



Comptroller and Auditor General  
Report on Value for Money Examination

Department of Finance

# **Training and Development in the Civil Service**

Report for presentation to Dáil Éireann pursuant to Section 11 of  
the Comptroller and Auditor General (Amendment) Act, 1993 (No. 8 of 1993)



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Report on Value for Money Examination

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December 2000

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This report was prepared on the basis of information, documentation and explanations obtained from the bodies referred to in the report.

The draft report was sent to the Department of Finance, and comments were requested. Where appropriate, comments received were incorporated in the final version of the report.

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## **Report of the Comptroller and Auditor General**

### **Training and Development in the Civil Service**

I have, in accordance with the provisions of Section 9 of the Comptroller and Auditor General (Amendment) Act, 1993, carried out a value for money examination on Training and Development in the Civil Service.

I hereby submit my report on the above examination for presentation to Dáil Éireann pursuant to Section 11 of the said Act.

A handwritten signature in black ink, appearing to read 'John Purcell', with a large, stylized initial 'J'.

John Purcell

Comptroller and Auditor General  
29 December 2000



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## Abbreviations

Revenue	Office of the Revenue Commissioners
Agriculture	Department of Agriculture, Food and Rural Development
DSCFA	Department of Social, Community and Family Affairs
Education	Department of Education and Science
Enterprise	Department of Enterprise, Trade and Employment
Environment	Department of the Environment and Local Government
Foreign Affairs	Department of Foreign Affairs
Public Enterprise	Department of Public Enterprise
OPW	Office of Public Works
CSO	Central Statistics Office
Finance	Department of Finance
Defence	Department of Defence
Marine	Department of the Marine and Natural Resources
Health	Department of Health and Children
CSSO	Chief State Solicitor's Office
Taoiseach	Department of the Taoiseach
CSC	Civil Service and Local Appointments Commission
C&AG	Office of the Comptroller and Auditor General
Tourism	Department of Tourism, Sport and Recreation
Ombudsman	Office of the Ombudsman
DPP	Office of the Director of Public Prosecutions
President's Est.	President's Establishment

# Summary

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## Summary

### Introduction

While the role and ethos of the civil service has remained intact since the foundation of the State, the environment within which it operates has changed fundamentally as a result of economic growth, national and international political developments and global scientific and technological advances. These have led to new Government policies in social, political and economic matters. The effectiveness with which the new policies are implemented is largely dependent on the quality of civil service administration and the ability of its staff to operate effectively in the changed environment.

The demand for high calibre staff in the civil service has coincided with growing problems in their retention and recruitment, especially those with technical and professional expertise and those with specific experience. International studies suggest that job satisfaction and opportunities for personal development are important factors in countering this problem. These factors and recent developments in the area of staff performance management have increased the importance of training and development in the overall context of human resource management in the civil service.

The growing importance of training and development is reflected in the growth in expenditure in this area in recent years, amounting to £16.5 million in 1999. The recent increase in target expenditure to 4% of payroll indicates that spending on training and development is set to accelerate further in the coming years.

The examination set out to review training and development activity across the civil service with a view to assessing how it could be improved in terms of its organisation, management and overall effectiveness.

### Administrative Framework

Departments are responsible for meeting the training needs of their staff while the Department of Finance provides corporate support across the civil service for management training and development.

A policy statement dedicated to training and development in the civil service as a whole does not exist. There are different approaches to policies and planning at departmental level. While most have articulated strategies on training and development, many do not have training policies, plans and review procedures. Training needs analysis is limited and this, in turn, affects the quality of planning and the effectiveness of training provided. A detailed and considered statement of policy on civil service training and development as a whole is desirable as it would provide a standard framework for the production of local policies and plans.

A survey of departments indicated that most are satisfied with the level of corporate support they receive for specific civil service policy initiatives, but there are contrasting views on the service provided in regard to the dissemination of training and development best practice. The training function in many departments is headed by staff at middle management level. The distance from the top increases the risk that training will not receive adequate management attention. This problem can be addressed by ensuring that training and development is regularly on the agenda of top management meetings.

### **Training and Development Resources**

There are considerable differences between civil service departments in the amount of resources allocated to training and development and in the way these resources are managed. Departments have different operating requirements and their disparate approaches to training and development reflect the varying needs to be addressed.

Departments tend not to review the performance of trainers, whether they be civil servants or contracted in from the private sector. Although there are some opportunities to achieve economies through co-operation and sharing facilities between departments, in practice, potential savings were generally not realised.

The target expenditure for training and development by departments has recently been raised even though the average actual expenditure in 1999 was some way short of the original target, indicating that departments have difficulty, at present, in absorbing more resources. These findings suggest the need for better planning and management of training and development resources, a need which is likely to become more pressing with the advent of performance management and the subsequent increase in demand for training and development.

### **Training Provided**

Informal or on-the-job training is an important source of training and development and is used widely across the civil service. However, it is treated as part of normal working hours and is not recorded separately. The introduction of performance management is likely to lead to the formal recognition of this type of training.

The average number of formal training days received each year by civil servants compares well to that received in the private sector. However, considerable differences exist between departments in the average number of training days received by staff and, in general, there is less training and development provided to civil servants in the highest and lowest grades.

By far the largest proportion of civil service training and development is in the technical area. Training and development dealing with roles, attitudes and behaviours is consistently less in evidence, suggesting an absence of appreciation, at corporate and departmental level, of the value of this type of training as a means of improving performance.

The delivery of foreign language training in the civil service has recently been rationalised. The reasons for a drop-out rate of approximately 50% on foreign language courses need to be established.

### **Top Management Training**

Given their importance to the organisation, private sector companies devote considerable energy to the training and development of top managers and their successors. However, the civil service largely relies on networks, seminars and conferences for top management training and development and lacks a specific programme in this area. A separate development programme which takes account of the particular requirements and circumstances of top managers should be developed, implemented and evaluated.

### **Management Information Systems**

Many departments were unable to respond fully to the data requirements of the examination, indicating weaknesses in their management information systems. This had the effect of restricting the scope of the examination's data analysis. However, new information systems are currently being introduced across departments and are expected to deal with this problem.

The expenditure target of 4% of payroll is used as the sole indicator of and mechanism for calculating the investment by departments in training and development. There is a need to develop more effective performance indicators and to develop a better model for calculating the level of investment by departments in training and development.

### **Evaluation**

Expert analysis at an international level suggests that much investment in training and development is wasted as programmes do not succeed in delivering the expected outcomes. The evaluation systems used by the civil service at present are limited in their effectiveness. Although the importance of evaluation needs to be balanced against the cost involved, the civil service needs to establish proper evaluation systems if it is to be effective in assessing whether its training and development programmes are meeting the objectives set for them.

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## Performance Management and Development System

The most significant recent change in the civil service has been the introduction of the Performance Management & Development System (PMDS). Focused on improving skills and performance, the new system will change the way civil servants are managed and is expected to have important implications for training and development.

The Department of Finance expects that the shortcomings identified in this report will be addressed with the introduction of the PMDS. International experience suggests that, notwithstanding a new approach to training and development, existing weaknesses will persist unless regular review takes place.

## Conclusions and Recommendations

The civil service needs to continue its move from a mindset of seeing training and development as a cost to one of seeing it as an investment. The PMDS is expected to deliver much of this change. It should be underpinned by the following.

- A central policy on civil service training and development should be formulated to provide overall direction and guidance.
- Reliable management information systems should be designed to enable training and development to be monitored and evaluated at departmental level and across the civil service as a whole.
- Needs analysis should be introduced which is focused on the training and development which will provide the outcome needed to support objectives.
- The specific needs of top managers should be identified and training and development programmes designed which are appropriate and of value to these managers.
- More consistent support for the training and development function needs to be articulated by senior managers and their action to implement this support should be subject to independent scrutiny.
- Departments should introduce comprehensive evaluation systems based on measuring the effectiveness of training in terms of business outputs and outcomes.
- Benchmarking and systems for independent accreditation should be used to verify performance.

# Training and Development in the Civil Service

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## 1 Introduction

1.1 While the role and ethos of the civil service has remained intact since the foundation of the State, the environment within which it operates has changed fundamentally. It is now generally recognised that the satisfactory performance of civil service administration depends on how well it adapts to an operating environment which is highly competitive, technologically sophisticated, globalized in perspective and changing with unprecedented pace, depth and variety.

