTI	Subject Matter of Specialisation
1.	RTI, Kolkata (December 2003)	Local Bodies Audit & Accounts
2.	RTI, Allahabad (September 2004)	Corporate Governance & Internal Control
3.	RTI, Ranchi (September 2004)	Information Technology Audit and Technological Tracking
4.	RTI, Jammu (March 2006)	Value added Tax

RTI, Jaipur was declared as a centre of excellence for Peer Review in December 2006 in addition to it being a centre of excellence for Privatisation. In effect, of the nine RTIs, eight have been declared as centres of excellence in one area or more.

The Training Division has taken several steps to make these centres more effective:

In December 2006, DG (Training)<sup>4</sup> addressed Additional Dy. C&AG (International Relations) stressing that a system be evolved to ensure that all materials received by the IR Division which would be related to international developments in the areas of excellence, be sent to the concerned RTIs so that their knowledge level and skill remain upgraded. He also suggested a formal meeting between the two divisions to give effect to above system.

The DG (Training) addressed the Heads of the Regional Training Institutes enclosing a list of websites relating to various INTOSAI Committees, working groups and task forces etc. and advised them to devise a system of regular surfing these websites so that they could download any material relating to their area of excellence. This could be used for updating and improving the training material. The RTIs were also advised to consult IR Division on these, if necessary.

In March 2007, DAI (LB/AEC)<sup>5</sup> on a review of the functioning of a few RTIs observed that RTIs as centres of excellence should go beyond preparation of Structured Training Modules (STMs)/ training of personnel. In his view, these RTIs as centres of excellence should have the following four specific components as part of their portfolio:

- (i) Development of each RTI as a reservoir of comprehensive knowledge and data in the designated area.
- (ii) Development of core faculty in the concerned area, as well as maintenance of a database of specialists available in the field.
- (iii) Actual organising of training through workshops/seminars;
- (iv) Continuous dissemination of information/research/case studies in the relevant field through newsletters.

This was a good attempt to benchmark, in terms of specific outputs, the role of RTIs as centres of excellence. In the context of four components mentioned above, (i) involved, apart from preparation of training modules on concerned subjects, preparation of a database/literature/research papers/media reports on these subjects (including material already available with the IR Wing). Additionally, each RTI should build up a comprehensive database of audit experiments and experiences (both national and international) in the designated area, develop case studies (atleast six per year) of international standards in that area and prepare and also update 'audit checklist' for use within the IA&AD offices. Under item (ii), the suggestion was that RTI should do all that was necessary to develop the core faculty, if necessary by assigning specific work to retired IA&AD personnel on consultancy/contract basis. It was also desirable that these RTIs interacted with and even shared membership of reputed institutions in specific areas of concern to have access to latest research outcomes by those institutions. Another important point made by the DAI (LB and AEC) and which was agreed to by the C&AG, who desired it to be communicated to the DAI (Administration), was that for courses of training abroad in the concerned discipline, priority to the officers from the concerned RTIs should be given.

On (iii), the important point made was that the workshops could be held jointly with other organisations specialising in the designated field for example, RTI, Nagpur which is a centre of excellence for audit of fraud and forensic audit could conduct its training workshops and seminars in collaboration with CBI(EOW), Police (Economic/cyber crime specialist) etc. and finally, on component (iv), it was desired that the newsletters should be brought out regularly. After first year it was to be a quarterly newsletter. Another important point made was that Headquarters, while finalising their guidelines for audit etc. on the specific subjects, should involve the

concerned subject matter RTI before issuing such instructions. It was also considered necessary that heads of RTIs should interact amongst themselves atleast once every year and this should take place at headquarters in New Delhi.

It is perhaps little early to comment on the success of RTIs as centres of excellence. But, during this period, most of the RTIs have been able to do substantial work in their allotted areas of specialisation. Thus, RTI, Mumbai, which is designated as a nodal training institute on Environmental Auditing has come out with 10 specific products which include structured training module on environmental auditing, compilation of environmental legislations, compilation of environmental accords, conference/ workshop output on various high level seminars conducted by the RTI and compilation of environmental audit reports of the C&AG. The structured training module on environmental auditing incorporates important inputs from INTOSAI working groups on environmental auditing, papers and training material developed by IDI as also India's experiences in environmental auditing. Similarly RTI, Nagpur, which is a declared nodal institute for audit of fraud, has been able to develop and disseminate quality reading material, national and international case studies on the subjects of audit of fraud, courts proceedings and relevant auditing standards viz. ASOSAI guidelines, AICPA guidelines and ICAI guidelines.

Similarly, RTI Ranchi<sup>6</sup> which was designated as the Centre of Excellence for 'IT Audit and Technology Tracking' in 2004 has done commendable work in this field. It was chosen as the test-bed to carry out a pilot training programme on INTOSAI IT Audit Courseware in the light of underlying changes that were taking place in IT field.

RTI Ranchi conducted a pilot bilateral International Training Programme on IT Audit based on the INTOSAI IT audit courseware for the offices of SAI-Oman and SAI-India in June – July 2005 and subsequently, replicated this in the form of 'Accelerated IT Audit Training Programme' for the Group Officers and IT audit teams of commercial audit offices. Based on the feed back received from pilot training course, the INTOSAI IT audit courseware was updated and eventually approved by INCOSAI in March 2007.

RTI Ranchi was the first RTI to install microsoft small business server (MS SBS) as an intranet portal to enable the core faculty to share the standards, courseware, presentations etc. on a shared work space. It also imparted training for trainers based on specific request from Headquarters and PDs of RTIs wherein the core faculty of all

the RTIs were trained in installation, administration, management and maintenance of MS SBS. It prepared a structured training courseware (STC) on Audit of VLC Data in December 2006 detailing step-by-step procedures for extraction and analysis of VLC data to benefit both A&E offices and Audit offices.

RTI Chennai which was declared centre of excellence for IT Audit has also made strenuous efforts to make the RTI a centre of excellence in the field of IT Audit. Amongst various steps taken in this direction were induction of new topics in the IT audit training courses, changes in the methodology of training in IT Audit to give practical touch and field visit to offices where the trainees get first hand information about data centre, security issues and how these could be handled by the organization. RTI Chennai was the pioneer in conducting course in 'CoBIT' which is the framework adopted for IT Audit in IA&AD. The RTI conducted a workshop on CoBIT 450 for PDs and faculty members of RTIs and RTCs and it has also conducted workshop on network security. The staff skills have been also upgraded by various means. The staff was sponsored to attend various seminars and conferences conducted by reputed institutions. They have also liaised with the other reputed training institutions.

RTI Jaipur, has also done commendable work on privatization by not only bringing out STM on disinvestment/ privatization and valuation of assets but also by organizing workshop of heads of RTIs and RTCs as core faculty members on the subjects. It organised a seminar on privatisation in March 2006 in which participants from user offices and one core faculty member from each RTI were also invited. RTI has also conducted special courses on privatisation in February 2004, January 2005, March 2006, January 2007 and June 2007. RTI, Jaipur was declared centre of excellence for peer review in December 2006. It organised three seminars on peer review and a special course on peer review was also conducted in May 2007. RTI Jaipur also prepared four digital manuals as per requirement of Headquarters office.