1.2 To meet these challenges a range of new policies have emerged in recent years to improve strategic planning and the delegation of authority and to introduce greater transparency and accountability and improved customer service.

1.3 In common with many organisations, the civil service is experiencing significant problems in staff recruitment and retention. International research suggests that opportunities for continuous development are a key incentive in recruiting and retaining staff.

1.4 Within the last 12 months the finalisation of the arrangements for the introduction of the new Performance Management and Development System (PMDS) has the potential for significant development of human resource management across the civil service, particularly in the area of training and development. The commitment to the PMDS is evidence of the importance now attached to the management and development of staff in the civil service.

## Training and Development

1.5 Training and development activities are important elements of the human resource management function of an organisation.

1.6 Training is a planned and systematic activity, through learning experiences, to impart knowledge or develop individual or group skills and attitudes for the purpose of improving performance. Effective training would focus on the needs of the organisation, would be delivered over a relatively short timescale and should result in immediate improvement of performance.

1.7 Development is long term in nature and is more concerned with maximising an individual's potential. It is focused on the needs of both the individual and the organisation. It involves coaching, counselling, mentoring, guidance and third level education programmes. Development should result in improved competence in the capabilities of the individual in areas such as management, decision making and problem solving. Development programmes are often geared towards preparing individuals to take up future more senior roles in an organisation.

1.8 Training and development are complementary parts of the same process. They are interlinked and interdependent, rather than sequential and hierarchical.

1.9 Each Government department<sup>1</sup> is responsible for the training and development of its staff and has an annual training budget which is used to provide in-house training and/or procure it externally. Departments appoint Departmental Training Officers, generally at Assistant Principal/Higher Executive Officer level, who have a particular responsibility for staff training in respect of grades up to and including Executive Officer. Many departments have dedicated training units which provide or procure courses for staff at these and higher levels. Some departments, for example Revenue and Social, Community and Family Affairs, have a substantial internal training function.

1.10 At the overall civil service level, training and development support is provided by the Centre for Management and Organisation Development (CMOD) in the Department of Finance. CMOD, which embraces the former Civil Service Training Centre, organises and delivers a range of courses and conferences, directed at the management grades of Higher Executive Officer and upwards, which address common and corporate management development needs and which are open to all departments. CMOD assists also with training needs analysis in individual departments. It supports and facilitates networks for key groups such as Assistant Secretaries, Principal Officers, Personnel Officers, Finance Officers, Women Managers, Internal Auditors and Departmental Training Officers. These networks were set up in the late 1980s and early 1990s and are a means for officers at these levels to identify and address issues of common concern including training and development needs.

1.11 With the advent of the Strategic Management Initiative (SMI) in the civil service in the early 1990s, there has been a renewed focus on staff training and development in the context of business needs and objectives which are now articulated through departments' periodic Statements of Strategy and annual business plans under the SMI process. This focus was reinforced by *Delivering Better Government* which, inter alia, set a target of an annual expenditure of at least 3% of payroll on staff training and development. This target was to be reached over the lifetime of Partnership 2000. The *Programme for Prosperity and Fairness* raises the target to 4% of payroll by 2003. The new PMDS, which is now being implemented, should enhance further the focus on staff training and development and the link to business and organisational needs and objectives.

### **Expenditure on Training and Development**

1.12 Expenditure on training and development in the civil service has increased steadily in the last ten years. Figure 1.1 shows estimated non-salary expenditure, including the cost of external trainers, refund of fees, cost of seminars and conferences directly related to training, purchase of training materials, rental cost of training facilities and the cost of administrative support, for the period 1991 to 1999. Full

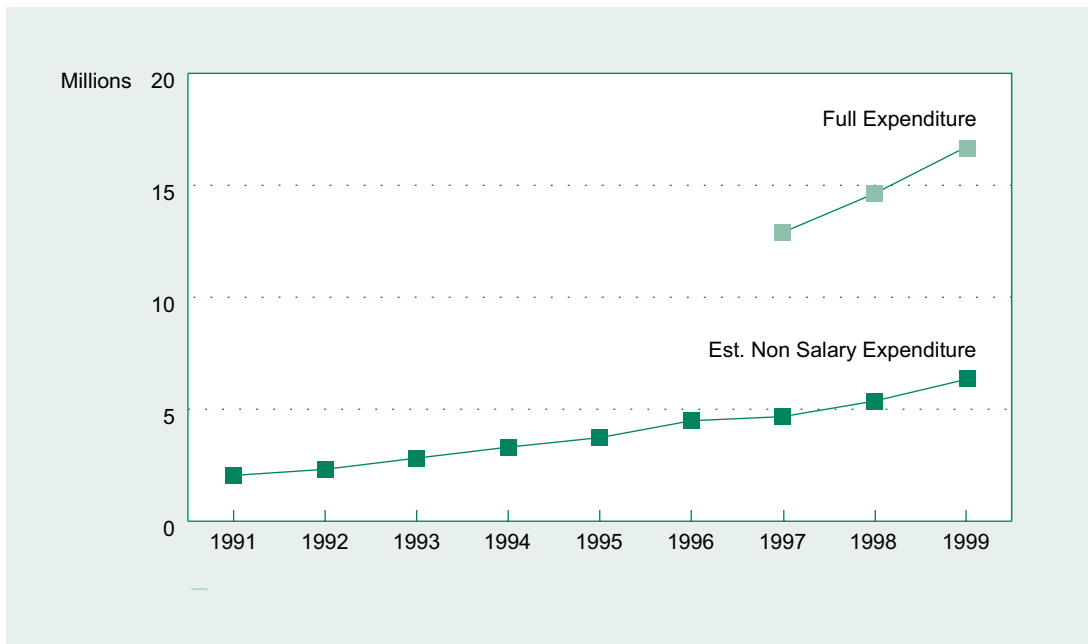
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<sup>1</sup> For ease of reference, the term 'department' is used collectively to include Government Offices, such as the Office of the Revenue Commissioners.

expenditure, including in-house trainers' salaries and expenditure by CMOD, is shown for the period 1997 to 1999. Data on these costs are not available prior to 1997. Full expenditure on civil service training and development for 1999 amounted to £16.5 million (Appendix D).

1.13 Apart altogether from the direct cost of training, there are considerable opportunity costs arising out of staff attendance at training courses.

**Figure 1.1 Training and Development Expenditure, 1991-1999**



Source: *Public Service Estimates 1991 - 1999 and Department of Finance Data 1997-1999*

## Value for Money Issues in Training and Development

1.14 The effectiveness of the training and development function will typically depend on how well it is integrated into the strategy and business planning process of a department and how well it is supported by top management.

1.15 The delivery of value for money from training and development activity requires that specific policies, strategies and plans should be developed by departments for the training and development function. Each department should establish a framework outlining the role, position and responsibilities of the training function. It should include specific training objectives that arise from an analysis of the department's needs and identify the criteria to be used to assess performance. The framework should also include a training plan which sets out the resources available and how they will be used.

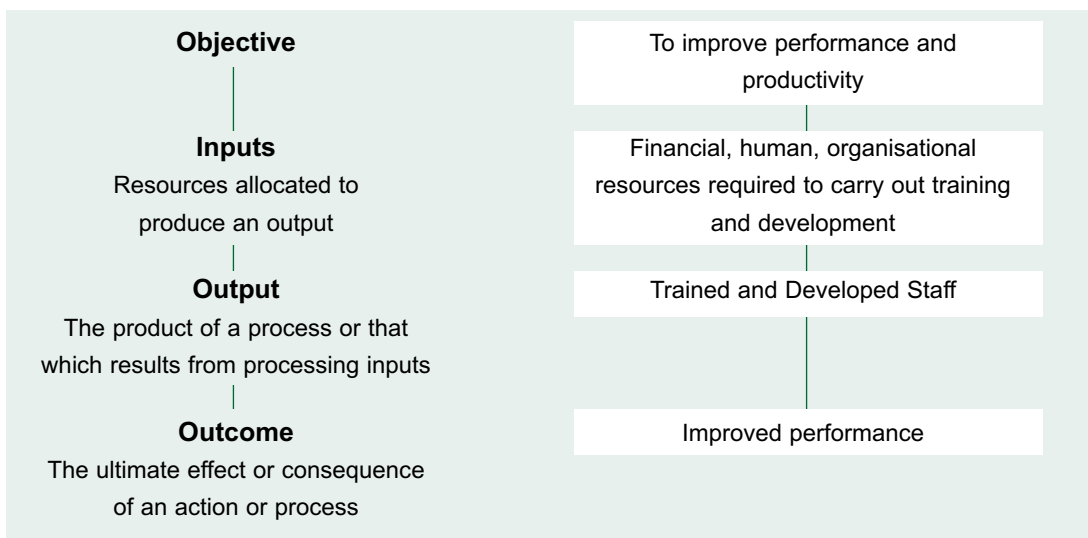


1.16 An examination of value for money issues associated with training and development is usually based on an analysis of inputs, activities, outputs and outcomes. The relationships between these elements is shown in Figure 1.2.

1.17 Training and development inputs are the resources required to enable the organisation to implement its training plans. An organisation is achieving economy when it has the optimum quality of resources in place at the best price. Training and development resources include staff, budgets and training facilities.

1.18 For the purpose of this examination, efficient training and development was considered in terms of optimising the amount and quality of training delivered to staff. The assessment of efficiency includes identifying who receives training and assessing the nature and extent of training delivered.

**Figure 1.2 Training and development inputs, outputs and outcomes**



1.19 To be effective, a training and development programme should be appropriate to the objectives identified in the planning process and should result in the expected improvement in performance.

## Scope and Objectives of the Examination

1.20 The overall objective of the examination was to review the economy and efficiency of training and development activity across the civil service and to consider the systems, practices and procedures used to assess effectiveness.

1.21 Each Government department is responsible for carrying out the operations vested by law in the Minister and for managing and administering the resources allocated for this purpose. However, they are subject to common codes and regulations and to general co-ordination by the Department of Finance, which exercises a degree

of central control over civil service policy on financial and staffing matters<sup>2</sup>. The examination considers training and development in the civil service as a whole, with departments identified as constituent parts for the purpose of illustration and analysis.

1.22 The examination reviews training and development practice as it applies to general service grades and allied grades common to two or more departments. It covers all Government departments and is principally concerned with the specific details of training and development undertaken in the period 1997 to 1999.

1.23 A full range of training data from departments for a number of years would allow the identification of trends and analysis of developments. However, following the issue of a pilot questionnaire and discussions with a number of departments, it became clear that data was not available on a sufficiently widespread basis to allow for such analysis. The necessary data could only be provided for 1998 and 1999, which did not allow for a longitudinal study as envisaged. Consequently, the figures in the report are for 1999 unless otherwise stated.

1.24 While it is recognised that coaching and on-the-job training have an important part to play in improving performance and fostering development, departments do not keep records of such training. Consequently, the examination was confined to formal training and development programmes. These include in-house or external training courses, seminars and workshops, and programmes which support formal education leading to academic and professional qualifications.

## Methodology

1.25 The examination was carried out by staff of the Office of the Comptroller and Auditor General with assistance from consultants<sup>3</sup>. The nature and extent of training and development in the civil service was established by means of a survey of all Government departments<sup>4</sup>. The survey was conducted through

- the issue of a questionnaire to three departments on a pilot basis to clarify issues and enable the questionnaire to be revised to ensure that all relevant data was sought and obtained
- discussions with relevant officials in Government departments and in some private sector organisations
- the issue of the revised questionnaire to all departments to gather information on their training and development policies, procedures, costs and effectiveness (the questionnaire results are given in Appendices B and C)
- assessment of the results of the questionnaire and conclusions to be drawn from the data.

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2 'Public Financial Procedures' Department of Finance, 1996

3 Hay Management Consultants

4 The survey response from the Department of Justice, Equality and Law Reform was not received in time for analysis and relevant data is included under separate tables in Appendix C.

1.26 The examination also involved

- visits to four departments for more detailed analysis
- examination of training and development policies and practices in selected comparable private sector organisations (detailed analysis at Appendix A)
- assessment of the role and function of CMOD, which is part of the Department of Finance, in relation to training and development in the civil service
- review of expenditure data on training and development submitted annually by departments to CMOD
- review of the training and development policies and practices in the UK civil service.

### **Structure of the Report**

1.27 The report structure adopted follows the operational life cycle of planning, implementation and evaluation and the value for money input-output model shown in Figure 1.2. Chapter 2 deals with the objectives of training and development and analyses the strategic and administrative framework for management support of these objectives. Chapters 3 and 4 consider the economy of inputs and resources and the efficiency of output, respectively. Chapter 5 examines the systems, practices and procedures in place for evaluating training and development outcomes.

## 2 Setting The Framework

2.1 The achievement of value for money from investment in training and development depends to a large extent on the strength of the framework under which civil service training and development activities take place. The framework includes the policy and planning processes and the systems for analysing training needs and for collecting relevant management information.

2.2 This chapter divides the existing framework into two parts. The existence of policy objectives for training and development for the civil service as a whole and at departmental level is first considered. The impact of the new PMDS is highlighted. The chapter then examines the framework for strategy and planning of training and development activities using the following criteria

- Training needs analysis
- Use of CMOD<sup>5</sup>
- Management information
- Top level support

### Training and Development Policies

2.3 The examination found that where civil service-wide policy on training is articulated, it is usually done as part of a large scale programme, such as the PMDS and usually in the context of supporting the introduction of the programme.

2.4 For example, under the *Programme for Prosperity and Fairness*, "the Civil Service is committed to enhanced training and development for management and staff at all levels in the context of implementing and developing the performance management and development system, ensuring better quality in service delivery and enhancing policy analysis, development and implementation."

2.5 A detailed and considered statement of policy, dedicated solely to training and development for the civil service as a whole, does not exist.

2.6 Policy on training and development at departmental level is somewhat disjointed. Some departments have produced their own training and development policies. According to the survey responses from departments, five departments have a formal policy on continuing development for professional and technical staff, six have a policy on staff rotation, three have a policy on staff exchanges and secondments and three have policies on coaching and mentoring newly appointed or promoted staff.

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<sup>5</sup> CMOD is a division of the Department of Finance and is responsible, inter alia, for providing training and development to civil service departments.

2.7 The Department of Finance considers that it is questionable whether a detailed statement of policy or strategic plan for civil service training and development as a whole would serve a useful purpose. The Department draws attention to the high level statements of policy contained in *Partnership 2000* and *The Programme for Prosperity and Fairness* as helpful to setting the overall thrust and general parameters within which individual departments should develop their own strategies.

2.8 The Department considers that, prior to the Strategic Management Initiative (SMI), a coherent policy on civil service training and development was articulated centrally through CMOD's annual Management Development Programme. The Programme detailed centrally available courses and other support services and set out the general thrust and context of civil service training and development. In more recent years, with the introduction of SMI, individual departments produce statements of strategy and business plans with the consequence of a more targeted focus on training and development. Details of the programme of courses are now issued electronically by CMOD every six months.

2.9 However, the variety of approaches by departments, as suggested by the survey data in general, indicates that a separate civil service-wide policy statement on implementing training and development is desirable as it would provide a standard framework for the production of local policies and plans. Such a statement should be broad enough to allow implementation to be tailored to the specific needs of departments, while sufficiently detailed to ensure they stay within overall civil service objectives.

### **The Performance Management and Development System**

2.10 In 1996, the SMI report *Delivering Better Government - A Programme of Change for the Irish Civil Service* recognised the need for a new approach to human resource management, particularly the introduction of performance management systems which would ensure that staff had the competencies and skills required to deliver a department's strategies and objectives. The report recognised that this would involve identifying the particular skills and competencies needed by departments and individuals and providing the necessary framework and resources to enable these skills and competencies to be developed.

2.11 To implement this programme, departments were to prepare staff development plans based on competencies, skills and human resource strategies. Each department was to raise its expenditure on training and development from an average of less than 0.75% to at least 3% of payroll costs. Although, on average, departmental expenditure had only reached 2.1% of payroll costs by 1999, or 2.3% including CMOD expenditure (Appendix D), the target was increased to 4% in the *Programme for Prosperity and Fairness*, to be reached by 2003.

2.12 The PMDS is the most recent of the SMI programmes and is designed to improve overall performance throughout the civil service. It is based on role profiles setting out objectives and the key skills and competencies needed to realise those objectives. Each member of staff is required to have the necessary competencies to do the job to which he or she is assigned. If the person lacks one or more of these competencies, then he or she should receive whatever training and development is required to become proficient in that area.