RTI Kolkata has made a name in the area of audit of local bodies. Their STM on audit of Zilla Parishad and Panchayat Samiti on audit of local bodies was very well received.

The evolution of RTIs from a mere training institution to centres of excellence marks a big leap forward in the C&AG's quest for quality in the training and dissemination of knowledge.

### DEVELOPMENT OF STRUCTURED TRAINING MODULES

In the conference of RTI principals held in September 2003 and 2005, 36 topics were identified for development of structured training modules/training materials by the RTIs. In order to ensure quality of the courseware, each STM was to be reviewed by an expert officer of IA&AD and 'peer reviewed' by another RTI before finalisation.

24 STMs<sup>7</sup> have been finalised by the respective RTIs and uploaded in the public folder of the C&AG website as of April 2007, as shown in the Annex I. STM on twelve subjects<sup>8</sup> were under various stages of development by RTIs as shown in the Annex II. These STMs are developed as standard training material on concerned topics for use by field offices but Headquarters have made it clear that field offices may, if they feel the need for it, customise these to suit their requirements.

The preparation of structured training module on various subjects involved good deal of research work by the RTI and eventually was a collaborative exercise where the concerned RTI took the inputs from various quarters. Typically, the exercise would involve collecting all the material on the subject as available internally in the codes and manuals and supplemented by the prevailing practices; in addition to understanding the international systems and practices, relevant material was obtained either from IR division or the training division or the concerned RTIs carried out a research on the internet to obtain this from the websites. An important contribution was made by the Peer reviewers who were experts in the fields. Apart from the peer reviewers, the subject specialists at the PD/DG level were also consulted to give their inputs on the preparation of STMs. For e.g. for preparing STM on corporate governance and internal control DG (Training) requested DG (Commercial) to provide his views/guidelines to RTI, Allahabad who were preparing the STM. The finalised version of STMs were sent to all the heads of departments of IA&AD for their suggestions/comments as also the feed back of the participants on all these STMs to the training division to enable them to determine quality control parameters for each of them for purposes of review and updating from time to time. It would therefore be clear that not only a good deal of effort goes into preparing these STMs on the part of RTIs but both at the preparation stage and subsequently even after these have been put to use, feed back and inputs from various sources including the training participants are obtained and there is a continuous effort to upgrade the quality of these STMs.

### TRAINING BY INTERNATIONAL CENTRE FOR INFORMATION SYSTEMS AND AUDIT (iCISA)

Setting up iCISA in 2002 was a momentous decision taken by C&AG of India. iCISA functions both as a training institute and as an IT audit centre. As a training institute it is responsible for conducting international training courses every fiscal year on the subjects of relevance to audit. It has taken over this function from the training division which were earlier involved in conducting this training since 1979 (a detailed account of this is given under the heading 'International Training conducted by the C&AG' in this chapter).

iCISA has also developed into an excellent facility centre for a large number of in-service training courses for IA&AS and other officers. This includes in-service training, seminars and workshops. For IT, it is the principal centre of training.

### TRAINING OF IA&AS CADRE

*Induction Training:* Officers of the Indian Audit and Accounts Service (IA&AS) are recruited through the common examination conducted by UPSC for entry into All India Services and Central Services, called Combined Civil Services Examination. The officers selected are initially placed on probation and undergo a 15 weeks foundation course at the Lal Bahadur Shastri National Academy of Administration, Mussoorie along with probationers of other All India and Central Services.

The foundation course was always held at Lal Bahadur Shastri National Academy of Administration, Mussoorie, ever since Mussoorie Academy was established in 1959. An aberration to this practice was introduced from the year 1989 when, while the IA&AS and IFS Probationers continued to have their foundation course in Lal Bahadur Shastri National Academy of Administration, Mussoorie, other services were divided amongst Mussoorie and training academies like Administrative Academy, Bhopal, S.V.P. National Academy, Hyderabad, H.C.M. State Institute of Public Administration, Jaipur, National Academy of Direct Taxes, Nagpur and Railway Staff College, Vadodara. This meant that officers/probationers of the same batch and also same service were sent for their foundation course training to these institutions including Lal Bahadur Shastri Academy, Mussoorie. (In the case of IA&AS for example, probationers of 1991 batch, including those of 1990 batch who joined in 1991 were sent for foundation training to Nagpur, Hyderabad and Mussoorie). Similarly, IA&AS Probationers of 1992

batch (including those of 1991 batch who joined in 1992 had their foundation training again split into three institutions namely, Lal Bahadur Shastri National Academy of Administration, Mussoorie, NPA, Hyderabad, National Academy of Direct Taxes, Nagpur). This practice was finally abolished in 1998 when the status quo ante was restored and all probationers who were recruited through combined competitive examination received training in Lal Bahadur Shastri Academy of Administration, Mussoorie.

After completing the Foundation Programme, they are imparted intensive professional training at the NAAA, Shimla. The training at the academy is overseen by the DG of the Academy under the guidance of the Central Training Advisory Committee (CTAC) headed by Dy. C&AG which advises on matters relating to the training of IA&AS officers.

*National Academy of Audit and Accounts, Shimla (NAAA):* The NAAA, Shimla came in existence as IA&AS training school in 1949 in Madras (now Chennai) and shifted to Shimla in 1950. Training Sessions were conducted in the historic Gorton Castle (which houses the office of Accountant General, Himachal) till 1974. Thereafter, it was located in Railway Board Building, (another heritage building, at the foot of the Mall) upto November 2000. The Academy shifted to its present complex near Chaura Maidan in December 2000 where a new academy building consisting of academy block, administrative block, library, canteen and service block and service personnel blocks were constructed. The two computer laboratories in the academy complex where the probationers and the in-service participants are trained, is very well equipped with 21 Pentium-IV machines with multi media kits networked on a SCO Unix platform by two Compaq Proliant 6500 servers. The second computer lab, which is also used as a discussion room is equipped with 10 computers on network. Besides the computer labs, 33 stand-alone systems have been provided at various places in the academy complex. All the rooms of Probationers in Yarrows—the probationers residential block—have been provided with personal computers with Pentium-IV machines which are networked. All the rooms in the adjoining Glen and Cedar hostels have been provided with a network connection. The rooms for guest faculty in the hostels have been provided with computers and for the use of others, a room in Glen has eight computers connected to the internet.

The academy is headed by a Director General who is assisted by four faculty members of the rank of Director.

Officers from Nepal, Oman and Bhutan were also trained by the academy. Currently, two officers from Royal Audit Authority, Bhutan are being trained.