2.13 The linking of training and development to the PMDS is significant as it recognises the importance of training and development as part of the overall approach to better human resource management in the civil service. Initial efforts are being directed towards a training programme concerned with explaining the various roles involved in the PMDS and providing guidance on how to operate the system. The real potential of the new system is the opportunity it provides to customise departmental training and development expenditure to the individual staff development needs which training policies will be designed to fulfil. This would represent a fundamental shift from the traditional view of training and development as a (sometimes avoidable) cost towards the new approach of considering it as an investment in people.

2.14 The New Zealand public service underwent fundamental reform in the late 1980s. The reforms were intended to shift the focus to outputs and outcomes and towards managing operational and strategic performance accordingly. Progress reviews some years later indicated that some problems remained to be overcome. The findings, summarised in Figure 2.1, illustrate the value of carrying out a review of reforms introduced to the Irish civil service, such as the PMDS, to ensure they are effective in delivering the results expected.

### Figure 2.1 Review of New Zealand reforms

Reviews in 1996 and 1997 of the progress of New Zealand's public service reforms concluded, *inter alia*, that

- departments still tended to focus on immediate rather than long-term needs
- insufficient attention was given to investment in human capital
- Human resource management (HRM) planning was not aligned with business planning and in most areas there was a lack of sound and comprehensive information required for strategic HRM
- existing information systems did not provide adequate information on current skills and likely skills gaps
- skills shortages were reported in areas of strategic and conceptual thinking, analytical skills, economic and financial analytical skills, HRM, contract management, quality assurance, information technology and operational management
- management standards within departments were very low and management development would need to be linked to required competencies
- there was a limited supply of suitable candidates for chief executive positions implying too little investment in senior management development
- a key issue in the retention of staff was the dwindling resources to train and develop staff and the absence of a service-wide approach to developing staff.

Source: CPMR Discussion Paper No. 10 Key Human Resource Management Issues in the Irish Public Service

## Strategy and Planning

2.15 The examination set out to assess whether training and development is seen as an integral part of the achievement of civil service objectives, or whether it is seen as an administrative function and treated as peripheral to their achievement. The importance of training and development is indicated by whether it is managed on an *ad hoc* basis, or whether it is driven by formal planning and management systems.

2.16 The quality of training and development planning at departmental level was assessed on a range of criteria. Specific questions were asked in the survey about the existence of training plans, systems for analysing training needs, annual reviews of training activities and annual reports on the outcome.

2.17 The responses indicated that some departments take a comprehensive approach, while others satisfy one or two of the criteria. 73% of departments include specific objectives and strategies for staff training and development in their statements of strategy. While most departments have articulated a strategy on training and development, only 54% have a formal training plan and only 43% have training committees. Less than a quarter combine planning with an annual review and a training report. Some departments keep records but do not have formal planning, annual review or annual reports.

2.18 The results indicate that departments articulate the importance of training and development at a high strategic level but, in many cases, the follow through at operational level is not as cohesive.

### Training Needs Analysis

2.19 If training is about bridging the gap between individual and organisational competencies, a training unit needs to have up to date information regarding the knowledge and skills deficit of staff throughout the organisation. The best way of acquiring this information is to conduct a comprehensive training needs analysis.

2.20 Training needs analysis is a systematic and comprehensive process which assesses the business goals of the organisation, determines the training needs required to achieve those goals and decides the training priorities which will make the greatest contribution to the organisation. The process ensures that training and development resources can be planned to meet valid need.

2.21 In the survey, departments were asked about training needs analysis to establish if the training provided is based on the actual needs of the department and its staff. Departments were also asked about the use of competencies as a guide to training and development needs and the role of line managers in determining such needs.

2.22 Training needs analysis is referred to in the published strategy statements of many departments but the practice of carrying out the analysis varies. The survey results indicate that needs identification procedures are limited in most departments and consultation tends to be informal. Only 39% of the departments surveyed had carried out a formal analysis since January 1997. The survey revealed the following variety of approaches to identifying training needs.

- Core skills and competencies are used by 50% of departments to identify their staff training needs. However, the annual staff appraisal process is used by only 25% of departments for this purpose.
- Representative groups of staff and managers are used by 75% of departments, but only 29% surveyed all staff in the target group.



- Line managers in 59% of departments surveyed are consulted on training needs, but they complete questionnaires in only 18% of departments.
- For departments that prepared a training needs analysis, 42% engaged the assistance of external consultants while 58% carried out the analysis internally.

2.23 The survey results show that, of the departments which did not carry out a formal needs analysis, the majority (64%) did not have a formal training plan.

2.24 Some training officers are reluctant to conduct a comprehensive analysis of all staff training needs in case it should raise unrealistic expectations that cannot be met. Other trainers have stated that they did not proceed with a full training needs analysis of the staff in their department because of the imminent introduction of the PMDS into the civil service.

2.25 The introduction of the PMDS will provide a major challenge to training units in departments as there will be a clear link between competency identification per task and grade and the training effort required to up-skill staff accordingly. In these circumstances, a formal needs analysis will be essential for an objective assessment of the competencies and skills required to lift the overall performance of the individual and the department.

2.26 The Department of Finance considers that the introduction of PMDS will provide a comprehensive overview of the training and development needs at individual, team and organisation level and will do so within an overall civil service framework.

### **CMOD**

2.27 The examination set out to assess the corporate nature of the training function, that is the extent to which departments see themselves as part of a bigger organisation, the civil service. The assessment was based on questions related to the central management and/or support of civil service training and development.

2.28 As a division of the Department of Finance, CMOD's function is to provide a unified, co-ordinated approach to the delivery of advisory and support services to the civil service in the areas of information technology, staff development and management, and organisation systems development. Its mission is to achieve, in partnership with departments, the highest standards of performance, efficiency and effectiveness in the civil service.

2.29 In order to achieve its objective of improving performance, CMOD tends to focus on those at middle and senior management level whom it sees as agents of change. CMOD also has a strategy of sponsoring conferences and networks to raise awareness of and facilitate good management practice. It also provides a corporate ethos for certain types of training by delivering training courses in basic management and specialist skills to staff at middle and senior management levels.

2.30 CMOD's partnership approach is intended to act as a means of transferring the knowledge and skills needed by departments. It acts as a central resource to enable departments to develop their own training capabilities. The approach is intended to add value through a strong multiplier effect, allowing CMOD to achieve high impact through its interventions.

2.31 In the survey, several questions were asked about the relationship between departments and CMOD in the provision of support for training and development. In line with its stated role in providing a service-wide perspective on the latest trends such as SMI-related developments, 63% of departments reported that they had received timely information from CMOD to enable them to plan and organise relevant training courses. However, the survey found that over two-thirds of departments had not received guidance from CMOD on training and development best practice.

2.32 CMOD responded to these findings by pointing out that it sponsors the Departmental Training Officers Network, which acts as a forum for presenting best practice within and outside the civil service. It also provides information on specific civil service policy initiatives on a regular basis to training officers in more than 40 departments and agencies. Figure 2.2 outlines CMOD's role in sponsoring a variety of networks for key groups in the civil service. In addition, CMOD intends, in relation to the downstream output of the PMDS, to develop 'templates' to assist and guide departments in identifying and delivering responses to staff training and development needs.

2.33 It appears that, while CMOD provides support to departments on matters related to specific civil service policy initiatives, there are contrasting views on the level of support it provides in relation to best training and development practice.

### **Figure 2.2 Staff networks**

In addition to its training programmes, CMOD promotes training and development through various networks of staff across the civil service. Networks such as those for Departmental Training Officers, Personnel Officers and Finance Officers are seen by CMOD as an efficient and effective way of promoting and promulgating good practice. Their agenda is heavily job oriented. In theory they should meet every quarter but meetings tend to be irregular, depending on the time of year and the importance of the issues to be discussed. For example, networks do not usually meet during the summer months while the implementation of PMDS has given rise to more frequent meetings. At a more strategic level, the Assistant Secretary network has been particularly influential over the last decade in helping to set the change agenda for the civil service. It usually meets twice a year. Secretaries General have an annual conference in addition to the regular meetings of the SMI Implementation Group of Secretaries General.

*Source: Department of Finance*

2.34 The nearest equivalent institutions to CMOD in the UK are the Cabinet Office and the Civil Service College. The roles and functions of both UK bodies and their relationship with civil service departments are outlined in Figure 2.3.

**Figure 2.3 UK civil service**

In the UK civil service, responsibility for all aspects of training and development rests with the management of individual departments, which may outsource their training to external trainers, or use the Civil Service College. The Civil Service College is an autonomous institution which, although recently returned to the aegis of the Cabinet Office, continues to operate independently and on a commercial basis. It markets its services to both the public and private sectors and operates in full competition with other training providers in the UK. The Cabinet Office monitors civil service training and provides guidance to departments on new methods and approaches. In keeping with the general movement of responsibility from the centre to individual civil service departments, the Cabinet Office has changed its approach from that of imposing standards from the centre to supporting and encouraging best practice in partnership with departments. The change is reflected in its action to replace large volumes of regulations on training and development with a statement of policy on the matter. Departments operate within the policy as they deem fit. The change is also reflected in the action by the Cabinet Office to promote new mechanisms of researching and promulgating best practice. These include new approaches to interdepartmental networks, the nomination of centres of leadership on specific issues and the documentation and circularisation of useful information on new developments.

*Source: Analysis by the Office of the Comptroller and Auditor General\**

## Management Information

2.35 In conjunction with needs analysis, good management information helps to ensure that the benefit of training is spread evenly across the organisation, with no one group or area dominating it to the detriment of other staff or the wider objectives of the organisation. It ensures that the balance of training provided matches the requirements of the organisation and permits obvious training gaps to be identified and rectified.

2.36 The survey results indicated that 82% of departments keep individual records of all courses, seminars, conferences, etc. attended by staff. However, only half of these departments use a training database to maintain such records. A database enables management to examine systematically and regularly the training trends and patterns within their organisation.

2.37 A training database is used by 67% of departments to record qualifications held by staff while 64% use it to record staff career details. Only 29% of departments use their database to record the key strengths and/or development needs of staff.

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\* Analysis based on interviews with UK civil service representatives and review of UK civil service documentation.

2.38 During the course of this examination it became apparent that the training units in many departments did not have all the data required by the questionnaire used in the examination and lacked methodologies to analyse the information available. While some departments had the systems and procedures to produce accurate information quickly, many others struggled to do so over extended periods of time. In addition, the data produced was often inconsistent and incomplete, indicating that many departments have poor information systems and/or poor supervision of data collection. These difficulties had the effect of restricting the scope of analysis of the survey data.

2.39 Since 1997, departments have been supplying data on training expenditure to CMOD and this data has been used also in this examination. Notwithstanding the poor quality of data in some instances, the information submitted by departments and by CMOD has been accepted as providing a reasonable indication of the current position of training and development across the civil service.

2.40 During the course of the examination, training officers in several departments stated that they were in the process of establishing training databases, while others were updating their existing databases to take account of issues raised in this survey. It is expected also that the introduction of the new computerised Human Resources Management System will contribute to improved management information systems for training and development.

## **Top Management Support**

2.41 Top management support for training and development is manifest in the level of resources allocated to the area, the role and status of trainers and the expectations held about the training and development function. These expectations are reflected in their action to

- integrate training and development into the strategic planning process
- establish and periodically review training and development policies and objectives
- provide the necessary resources for training and development
- recognise and deal with their own development needs.

2.42 Other than the global target of 4% of payroll costs, little attempt is made to set and promulgate indicative training targets across the civil service. Only two departments give line managers indicative targets for their staff in terms of the number of days training per person per year and only one department analyses these figures for management information purposes.

2.43 The Department of Finance considers that the implementation of the PMDS will require a more focused response at departmental level as it will establish clearer linkages between the objectives of organisations and the training and development needs of staff.

2.44 Training units are headed by staff at middle and lower management level in most departments. Only one department has a training unit headed by a Principal Officer, that is, a person at higher management level. For the purpose of this report, lower, middle and higher management refers to the grades up to Executive Officer, Assistant Principal and Assistant Secretary, respectively. Top management includes Assistant Secretaries and Secretaries General.

2.45 It may be that individual departments have a training and development management structure most appropriate for their particular circumstances. However, the absence of higher grades in full time management of the function in many departments increases the risk of training and development being distanced from top management, thereby not receiving the same degree of attention as other functions. Departments should examine ways of ensuring that training and development receives significant attention from top management. For example, regular reports updating the activities of the training and development function should be on the agenda of top management meetings.

### Conclusions

2.46 The results of the survey indicate that, despite extensive and almost mandatory reference to the issue in strategy statements and documentation on all new civil service programmes, there is a fragmented approach across the civil service to training and development. The results suggest an absence of an effective common framework for setting and implementing training and development policies and plans and may also reflect differences in the approach to training and development in individual departments.

2.47 These differences are also apparent in the resources allocated to the training function and the nature of the training provided, both of which are examined in the following chapters. The Department of Finance expects that the more strategic approach to human resource management envisaged in SMI will impact on this situation.

2.48 There appears to be a high level of support for training and development by top management in some departments, contrasting with an under-supported training function in others.

## 3 Training Resources

3.1 The achievement of value for money from training and development activity depends on the procurement and continuing availability of adequate resources. A study of economy is concerned with the quality and cost of the resources provided.

3.2 This chapter presents the results of that part of the survey which dealt with training resources. The principal training resources are

- training expenditure
- training staff
- procurement of external resources
- training facilities.

### Training Expenditure

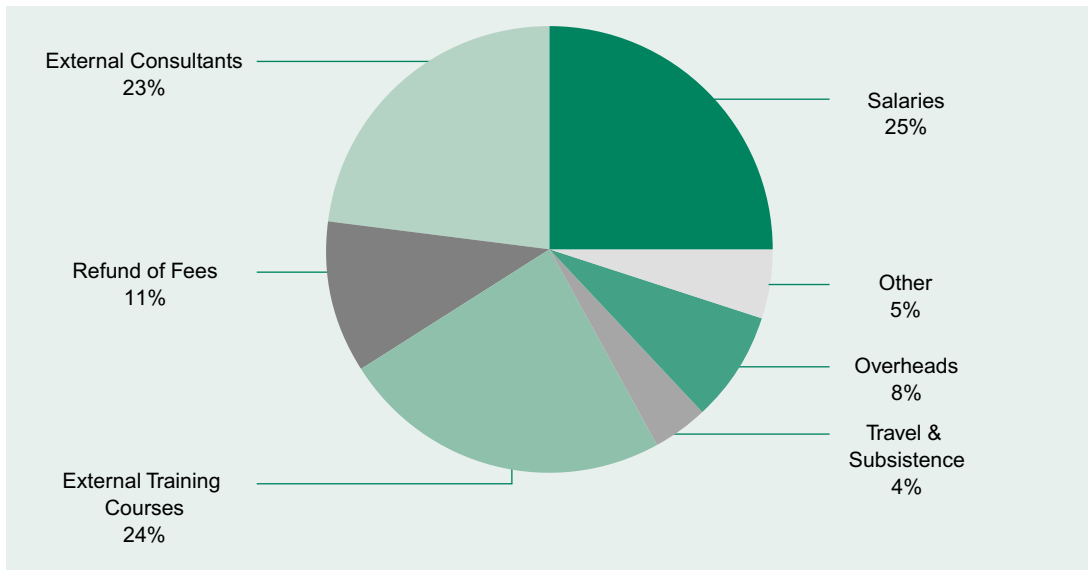
3.3 The information available about training expenditure is very limited. Details of training expenditure over a period of years, analysed by category, were sought but most departments had difficulties in providing the information requested. The details provided indicate that trends over the past three years are very similar. As a result the analysis by category is limited to 1999 expenditure only.

3.4 An analysis of 1999 training budgets for departments is set out in Appendix C and is summarised in Figure 3.1. This reveals that 58% of average departmental expenditure was external in nature while the salaries of trainers and support staff consumed 25%. There is considerable variation in the different areas of expenditure among the departments. For example, expenditure in 1999 on consultants, fee refunds and external courses varied from 16% of the total training budget in Revenue to 76% in Environment and Local Government.

3.5 Much of this variation is undoubtedly due to the differing roles and training requirements of departments. For example, Revenue has a substantial internal training function given its size and specialist needs whereas Environment can more readily avail of external generic programmes.