The training pattern in 1990 was that the directly recruited IA&AS probationers, after receiving 17 weeks' foundation training joined National Academy of Audit & Accounts, Shimla for intensive professional training in Audit and Accounts. Subjects at that time included in the syllabus were Accounting and Auditing, Financial Systems and Control, Service Regulations, Costing, Quantitative Techniques, Computerisation, Management, etc. Shimla training was for 61 weeks in two phases of 51 weeks and 10 weeks each. During this training, probationers were also given general exposure to Public Finance and Fiscal Policy, Five Year Plans, Project Appraisal and Management, Commercial Law, Management and Behavioural Aspects and structure and functioning of auditee organisations. The theoretical training was supplemented by practical training in the office of the Accountant General, Himachal Pradesh, Shimla and training in district treasuries, public works divisions, office of the Controller General of Accounts, Reserve Bank of India, Planning Commission, etc. Between the two stages of institutional training in Shimla, probationers were attached in batches to offices of Accountant General for getting practical experience in accounts and audit as Branch Officer in the Accountant General's office and as inspection officer on inspection. A significant change made in their syllabus was introduction of a paper on 'Computer Systems' including theoretical and practical aspects for the first time in November 1991 as a compulsory subject in the departmental examination.

#### UC AGARWAL COMMITTEE

Comptroller and Auditor General of India set up a high level committee in December 1989 (under the chairmanship of Shri U.C. Agarwal) to review the working of the National Academy of Audit and Accounts, Shimla. The high level committee recommended in its Report (submitted in March 1990) that the Academy should strive at a leadership role in the field of training and development and should be a centre of excellence in training in the sphere of public accounting and auditing. The Committee recommended that the existing training programmes for probationers should be structured better, placing more stress on participative and interactive methods of training. The committee also recommended that the system of evaluation of the efficacy of the courses conducted should be

strengthened by introducing a system of sessional marks and internal assessment, followed by re-fixation of inter-se seniority. The committee also recommended that a system of resident fellows at the academy be introduced.

#### RAMASWAMY R. IYER COMMITTEE

The Comptroller and Auditor General of India set up a committee of senior officers known as 'Training Review Committee'<sup>9</sup> (TRC) in June 2004 to review the prevailing training module and the syllabus for the examination of the IA&AS probationers during their initial training at NAAA, Shimla. The Committee in its report of October 2004 agreed with the significant changes in the syllabus that were introduced by the Central Training Advisory Committee (CTAC) sometime prior to the appointment of this committee. The committee, therefore, adopted the syllabus as modified by the CTAC as the base for further review.

The recommendation of CTAC to divide the syllabus into two namely examination topics and exposure topics was endorsed by the TRC with some further refinements in the syllabus and similar refinement in exposure topics.

The syllabus of the papers 1 and 2 of government audit was revised by NAAA, Shimla in line with the recommendations of the CTAC and these were approved by Headquarters in 2005.

The TRC recommended that the teaching of Advanced Accountancy be spread over two semesters and the examination for the paper may be conducted at the end of second semester as part of DE 2. This was also accepted by the CTAC and approved by the Headquarters in April 2005. The internal assessment system was also endorsed by the TRC. Similarly, TRC also recommended that 'while sandwich pattern of training may continue, its time frame may be reduced from 21 weeks to 16 weeks'. This recommendation was implemented. Another recommendation of TRC was that 'on the job' training of the probationers in AG office be reduced from 21 weeks to 16 weeks and it should be divided between A&E and Audit Office. The suggested pattern was also indicated. This recommendation was also accepted by Headquarters.

The TRC recommended that the attachment with NIFM may be increased by 4 weeks to include certain additional topics in management as identified by the committee. However, the CTAC decided to keep the attachment with NIFM to the original period namely 9 weeks only and decided that the training on exposure

topics as recommended by the TRC be conducted at NAAA, Shimla. The TRC recommended certain structuring of phase 2 programme. The 10 weeks programme as recommended by TRC included 2 weeks training in use of ORACLE software, one week on feed back and presentation on the job training, one week for lectures by eminent persons, one week training in communication skills (to be outsourced), one week lectures on administrative aspects of running the AG offices, one week general exposure on the functioning of government, one week devoted to lectures by finance experts by a faculty drawn from the Institute of Chartered Accountants, Banks Financial Institutions, one week for interaction with senior officers in Headquarters through a series of lectures and finally one week attachment with integrated command of defence services at Port Blair.

Largely, therefore most of the recommendations of the TRC were accepted and implemented. C&AG approved the same in November 2005.

C&AG, Kaul had given his own thoughts on the training of IA&AS probationers when in December 2003 he addressed the DG<sup>10</sup>, NAAA, Shimla advising for a new orientation to training of IA&AS probationers. In his DO to the DG, the C&AG mentioned the fact that audit practices the world over were converging towards the harmonised international regime and it was necessary that the IA&AD benchmarked their public audit practices to international standards. C&AG wanted that IA&AS officers during their training in Shimla acquire a methodological clarity on public audits and get a good 'exposure to the overall auditing environment both internationally and in India including the role of various standard setting bodies, international best practices and modern techniques of auditing'. The DG of the academy, in response, informed the C&AG that the syllabus for the probationers was modified in 1999 to accommodate the practice being followed after 1998 after making a distinction between VFM audit and certification audit leading to conceptual clarity on audit practices. Further, government audit was being taught as part of global practices and various practices in government audit were elucidated on the basis of Lima and Bali declarations of INTOSAI and ASOSAI respectively.

Currently, the total duration of induction training for IA&AS Probationers is 104 weeks. The scheme of training as obtaining in 2005-06 is as follows:

Sl. No.	Category of training	No. of weeks
1.	Foundation Course	15
2.	Induction Training (Phase-I) inclusive of attachment with NIFM	60
3.	Study Tour	3
4.	Field training in the offices of Accountants General	16
5.	Induction Training (Phase-II)	10

The class room training is supplemented by practical training in district treasuries, public works & forest division, Reserve Bank of India, Bureau of Parliamentary Studies (BPS) and at National Institute of Public Finance & Policy.

The probationers are required to clear two departmental examinations for which the papers are:

Part – I (First departmental examination):

1. Auditing principles and practices
2. Public finance and Indian financial system
3. Government accounts (including public works accounts)
4. Commercial accounting
5. Information Technology—basic skills and security issues (theory and practical)
6. Hindi I and Hindi II<sup>11</sup>

Part – II (Second departmental examination):

1. Government audit
2. Financial rules and service regulations
3. Cost & management accounts and concepts of financial management
4. IT audit & data analysis (theory and practical)
5. Advanced commercial accounting

#### INDUCTION TRAINING FOR OFFICERS INDUCTED TO IA&AS FROM GROUP 'B' CADRE

A three weeks orientation training programme in NAAA, Shimla for newly inducted IA&AS officers was introduced in 1979. The training is designed to:

- ❖ impart focused inputs to prepare the officers for their new role and responsibilities and the corresponding attitudinal changes.
- ❖ familiarise participants with computers and develop basic skills in computer applications.