3.6 An active training unit will incur a certain amount of overhead costs. The average department spends 8% of its training budget on overheads but this disguises a large fluctuation in overhead costs in different departments. The three largest departments had overheads ranging from 13% to 29%. Most of the smaller departments had overheads of less than 5%.

**Figure 3.1 Average Training Expenditure, 1999**



Source: Analysis by the Office of the Comptroller and Auditor General

3.7 The extent of the variation in expenditure levels across categories indicates that there may be problems arising from the lack of a common definition between departments of what constitutes a particular cost, or there may be differences in approach to cost allocation and apportionment. The variation limits the usefulness of cost analysis across departments for both management and evaluators.

3.8 The variation across all expenditure headings indicates a need for a common framework among departments for recording and reporting information on training and development. The purpose of the framework is to facilitate accurate analysis across the civil service, not to constrain innovation by individual departments.

### Target Expenditure on Training and Development

3.9 Although the Department of Finance stipulates that expenditure on training and development must be met from existing resources, the expenditure target of 4% of payroll costs is intended to ensure that departments devote sufficient resources to meeting their staff training and development needs.

3.10 Expenditure data collated by CMOD (Appendix D) indicate that while some departments exceeded the 3% target in 1999, others had training expenditure of less than 1% of payroll costs, the average being approximately 2%.

3.11 It is unlikely that the difficulties experienced by departments in meeting the expenditure target is caused by a lack of financial resources. The problem may relate more to the state of development of the training function within departments. The civil service culture of not approving expenditure until it is shown to be justified and absolutely necessary results in less expenditure in those departments still in the process

of advancing the training and development function. However, there is a risk that the combination of funding availability, pressure to meet the training expenditure target and an underdeveloped training function which lacks clarity on outputs could lead to inappropriate or wasteful expenditure on training.

3.12 It is generally agreed that it does not necessarily follow that those departments which achieve an annual percentage target of payroll expenditure are meeting their training needs more effectively and comprehensively than those which spend less than the target. The questionable value of the payroll target as an indicator suggests the need to develop more effective indicators for monitoring progress in civil service training and development.

## Training Staff

3.13 The analysis of training expenditure indicates that most spending on internal training and development consists of staff costs.

3.14 The role of training staff varies across departments from full involvement in course delivery to the administration of training delivered by external trainers. Most training staff (69%) are involved in some degree of course delivery, although these staff are located predominantly in departments which have well developed training functions.

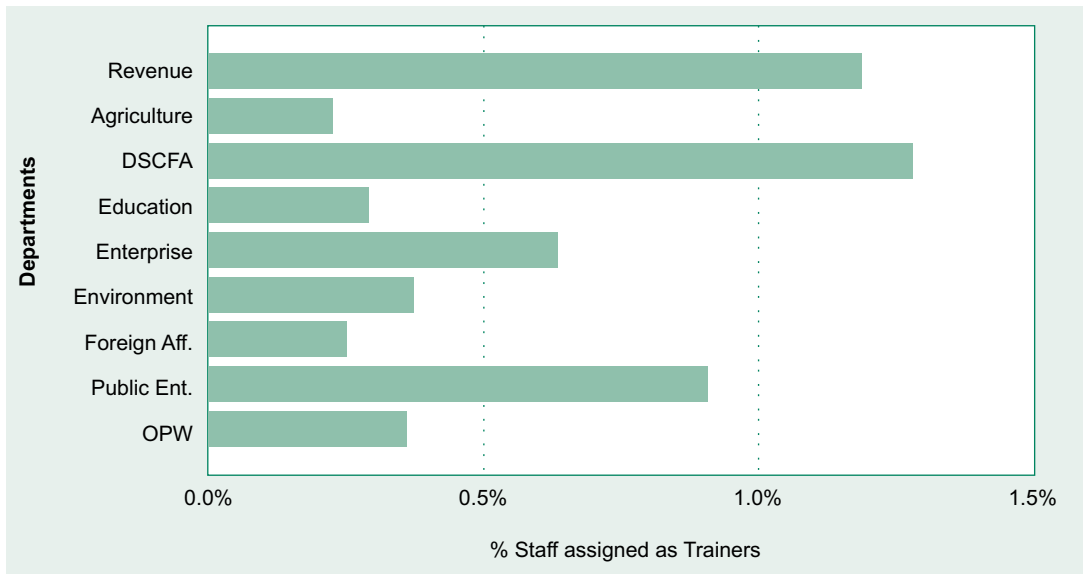
3.15 At a full time equivalent of 76, Revenue has the largest number of training staff, of whom 59 are trainers. In addition to the central Training Unit, this figure includes a number of Revenue staff who are involved in the delivery of training at a local level on a part-time basis. These staff are not part of the central Training Unit and report through their local management structures. Revenue trainers are responsible for designing, organising and delivering most training for the department. Other departments also employ significant numbers of trainers but, in many, the training unit consists of no more than one or two staff.

3.16 Training staff in ten departments have no involvement at all in course delivery. The role of the training officer in small departments is typically administrative. He or she may spend most time organising external training, with in-house training restricted to one or two short induction programmes per year.

3.17 On average, each civil service trainer is responsible for 122 staff, but the ratio of trainers to staff varies widely between departments. For example, the Department of Agriculture, Food & Rural Development and the Department of Social, Community & Family Affairs each employ over 4,000 staff, yet in the former, 10 training staff are responsible for 440 staff each, while in the latter 54 training staff are responsible for 78 staff each. The stark contrast is partly attributable to the nature of the work, the skills needed to perform that work and the grade mix. For example, Agriculture has a large professional and technical corps while DSCFA is predominately staffed by general service grades, the majority of whom are clerical staff. Figure 3.2 illustrates the wide variation in the percentage of staff assigned to training in the larger departments.



**Figure 3.2 Staff as Trainers, 1999**



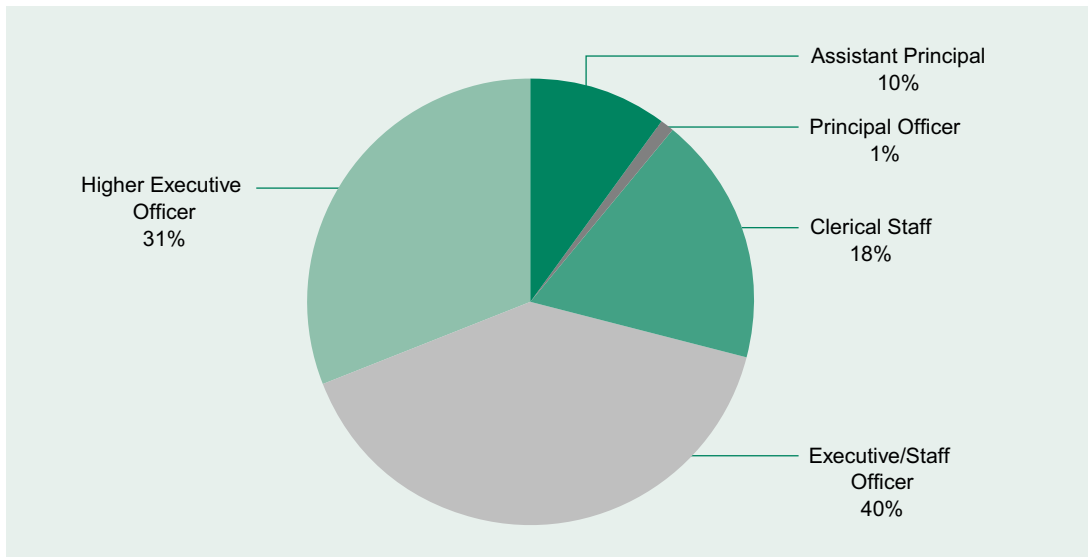
Source: Analysis by the Office of the Comptroller and Auditor General, 1999

### Recruitment of Training Staff

3.18 Aside from consultants employed on short term contracts, all departmental training staff come from within the civil service. Most departments (76%) assign training staff to their posts without internal competition. These assignments are made by senior managers who judge the trainers to have the necessary aptitude, communication skills and expertise to fulfil the role. Some may have previous experience in training but most are new to the task. Special training for these staff is provided by 77% of departments. Although this training is usually confined to teaching and course delivery techniques, there is increasing emphasis on the design of training programmes to meet organisational needs.

3.19 On average, 72% of civil service training staff come from the grades of Staff Officer, Executive Officer and Higher Executive Officer. The grade of the person heading up the training function on a full time basis, particularly in the larger departments, is often indicative of the level of importance attributed to it by senior management. Of the 24 departments which responded to this part of the survey, only one, Revenue, has a training function headed on a full time basis by a Principal Officer. In over 50% of departments, the most senior person working full time in the training function is at the grade of Higher Executive Officer. The breakdown by grade is illustrated in Figure 3.3.

3.20 The recruitment of trainers from within the civil service has the advantage of minimising internal human resource staffing and recruitment costs. As the majority of trainers are drawn from the lower management grades of the civil service, the human resource cost of internal training is kept to the salary level of these grades. However, the value may be offset by the extent of reliance on external consultants and trainers who are priced at full market rates.

**Figure 3.3 Training Staff by Grade, 1999**

Source: Analysis by the Office of the Comptroller and Auditor General, 1999

3.21 According to training theory, training should be close to its application, be consistent with the individual's value system and be integrated into the work processes and operations of the organisation. Some training specialists argue that, in the future, training will be delivered by line managers rather than by dedicated training staff or external consultants. Training staff recruited from within the civil service are in a good position to ensure these criteria are met as most are drawn from the department's line management structure.

3.22 The internal appointment system means that there is little direct experience or practical transfer of private sector training practice from outside the civil service. It is not a requirement for appointment as a trainer that a person has a training qualification. The absence of competition would indicate that, as a rule, there is no testing for relevant skills or competencies among trainers. However, on appointment, most departments send their trainers to specialist training courses, usually those conducted by the Institute of Public Administration (IPA) or the Irish Management Institute (IMI). Both organisations incorporate best practice from the public and private sectors in their programmes for trainers. There are also opportunities for learning and skills transfers from consultants and external trainers engaged by departments.

3.23 Although the departments questioned on the subject indicated they were satisfied with the quality of training provided by their training staff, only basic training evaluation systems are in use and there is no evidence that departmental trainers are using outsourced training to benchmark their own performance.

## External Training

3.24 All 28 departments which replied to the survey outsource some or all of their training and development activities to external providers. In most cases (68%) they do so to compensate for the lack of relevant in-house training skills or a lack of internal resources. External training is provided by external consultants contracted to deliver specific training within the department, or on their own premises and by generic training courses offered by external training bodies.

3.25 The amount of training outsourced varies from one department to another. For example, Revenue spends 12% of its training budget on external consultants and external training courses, whereas the Department of the Environment and Local Government spends 68% of its budget on these items. Other departments which list external training courses and consultants as their most significant budgetary item include the Department of the Taoiseach (52%), the Valuation Office (55%), the Office of the Comptroller and Auditor General (57%) and the Central Statistics Office (48%). The significant differences among departments in the volume of external training reflects a number of variables, including the demand for specialist training and the availability of training staff within departments to deliver internal training.

3.26 The percentage of the average civil service training budget devoted to external training courses is 24%. External consultants and professional and academic fee refunds amount to a further 23% and 11% respectively of the average budget.

3.27 Some departments outsource training as a matter of policy. In some cases, external trainers provide all training. However, only a minority of departments (29%) negotiate a fixed rate contract with their external trainer. Given the extent of reliance on external trainers, there may be scope for cost savings in the greater use of such contracts by individual departments, or in co-operative arrangements between departments with similar training requirements.

3.28 While 86% of departments receive feedback from staff who attend external training courses, these assessments tend to be in the form of assessment sheets which are filled in immediately at the end of the course. There is little evidence of departments carrying out formal performance reviews which would provide objective information on whether staff and organisational needs are being met and performance improved through the use of external training. The lack of performance review could lead to a failure to detect poor quality external training.

## Sharing Information on Generic Training

3.29 Although staff in many departments have training needs specific to their own functions, there is a significant amount of generic training which is common to most departments, for example, training in PC-based software packages such as word processing and spreadsheets and soft skills training such as customer care.

3.30 Training officers in each department negotiate separately on the price for each training programme provided by external trainers. In practice, individual departments negotiate the best deal they can, based on the number of their staff who require training. There is a risk that departments employing external trainers are unable to take advantage of the economy of scale which a body the size of the civil service should be able to negotiate.

3.31 Because they operate in isolation, training officers in individual departments may lack the information necessary to appraise critically the cost and quality of training services offered by external providers, especially in highly innovative areas such as IT.

3.32 A survey of departments for this examination in relation to external word processing and spreadsheet courses indicated that course costs in 1999 ranged from £35 to £56 per person per day. In addition, companies offering these courses usually have a fixed daily charge. Therefore, if a department is not in a position to send a full complement of staff on the course, it is not cost efficient. For example, one department needed to send staff on an advanced word processing course at a cost of £400. Although the course had room for eight people, the department was only in a position to send three. This illustrates the potential value of co-operation between departments in such circumstances.

3.33 Departments are best suited to identifying their own needs and procuring the services needed to meet those needs. However, a mechanism for centralised exchange of information would assist training officers to compare course cost and content with that being offered across the civil service. The Department of Finance considers that the Departmental Training Officers Network offers a mechanism for exchange of such information.

3.34 However, it may be that a more active approach is required. To be effective, one body should collect, analyse, store and promote training information on behalf of departments. In addition to providing benchmark information on costs and quality, this body could actively facilitate co-operation between departments on course delivery, enabling departments, especially smaller departments, to take advantage of civil service economies of scale.

3.35 This type of approach is beyond the capacity of a network and would appear to fit best within CMOD, which already undertakes the role to some extent. However, CMOD points out that collecting, analysing, storing and promoting information on training costs and quality as proposed would rely heavily on departments maintaining the necessary records.

## Training Facilities

3.36 In 71% of departments surveyed, a lack of training resources, including facilities, was quoted as the primary reason for outsourcing training and development. Training facilities include accommodation, materials and equipment.

3.37 A large minority of departments surveyed (41%) have access to a departmental training centre and most (61%) hold their training courses in dedicated training rooms. Departments make use of other accommodation such as meeting rooms and conference rooms (64%), hotels (64%) and the premises of external training organisations (75%). The extent to which most departments use conference rooms and hotels indicates a general shortage of facilities and the premium placed on accommodation generally in the civil service.

3.38 A number of departments surveyed (32%) are in a position to offer training facilities to other departments but only 18% of departments state that they do so. The results suggest that there are opportunities for cutting costs through sharing accommodation between departments. The small number of departments involved in sharing facilities indicates a lack of co-operation or co-ordination between departments on the question of accommodation.

3.39 Although hotel rooms and the premises of training companies are expensive, their use is justified in certain circumstances, as part of a planned training programme. If, as the survey suggests, the shortage in training facilities has forced departments to seek recourse to hotels for programmes which would otherwise be conducted in the department's own premises, the increased expenditure represents a lack of economy which should be addressed in the medium term.

### **Figure 3.4 Good practice - learning centres**

Some departments have developed learning centres which combine the traditional approach of training courses delivered by trainers with the newer concept of providing facilities which allow staff to proactively source their own training and development, such as computer based self tuition. The departments actively encourage the use of the centres and report increasing numbers of staff availing of the facilities.

*Source: Information supplied by departments*

## **Training in the Three Largest Departments**

3.40 Revenue, Agriculture and DSCFA are the three largest departments and employ 64% of the total staff of the departments surveyed during the examination. The extent of variation between them in their training expenditure and staffing levels is illustrated in Table 3.1. Revenue has the largest training function in terms of the combination of expenditure and the number of trainers and administrative support staff, followed closely by DSCFA, with Agriculture a distant third.

3.41 A high proportion of training in all three departments is provided internally, in contrast with the amount spent by some smaller departments on external trainers. The low volume of external training may arise from limited overall training, as appears to be the case in Agriculture, or because the numbers of internal trainers and their expertise are sufficient to cover most training requirements.