- ❖ introduce participants to IT Audit.
- ❖ expose participants to various developments in the techniques of Government accounting and auditing including VLC.
- ❖ give an overview of disciplinary proceedings.
- ❖ expose participants to gender and human rights issues in the work environment.
- ❖ develop interpersonal and leadership skills.

#### IN-SERVICE TRAINING COURSES

The Department organises in-service training courses for IA&AS officers at various levels as well as some limited courses for officers of other services at NAAA, Shimla. Some of the standard courses conducted by the academy were on: auditing/ accounting standards, audit methodologies, management development, executive development, fraud and corruption, IT related topics, IT audit, revenue audit courses, risk analysis, statistical sampling, training related courses, etc. The academy also conducts skill oriented training programmes in computer systems, refresher courses in identified areas for serving officers of a specified level, vertically integrated courses to facilitate experience sharing, orientation training programme for newly promoted IA&AS officers, financial management and audit sensitisation sponsored by DOPT, courses for training for trainers and courses for training for outside services/ agencies e.g. for Indian Forest Service, Indian Information Service Officers and Senior Officers of Armed Forces.

#### HIGH LEVEL SEMINARS

NAAA, Shimla played host to a number of high level seminars over the last several years. A detailed list of these is given in the chapter on 'Developments in Auditing'. These Seminars provided a forum for exchange of views amongst persons with extensive and varied experience in the subjects discussed. As the premier training institution of the IA&AD, the academy has been visited from time to time by various high level delegations from other Supreme Audit Institutions.

#### TRAINING METHODOLOGY

The academy uses a variety of training methods in imparting training, depending upon the training needs, nature of training and the target groups. Important of these are group discussions,

exercises, case studies and assignments designed to hone probationers analytical skills and in-depth exploration. They are asked to make presentations. Assignments, internal tests and departmental examination are common evaluation tools for phase-I trainees. During phase-II of induction training, experience sharing becomes the main training approach. This is achieved through case study, interactive class room sessions with senior officers from within the IA&AD and outside, presentation of strategy and syndicate papers on specific topics.

For in-service training courses, the trainer centred lectures are important to ensure greater trainee-trainer interaction and sharing of views and experience. Accordingly, the academy has adopted some strategies to maximise the trainee-trainer interaction in the in-service courses that include panel discussions, case-studies, exercises and an interactive sessions rather than merely one way lecture by the speaker. There is a system of grading of the faculty by the trainees.

#### YARROWS

No discussion of training of IA&AS officers in Shimla is complete without a reference to 'Yarrows' which is the name of the probationers' mess in Shimla since 1951 batch (the first batch in Shimla—1950—was lodged in Chedwick House). While 'Yarrows' is the exclusive residence of the probationers, 2 more buildings have come up in the Yarrows complex called 'Glen' and 'Cedar'. 'Glen' and 'Cedar' with 36 rooms provide residential accommodation to visiting faculty, in-service course participants and visitors. An EPABX connects all the rooms, academy, sports complex and faculty quarters. 'Yarrows' was designed by the legendry British Architect, Sir Herbert Baker in 1913 for his friend Sir Charles Lowndes, a member in viceroy's executive council, which later became the summer residence of M.A. Jinhah, the founder of Pakistan. Sir Baker had designed the house of Sir Cecil Rhodes at Cape Town which is now the official residence of the President of South Africa. He worked with Edward Lutyens for designing New Delhi and designed the Secretariats of North and South Block, New Delhi.

#### LIBRARY

The library in the academy complex is spread over two floors. It currently houses a collection of over 24,000 books on varying subjects like, auditing, accountancy, philosophy, literature, social sciences,

management, computers, etc. The library also keeps training material and departmental reports and literature received from time to time. It subscribes to about 25 Indian and foreign journals and magazines. These are available to the readers in the reading hall of the library.

All the rooms in Glen and Cedar hostels have been provided with a network connection. The rooms for guest faculty in the hostels have been provided with computers and for the use of others, a room in Glen has eight computers connected to the net.

#### TRAINING PROGRAMMES OUTSIDE THE DEPARTMENT

There are some prestigious training programmes outside the Department for the IA&AS officers. Amongst these mention can be made of:

- ❖ Advanced Professional Programme in Public Administration (APPA) in Indian Institute of Public Administration: This is one of the more prestigious programmes in the country where senior bureaucrats from various services are sponsored for a nine month programme leading to a MPhil. Degree. IA&AS officers have been regularly sent for this programme.
- ❖ National Defence College Programme: This is another very prestigious programme specially for the armed forces but there is a sprinkling of some participants from civil services also. IA&AS officers have also participated in this annual programme but not on a regular basis.
- ❖ Post graduate diploma in public administration at National Institute of Financial Management, Faridabad : IA&AS officers are being sponsored regularly in this programme which is also of one year duration.

IA&AS officers were also sponsored to specific programmes in Indian Institute of Management (mostly Bangalore) and IIM has organised specific customised programme for IA&AS officers.

#### OVERSEAS TRAINING PROGRAMMES FOR IA&AS OFFICERS

A paradigm shift in the training activities of IA&AD over the period 1990 onwards has been the vast exposure which the departmental officers have had in trainings abroad either with the supreme audit institutions or in universities etc. Definitely, this exposure is a welcome step in the skill development of the officers. Every year a number of officers are sent abroad for such training. Some of these

programmes are funded by international institutions also. A very brief resume of these training facilities is given below:

Under a **World Bank** Assisted Programme for the training of trainers, office of Auditor General, Canada and the National Audit Office, UK provided conceptual as well as in-depth training in skill building courses in 1996. Two officers were attached to NAO, UK to work in the areas of regulation and privatisation for two months and one officer was attached to Auditor General, Canada for three months for audit of environmental assessment. In the following two years also, one officer was deputed to NAO for such training. In 2002, a team led by Ms. A. Basu, the then Director General with seven officers, visited NAO, London for a training programme on modernisation and capacity building of the office of C&AG of India. To develop a core team of experts in the field of financial audit, 27 officers in three batches were sent for a training consultancy on financial (attest) audit to NAO, UK London/New Castle during February 2006–February 2007.

*Programmes with United States Government Accountability Office, Washington DC:* Since the programme's inception in 1979, the US GAO, extends invitation to the members of the INTOSAI, for their international Auditor Fellowship Programme, an intensive study course of 4 to 6 months, including field office placement, which is designed to strengthen the ability of Supreme Audit Institutions to fulfil their missions and to enhance accountability and governance worldwide. Our officers who were (middle to senior level) selected by US GAO attended this programme since 1985. From 2002 the participants of GAO programme prepare a strategy paper which is identified by the Head of the SAI, to introduce a plan or project into their SAI. The entire expenditure of the GAO Programme is funded by the Government of India.

IA&AD officers also participate in the short term training courses conducted/ sponsored by the **INTOSAI and ASOSAI**.

There were short term programmes on public works auditing/ computer auditing under **Japan International Cooperation Agency** conducted by Govt. of Japan where IA&AD officers were sent for training during 1989–2001.

*MBA/MPA Programmes under Australian Aid:* During 1994–2002, an officer from the Department attended a long term MBA/ MPA training course of 12 months under the India Australia Training and

Capacity Building Programme with Australian Aid, courtesy the Technical Co-operation Training Programmes of Govt. of India.

IA&AS officers have been deputed abroad practically every year since 1990 to attend the long term courses (12 months) to various universities in UK leading to a degree/ diploma. Consequent to withdrawal of Colombo Plan Assistance for training Programme, presently DOPT deposes officers every year to such courses which includes IA&AS officers on deputation under the Central Staffing Scheme. These are both short term and long term courses.

#### INTERNATIONAL TRAINING CONDUCTED BY C&AG

Comptroller and Auditor General of India began conducting training programmes for audit professional from Supreme Audit Institutions, mostly from Asia-Africa and Pacific region in 1979 with its maiden training programme on 'Audit of Receipts' coinciding with the inaugural session of ASOSAI in Delhi. An international training centre (ITC) was created for the purpose which used to conduct these international training programmes. In the initial years, these training programmes were held in rented premises<sup>12</sup>, but in March 2002, the C&AG established The International Centre for Information Systems and Audit (iCISA) at NOIDA<sup>13</sup> which apart from other functions also took over from ITC the training of international participants. The iCISA is an ISO 9001:2000 certified institution (on quality management systems relating to training) which provides high quality training and also serves as a platform for various SAIs to come together and share their knowledge. It also acquired in July 2006, the certification of BS—7799 for information systems security. It has a beautiful self-contained campus having academic, administrative, hostel and residential blocks. It has all other facilities required for such an International Training Centre—computer labs with state of art training facilities, a well stocked library, conference halls with recording system and limited translation facility, 24 hours internet service, adequate recreational and games facilities for the participants.

Till the close of fiscal 2006–07, 77 international training programmes had been conducted by IA&AD on various subjects/ themes in which 2149 participants from 107 countries of Asia, Africa and Pacific regions participated. Funding arrangements for these programmes are mainly through the Technical Co-operation Scheme of 'Colombo' Plan administered by the Ministry of External Affairs and 'Special Commonwealth African Assistance Plan' administered

by the Ministry of External Affairs. The Supreme Audit Institutions of countries not covered by any of technical co-operation schemes of Government of India can also nominate their officers and provide funds on their own. These programmes have also been recognised by the United Nations and the Commonwealth who have also funded some participants. C&AG of India does not charge any course fee or cost of course materials for the training programmes. Indian Audit & Accounts Department also nominates two or three officers to each of these programmes. This affords the officers an opportunity to interact and share audit experiences with senior officers from SAIs in the developing countries in important areas of audit.

The department also organised seven training courses outside India during the period. Most of the participants were funded under Government of India Technical and Economic Cooperation Programme. The countries involved were Bhutan, Oman, Mauritius and Saudi Arabia.

The themes of these programmes included audit of rural development programmes, audit of receipts, audit of public enterprises, audit of transportation services, IDI audit testing workshop, audit of public works and projects, audit of energy sector, audit of social services sector, audit of financial accounting and control systems, auditing in EDP environment, auditing information technology—challenges for SAIs, infrastructure sector and audit, auditing information technology, IT investment audit, auditing in IT environment and audit of disinvestments.

#### TRAINING STANDARDS

Training Standards in IA&AD were developed in 1998–99 and such standards which are the minimum level of quality parameters aim at standardising and structuring the training being imparted. They will also ensure that the training activity is carried out in a professional manner.

#### TRAINING PLAN FOR IA&AD (2003–08)

A training plan for the IA&AD for the period 2003–08 was prepared by the Training Division of the Headquarters which included following training institutions of the department except NAAA, Shimla:

- ❖ In-house Training facilities in IA&AD Offices
- ❖ 7 Training Centres
- ❖ 3 Regional Training Centres
- ❖ 9 Regional Training Institutes
- ❖ International Centre for Information Systems and Audit (iCISA)

The training plan set up four goals 'which reflect the directions that our training efforts would take in the next five years'. These goals were:

- (i) Consolidate and upgrade existing training infrastructure.
- (ii) Improve and standardise courseware to maintain quality.
- (iii) Create network with outside agencies.
- (iv) Improve quality of training and obtain quality certification.

It detailed the training strategies to be used in general and specific to each goal/ sub-goal. It also talked of networking.

#### TRAINING MANUAL

A Training Manual, prepared by RTI, Jaipur and approved by Headquarters which was circulated to all RTIs and RTCs in August 2006, deals with the various facets of training in RTIs/ RTCs that includes explaining briefly the C&AG's mandate, training Plan (2003-08) emanating from the Perspective Plan of the IA&AD, role of training in personnel development and then goes to describe the training set up in the RTIs/ RTCs including the scope of training, basic assumptions, reasons and commitments for training. It has chapters on training need analysis by the user offices and on design of training programmes, preparation of annual calendar of training and instructions regarding faculty selection and connected issues. Useful tips are there on management of a training programme.

#### ISO CERTIFICATION

C&AG of India had desired that the activities of our RTIs be got evaluated from independent external agencies with a view to get ISO certification. It was done in a phased manner. To start with, RTI, Jaipur and Chennai were selected for the purpose and both got ISO Certificate in June 2003 and December 2003 respectively. Subsequently, RTI, Mumbai and Jammu were also selected and they also got ISO certificate in March 2004. Recently in June 2006, while considering a proposal from RTI, Jaipur for renewing the ISO certificate, the certification exercise was reviewed and it was decided

that the RTIs would no more seek the renewal of ISO certificates awarded to them. The Inspection Wing in Headquarters would conduct the internal audit of all RTIs on the pattern of the ISO internal audit.

#### RESEARCH PAPERS

During the period, some research papers and reports were brought out. An in-house study titled 'State Finances—A Critical Approach' was brought out in January 2003. Through this research paper, an attempt was made to generate a composite index of fiscal health. The study was found to be highly informative, incisive and was very well received. Second volume of the State Finances was brought out in November 2003 which not only updated the information but also introduced some additional concepts.<sup>14</sup> In addition, a research paper on improving audit effectiveness was brought out in 2003. A core-group appointed by C&AG, as follow-up of Shimla Seminar on Impact Evaluation, consisting of experts from C&AG's office and the Planning Commission, Ministry of Programme Implementation, UNDP and UNICEF brought out a Report titled 'Development Evaluation in India—Contemporary Issues and Approaches' in 2003.

## ANNEX I

STRUCTURED TRAINING MODULES/MATERIALS (STM)  
APPROVED, CIRCULATED/POSTED IN THE PUBLIC FOLDER  
OF C&AG WEBSITE

Sl. No.	Topic	RTI	RTI for Peer Review
1.	Audit of Panchayati Raj Institutions	Allahabad	Kolkata
2.	Audit of Urban Local Bodies	Allahabad	————
3.	Drawing, Disbursement & Receipts in VLC scenario	Allahabad	Chennai
4.	Audit of Regulatory Bodies	Chennai	Mumbai
5.	Corporate Finance & Taxation	Chennai	Jaipur
6.	Indirect Taxes including on line audit	Chennai	Nagpur
7.	Risk based Audit approach with Quantitative Techniques & Statistical Sampling	Jaipur	Shillong
8.	Audit of Privatisation & valuation of assets	Jaipur	Nagpur
9.	Financial Audit of Govt. Companies	Jaipur	Chennai
10.	Training of Welfare Officers/Welfare Assistants	Jaipur	Mumbai
11.	Analysis of Financial Position of the States— Outcome budget	Jaipur	Nagpur
12.	Financial Audit of Autonomous Bodies	Jammu	Jaipur
13.	Human Resource Development Organizational Behaviour, Leadership & Motivation	Jammu	Chennai
14.	Performance Audit	Mumbai	Allahabad
15.	Direct Taxes	Mumbai	Nagpur
16.	P&T	Mumbai	Ranchi
17.	Natural Resource Accounting	Mumbai	————
18.	Public Works Audit & Forest	Nagpur	Jaipur
19.	Audit of Frauds & Fraud Detection Techniques including Forensic Audit	Nagpur	Ranchi
20.	Audit of Manpower	Nagpur	Jammu
21.	State Receipt Audit including Sales Tax, State Excise, Motor Vehicles, S&T, non Tax excluding Forest Audit	Ranchi	Mumbai
22.	Treasury Inspection	Ranchi	Kolkata
23.	Common Administrative Issues, Reservation Roster, Vigilance & Disciplinary Proceedings	Shillong	Allahabad
24.	Course on Entitlements	Shillong	Jammu

## ANNEX II

STRUCTURED TRAINING MODULES/MATERIALS UNDER  
PROCESS

Sl. No.	Topic	RTI	RTI for Peer Review
1.	Inventory Management & Audit	Chennai	Allahabad
2.	Audit of Central Excise and Receipt Audit	Chennai	Kolkata
3.	Information System Security Management	Chennai	
4.	Pensionary benefits and procedure thereof	Jammu	—
5.	Govt. Accounts & certification Standards of Finance & Appropriation Accounts	Jammu	Allahabad
6.	Budgeting, Exchequer Control, Issue of Sanctions, Monitoring of Expenditures and related matters	Jammu	Shillong
7.	Railway Audit	Kolkata	Ranchi
8.	Audit of Electricity	Kolkata	Jammu
9.	Personal Ledger Accounting	Mumbai	Allahabad
10.	Preparation of Finance and Appropriation Account	Nagpur	—
11.	Internal Control	Nagpur	Mumbai
12.	Central Audit/Audit Management	Ranchi	—

## NOTES: CHAPTER-18

<sup>1</sup> Shri A.K. Mitra

<sup>2</sup> Based on the inputs provided by Kanwal Nath, former Dy. C&AG

<sup>3</sup> C&AG's note dated December 5, 2002 in IR Division File.

<sup>4</sup> Anupam Kulshreshtha

<sup>5</sup> Shailendra Pandey, DAI (LB/AEC)

<sup>6</sup> Pr. Director, RTI Ranchi, was Vani Sriram

<sup>7</sup> Out of 24 STMs finalised as of April 2007, 5 were developed by RTI, Jaipur, 4 by RTI Mumbai, 3 each by RTI Allahabad, RTI Chennai and RTI Nagpur and two each by RTI Jammu and RTI Ranchi. Two STMs were developed by RTI, Shillong which is not a centre of excellence.

<sup>8</sup> Out of 12 STMs under finalisation, three each are under development by RTIs Ranchi and Jammu, two each by RTI Kolkata and Nagpur and one each by RTI Mumbai and Ranchi.

<sup>9</sup> The Committee comprised S/ Shri Ramaswamy R. Iyer, R. Ramanathan, N.R. Rayalu and A.N. Chatterjee.

<sup>10</sup> Sh. A.N. Chatterjee

<sup>11</sup> Applicable to probationers who have no knowledge or little knowledge of Hindi

<sup>12</sup> Several venues were involved. The initial programmes were held at the Advance Level Telecommunication Centre (ALT), Ghaziabad which was hired from Telecom Department; some programmes were held in Indian Institute of Public Administration (IIPA) while HUDCO Training Centre at Asiad Village and Lodhi Hotel (of ITDC) were also hired for these programmes. During 1994 to 1999 these programmes were held in a rented bungalow in Sector 15-A, Noida and subsequently at Vaishali Complex, Ghaziabad in a multistory building purchased by the department.

<sup>13</sup> At one time Department had acquired a plot in Dwarka for the training centre and, in fact, the then C&AG C.G. Somiah had laid the foundation stone also for the proposed centre. Subsequently this plot was surrendered when the decision to have the iCISA at Noida was taken.

<sup>14</sup> These documents were prepared by the Economic Adviser (M.C. Singhi)

## LIST OF KEY EVENTS

19 March 1990	Detailed measures for improvement in Training in RTIs issued.
1990 onwards	Departmental officers had vast exposures in training abroad.
1996	Auditor General Canada and NAO UK provided skill building courses to officers.
7 March 1996	Instructions on In-house training in field offices and scope of Training in RTIs issued
1997-1998	Four RTCs were set up
3 October 1997	Recommendations of RTI principal's conference provided overall frame work within which training activities would be carried out.
29 June 1998	Instructions issued on designing of self learning packages
1998	Training Standards developed
2000-01	Seven Training Centres were set up
2002	iCISA set up
January 2003	A study 'State Finance-A critical Approach' was brought out.
2003	5 RTIs designated as nodal centre for excellence in various areas/topics. Three more RTIs were designated nodal centres for excellence subsequently.
June 2003	One of the RTIs got ISO certification.
2003	Training plan for the period 2003-08 emanating from perspective plan of IA&AD was prepared.
June 2004	C&AG inaugurated first training programme for trainers on Environmental Audit at RTI Mumbai.

## DOCUMENTS

## 1

No. 16-Trg. Div./13-O&amp;M/86

Dated 19 / 20 March, 1990

To,  
The Directors/ Principals of  
Regional Training Institutes.

Sub: Training in the Regional Training Institutes-Measures for improvement

I am directed to refer to this office letter No. 18-Trg. Divn./13-86 dated 14.5.87 and to state as follows.

Since the issue of the above mentioned letter, various measures to strengthen the Regional Training Institutes have been under consideration and two more Regional Training Institutes at Shillong and Jammu have been established. Incentives have been allowed to faculty members of the Regional Training Institutes subject to certain conditions, pending screening of the existing incumbents and making fresh selections. Principals have also been posted in most of the Regional Training Institutes. A High Level Committee has reviewed the functioning of the Regional Training Institutes and submitted its report recently. The following further instructions are now issued with the approval of the Comptroller and Auditor General of India.

*1. Pattern of Training*

The Pattern of training shall be as indicated in Annexure I, with effect from July 1990. Each Regional Training Institute shall organize induction and refresher courses each of two weeks' (not more than 12 working days) duration with a participation of 30 to 35 trainees and special courses of suitable duration as necessary. Wherever possible two courses should be run simultaneously and the maximum number of courses may be 40 per year. The courses may be so adjusted as to suit the administrative convenience of the various offices, avoiding busy periods. There should be greater emphasis on participative methods of training rather than only on lecture method. Field problems may be identified for syndicate/group discussions. The selection of training techniques and methodology should be made with greater care and objectivity keeping in view the types of programmes and the level of the participants.

Until the recently started Regional Training Institute at Jammu stabilizes, it may organize at least one induction/refresher course per month open to the offices in J&K State with limited participation from the offices at Chandigarh and Shimla.

The participants in the various courses may be provided morning coffee, lunch and afternoon tea at a cost not exceeding Rs. 12/- per head per day.

All the Regional Training Institutes shall send the programme schedule for the period July 1990 to March 1991, to the Training Division of the Headquarters by the end of April 1990. The Regional Training Institutes

nominated for the preparation of course content and training material shall also send these to the Training Division by the end of April 1990 for approval before circulation, priority being given to the course content.

### *2. Regional Advisory Committees for Regional Training Institutes*

There shall be a Regional Advisory Committee for each Regional Training Institute for planning, overseeing and coordinating training and other activities allotted to the Regional Training Institute, promoting effective interaction with the related field offices, strengthening the arrangement for evaluation of training programmes and selection of guest faculty etc. The composition of the committee for each Regional Training Institute is indicated in Annexure II. With immediate effect, the committee will meet as necessary under the Chairmanship of the Senior most member present, but not more than three times a year. The Committee will be reconstituted by the Headquarters, associating, by rotation, other Heads of field offices, periodically.

The Principal of the Regional Training Institute wherever posted will be the Secretary and ex-officio Member of the Regional Advisory Committee. His role will be that of a coordinating officer and he has to receive support and advice from the committee. If there is any problem the attention of the training division at Headquarters may be drawn for appropriate action.

### *3. Status of the Regional Training Institutes and Staffing Pattern*

Each Regional Training Institute shall be an independent administrative entity. Wherever principals have been posted they shall function under the general control and supervision of the Principal Director/Director General (O&M and Training) in the headquarters office. The principals shall exercise the administrative and financial powers as Heads of Offices. They will also have full powers to sanction honorarium on the scales approved by the Headquarters. Until further orders, the powers of Heads of Department-administrative and financial, may be exercised by the Accountants General to whose offices the Regional Training Institutes are at present attached. The concerned, Accountant General's offices will also continue to render such assistance and infrastructural support to the Regional Training Institutes as may be necessary for their smooth functioning, till adequate facilities are provided to them.

The functional autonomy of the Principal will not be subject to hierarchical intervention by the Accountant General. The Accountant General should ensure all help to the Principal without interfering with the discretion of the Principal to run and manage the Regional Training Institute day to day as per the guidelines of the advisory committee. Such help will include Providing Staff Car facilities as needed and inviting chief guests for the inaugural and valedictory functions.

All the posts in the Regional Training Institutes shall be ex-cadre post to be filled on deputation basis with effect from the date to be notified by the Headquarters. For non faculty positions the deputation allowance will be as applicable in the IA&AD. These positions available at present in each Regional Training Institute may be filled up by taking persons on deputation from the Accountant General's office to which the Regional Training Institute is now

attached. The core faculty posts will be filled up by selection on all-India basis within the Department as already notified.

The core faculty in each Regional Training Institute may consist of, besides the Principal, 2 Accounts/Audit officers of whom one may be qualified in Civil Accounts or Audit and the other in Commercial Audit, both qualified preferably in Revenue Audit examination (for section officer/Asstt. Audit Officers) with such other qualifications and experience as may be determined. In addition, there may be one Audit Officer from Railway Audit, Defence Audit or P&T Audit for each Regional Training Institute running the relevant refresher or special courses for these disciplines. The Regional Training Institutes may propose core faculty posts accordingly.

To supplement the core faculty, guest faculty may be selected with care by each Regional Training Institute as and when the need arises. Under the existing instructions the guest faculty is to be drawn only from the jurisdiction of each Regional Training Institute. This can be relaxed by the Headquarters depending on the need, on the recommendations of the Regional Advisory Committee.

Necessary action may be taken in the light of these instructions and the receipt of the letter acknowledged.

Hindi version of the letter would follow.

Yours faithfully,

Sd/-

(T.R. KRISHNAMACHARI)

Principal Director (O&M and Training)

Encl:As above

Copy forwarded to All Heads of Offices of the IA&AD for information and such action as may be necessary. The following further instructions may also be noted for suitable action.

1. The induction training and coaching for the various departmental examinations organized by the field offices need to be strengthened and given more practical orientation. It is necessary to build up gradually suitable training aids, materials and infrastructural facilities.
2. Subject to the availability of the facilities, the repeaters of the Section Officers Grade Examination may be permitted to attend again, only the coaching classes held for the main examination.
3. Each Head of Office having cadre control responsibility could have one Training Officer (AO) and in addition one Asstt. Accounts/Audit Officer depending on the training population. Wherever the training posts do not exist, proposals may be sent to the Headquarters.

Sd/-

(T.R. KRISHNAMACHARI)

Principal Director (O&M and Training)

No. 36 50/Trg. Div/HOD/96

Date: 7.3.96

I.P. Singh  
Additional Dy. C&AG (Training)

Sub.: In-House Training in Field Offices

Dear Shri

As you may be aware, the headquarters office has been seriously considering a major overhaul of the existing in-service training set up in the IA&AD. The proposed changes in the RTI training structure were intimated to the Heads of all field offices vide DAI's DO letter dated 22 November 1995, wherein off-loading of some of the training programmes presently conducted by the RTIs to the in-house training facilities of the field offices was mooted. Most of the AsG/PDAs have agreed to the proposal. Subsequently, the proposed changes were recommended for adoption in a high level meeting of the senior officers of the department and approved by the C&AG of India.

2. Accordingly it has been decided that the field offices would now play a more active role in training their own staff by organizing regular in-house training courses which would meet their own specific training needs as per their priorities, leaving the RTIs free to conduct fewer but highly value-added training courses on audit methodology and modern auditing techniques.

3. Some of the courses currently being conducted at the RTIs which could be transferred to the in-house training facilities of the field offices are indicated in Annexure A to this letter. The duration of these inhouse courses would be determined by the concerned Head of Office as per actual requirement.

4. For proper phasing in of the inhouse training programmes to be conducted by the field offices, it has been decided that for 1996-97, the Annual Training Calendar for the RTIs will be prepared by Training Division in two parts. The first part of the Training Calendar will comprise training courses to be conducted by RTIs during the first six months i.e. from 1 April to 30 September 1996, as per the existing pattern as already proposed by them.

5. The second part of the Annual Training Calendar for RTIs for the remaining months of 1996-97 would comprise mainly following value-added courses:

- ❖ Training for Trainers
- ❖ Performance Audit
- ❖ Certification audit and system based audit and modern auditing techniques
- ❖ Information Technology (IT) Audit
- ❖ Induction training courses for AOs and SOs

The RTIs would continue to conduct the EDP courses as per the existing pattern, although in the long run it should be possible for the field offices to conduct their own EDP courses.

RTIs may also conduct some other specialized course/seminars/workshops as per requirements of field offices or the needs of client offices.

6. The in-house courses in the field offices would commence from October 1996 (*if any in-house courses are being conducted now these may continue*). All preparatory work relating to the organization of in-house training should be completed within a period of six months by the concerned field offices.

7. It will be essential to institute appropriate measures for ensuring proper planning, implementation and evaluation of the in—house training programmes. Accordingly, you are requested to take, inter-alia the steps indicated in the following paragraphs.

*Formation of Training Committee*

8. A Departmental Training Committee under your chairmanship and with your group officers as members may be formed immediately which would plan, implement and co-ordinate inhouse training programmes and select trainees for various training courses.

The main tasks of this committee will be:

- ❖ Determining the specific training needs of the office with reference to the annual work plan and the various jobs to be performed by the target groups
- ❖ Drawing up the calendar of in-house training programmes
- ❖ Monitorinthe implementation of in-house training programmes
- ❖ Systematic selection of trainees for inhouse programmes and RTI training programmes
- ❖ Reviewing deployment of trained personnel
- ❖ Evaluating the in-house training programmes as well as the outcome of RTI training programmes and providing feedback to concerned RTIs in this regard

*Creation of adequate inhouse training infrastructure*

9. You may immediately assess your requirements for creation of adequate infrastructural facilities for conducting in house training, keeping in view the facilities already available and send your specific proposals for the same to Headquarters office at you earliest. No proposals for sanction of additional staff may be sent.

*Preparation of the calendar of in house training programmes*

10. The newly formed training committee may draw up a calendar for the latter half of 1996–97, with reference to the annual work plan of the office. The in house training programmes should cater to training needs which are specific to the office and while deciding upon the objective, scope and contents of the inhouse training programmes the following aspects may be kept in mind:

- ❖ The job contents of the target group of trainees and the performance standards expected of them
- ❖ Formulation of clearly defined learning objectives for each training programme
- ❖ Relevance of the contents of the training programmes to the work programme of the office
- ❖ Availability of suitable faculty/trainers
- ❖ Adoption of participative methods of training as far as possible
- ❖ Development of training materials /case studies as required

*Identifying the trainers*

11. The concerned group officer would be overall in-charge of in-house training on subjects relating to the work of his/her group.

The departmental Training Committee should identify the officers at the level of AOs and AAOs who would be associated with in-house training and may be sent for training for trainers courses in RTIs in order to develop expertise in:

- ❖ designing training programmes
- ❖ instructional skills
- ❖ preparation of training material

*Selection of trainees*

12. The High Level Committee (HLC) on RTIs has recommended that selection and utilization of trainees should be more systematic and there should be advance planning for this purpose. It should also be ensured that all the newly promoted AOs and newly recruited SOs are sent for induction training conducted in the RTIs. While selecting the trainees for the courses in the RTIs and for the future inhouse courses, the criteria for selection should be laid down keeping in mind:

- ❖ their past experience and aptitude
- ❖ their past performance and attitude to work
- ❖ future deployment etc.

*Introduction of participative methods of training*

13. For the in-house training courses, efforts should be made to introduce participative methods of training to the extent possible and there should be greater emphasis on practical exercises and case studies in order to ensure greater involvement of the trainees.

*Joint programmes by smaller offices*

14. For various reasons such as lack of infrastructure, faculty, smallness of the target group of trainees etc., some of the smaller offices may find it difficult to organize in-house training to meet all their training needs. Accordingly, the MABs, the PDAs (Railways etc.) may explore the possibilities of combining their resources to jointly organize training programmes on subjects of common interest, under intimation to Headquarters office and for such training, the facilities available at one of the offices or RTIs may be utilized.

15. You may please take action as indicated above and keep me informed about the progress of implementation of the suggested scheme. The first report may be sent by the first week of April positively.

16. Please acknowledge the receipt of this letter.

Yours sincerely,  
Sd/-  
(I.P. Singh)

## 3

No. 370/Trg. Div/38-96

Date: 29 June 1998

To  
The Principal,  
RTI, Mumbai, Ranchi  
Shillong, Chennai and Jaipur

Sub.: Preparation of self learning packages

Sir/Madam,

In continuation of Headquarters letter No. 808/Trg. Div/13-97 dated 3.10.1997 I am to invite a reference to Recommendation No. 5 according to which your RTI is to prepare a self learning package on topic(s) specified in the annexure to above letter.

Comptroller and Auditor General of India has desired that the self learning packages should be so designed that the evaluation of the learner is a part of package. Furthermore the evaluation should not merely be an end of learning exercise, but should take place throughout the process of learning. Accordingly the self learning packages which are being prepared by you should incorporate evaluation exercises at different stages of learning.

He is also of the view that LAN could be used for facilitating faculty participant interaction. This may please be done in your RTI.

Yours faithfully,

Sd/-

(MUKESH ARYA)

Principal Director (Training)

DO NO. 371/Trg. Div/38-96 dated 29 June 1998

Copy forwarded to Principal, RTI, Nagpur, Jammu, Allahabad for information & necessary action. They are requested to keep the above in mind for preparing self learning package, if any. They are also requested to use LAN for faculty—participant interaction

Principal Director (Training)

## GLOSSARY OF ABBREVIATIONS

APPA	Advanced Professional Programme in Public Administration
CTAC	Central Training Advisory Committee
DoPT	Department of Personnel & Training
EDP	Electronic Data Processing
GASAB	Government Accounting Standards Advisory Board
ICAI	Institute of Chartered Accountants of India
IFS	Indian Foreign Service
IR	International Relations
ISO	International Standards Organisation
ITC	International Training Centre
MSBS	Microsoft Small Business Server
NDC	National Defence College
NIFM	National Institute of Financial Management
NOIDA	New Okhla Industrial Development Authority
O&M	Organisation and Methods
RAC	Regional Advisory Committee
RTC	Regional Training Centre
RTI	Regional Training Institute
TRC	Training Review Committee
UN	United Nations
UPSC	Union Public Service Commission
VFM	Value for Money
VLC	Voucher Level Computerisation