**Table 3.1 Training expenditure and staff in the three largest departments, 1999**

	Revenue	Agriculture	DSCFA
Total Staff	6,388	4,404	4,192
Expenditure at 4% of Payroll	£5.4m	£4.0m	£3.6m
Actual Training Expenditure	£3.3m	£1.4m	£3.3m
Actual % Payroll	2.5%	1.3%	3.7%
Training Staff	76	10	54
Staff delivering training	79%	100%	84%
Admin. Support Staff	21%	0%	16%
External Training as % of Total	16%	19%	19%

Source: *Survey of departments by the Office of the Comptroller and Auditor General, 1999 and data from Department of Finance*

3.42 There are significant differences in the absolute level of expenditure between the departments, especially Agriculture at just over 1% of payroll. However, two of the departments will have to increase their expenditure significantly, if they are to achieve the new target of 4% of payroll costs. In order to do so usefully and minimise the risk of wasteful expenditure they, like all departments, will have to match the existing quantitative measures for training with qualitative measures.

3.43 Notwithstanding the use of payroll for benchmarking purposes, there does not appear to be a common model for calculating the investment in civil service training and development. Revenue argues that, if it is intended to reflect the full cost of training as a percentage of payroll, the cost of trainee time must be included as representing the value of work forgone. There is some debate internationally in relation to the inclusion of trainee time as a training cost. Revenue appears to be the only civil service department doing so. Under this model, Revenue's training expenditure for 1999 amounted to £5.4 million, or 4% of payroll. The difference between this and the expenditure data in Table 3.1 illustrates the importance of agreeing a common model for calculating the investment in civil service training and development.

## Conclusions

3.44 Although there is scope for cost savings in greater co-operation between departments and scope to improve quality in better evaluation and information sharing, the potential of these options is difficult to estimate. In general, civil service training and development is delivered economically in terms of cost but, in many departments, the economy appears to have resulted from a low level of expenditure and activity in this area. However, the examination noted several instances of good practice in civil service training and development and these are illustrated by the examples included in this report.

3.45 There are significant variations between departments in the volume and use of resources and in the training and development outputs being provided. While variation in approach to resource management is understandable, given the different nature of the work of departments, it is difficult to assess whether the extent of the variation is appropriate. The level of variation is appropriate if it results from the prioritisation of training needs and from local initiatives based on sound training and development policy to improve performance, but not appropriate if based on an *ad hoc* approach to meeting training targets.

3.46 The management of training and development is likely to come into sharp focus after the introduction of the PMDS, when demand for training output is likely to increase significantly on foot of the identification of skills gaps and the anxiety of staff and managers to acquire the necessary competencies to bridge these gaps in order to meet performance criteria.

3.47 Any increase in demand for training output is likely to stretch the capacity of those departments already struggling to meet existing targets. The introduction of the PMDS will, therefore, place a premium on the innovative management of training and development across the civil service.

## 4 Training Outputs

4.1 This chapter is concerned with issues of efficiency in the performance of training and development activities. The outputs from training and development are studied from the perspective of who receives the training and the nature of the courses provided.

4.2 The information in this chapter is based on survey responses from 21 departments. The practices of the three largest departments are highlighted. Comparisons are also made with good practice observed in the private sector and with practice in the UK.

### Who is Trained?

4.3 Table 4.1 illustrates the average training days per staff per grade in the three largest departments and in all 21 departments in 1999. On average, civil servants of all grades received approximately 3.3 training days each. Higher Executive Officers and Assistant Principal Officers fared best overall with an average of 4.6 and 4.3 training days respectively while, at the other end of the scale, Clerical Officers were just below the average at 2.8 training days per person.

4.4 The situation is somewhat different at the very top and bottom of the civil service. Of the departments which responded to the survey, some had no training recorded for Secretaries General and Deputy Secretaries, with the remainder reporting only minimum training for these grades. However, the Department of Finance notes that staff serving at this level regularly attend seminars and conferences, which are considered to be important training events for top management. The survey data indicates that this form of top management training is not being recorded consistently by departments. Services staff are in the lowest grades within the civil service and the survey indicates that they receive the least training.

**Table 4.1 Average annual training days per grade, 1999**

	Revenue	Agriculture	DSCFA	21 Departments
Secretary General	2.0	1.0	3.0	2.1
Deputy Secretary	0.0	n/a	3.0	0.2
Assistant Secretary	7.8	6.9	8.4	3.6
Principal Officer	3.8	4.1	1.0	3.5
Assistant Principal	5.9	5.0	2.8	4.3
Administrative Officer	1.6	19.0	n/a	1.8
Higher Executive Officer	5.9	5.2	4.3	4.6
Executive/Staff Officer	2.8	4.3	5.4	3.7
Clerical Staff	3.9	1.2	3.5	2.8
Services Grades	0.1	0.2	0.1	0.4
<b>Departmental Average</b>	<b>3.9</b>	<b>2.6</b>	<b>4.0</b>	<b>3.3</b>

Source: *Survey of departments by the Office of the Comptroller and Auditor General adjusted to include attendance by Assistant Secretaries at the M.Sc in Strategic Management, 1999*



4.5 Informal or on-the-job training is in widespread use across departments and is often the principal means of skilling and developing staff. However, it is not recorded or monitored by departments and was, consequently, not included in this study. In a recent survey by IBEC, companies were able to report that just less than 50% of their training was provided informally, suggesting that the importance of such training has been recognised and is actively managed in the private sector.

4.6 The average number of formal training days per member of staff is a primary indicator of training performance. This average for the 21 departments surveyed is 3.3 days per year, varying from over 5 days in Health and the CSO to less than 1 day in the DPP's Office. By comparison, a recent survey of Irish company training by IBEC found that companies provide an annual average of 5.1 (2.7 formal, 2.4 informal) training days per employee per year. Some 18% of companies provided over 10 days (formal and informal) training per annum. The results suggest that the average amount of formal training provided by departments compares well with that provided by Irish companies.

4.7 However, the amount of training that a civil servant can expect depends greatly on the department in which the person is employed. The figures for the departments with the highest and lowest training days per staff member are shown in Table 4.2. They indicate that the average staff member in Health or CSO receives six times more training than his or her counterpart in the DPP's Office. As training programmes frequently last for two or more days, the figures suggest that in any year, some staff in departments with the lowest average training days do not receive any training.

**Table 4.2 Average annual training days per person during 1999**

Highest	Days	Lowest	Days
Health	5.7	DPP	0.9
CSO	5.6	Foreign Affairs	1.0
Office of the C& AG	5.5	Chief State Solicitor's Office	1.1
Taoiseach	4.0	Civil Service Commission	1.2
DSCFA	4.0	Valuation Office	1.3
Revenue	3.9	Marine	1.7

Source: Survey of departments by the Office of the Comptroller and Auditor General, 1999

## Cancellations

4.8 One source of inefficiency is the number of staff who put in a late cancellation for places booked on training programmes/events or who fail to attend courses for which they were nominated. One in every four departments was obliged to cancel at least one training course in 1999 due to late cancellations by staff while many other courses proceeded with less than the full complement of trainees for the same reason.

4.9 The survey revealed that only three departments have a policy with regard to staff cancellation and none have a policy of penalties for late cancellations. Only 43% of departments keep records of the number of participants who cancelled or failed to attend courses for which they were nominated.

4.10 Anecdotal evidence suggests that most cancellations arise from pressure of work. This highlights time constraint as an important impediment to training. As the level of training increases in departments to meet the SMI target, management, particularly line managers, will have to develop a means of accommodating those who are required to participate in training while coping with substantial absences from work.

### **Top Management Training and Development**

4.11 Because of the significant impact they exert on the organisation, the development of senior leaders in the leading edge companies reviewed for this study is seen as a critical training and development activity. In line with succession planning for key management positions, all of the companies reviewed have executive development programmes, often monitored separately at corporate level. These programmes are focused on developing current senior leaders and equipping those of high potential with the skills and competencies to take senior positions in the future.

4.12 Executive development programmes are typically focused on a range of areas combining strategic thinking, change management, leadership and interpersonal skills. They are accompanied by a range of personal assessment tools, including specialised tests, assessments against the behavioural competencies and values of the organisation and ongoing coaching and mentoring of the individuals concerned.

4.13 One of the major initiatives in civil service top management training and development has been the introduction of a management development programme for Assistant Secretaries in the form of a masters degree in strategic management. The programme is run by the School of Business Studies in Trinity College on behalf of the civil service. It is designed specifically to enhance the capability of Assistant Secretaries to meet the management and policy challenges confronting the civil service. Particular emphasis is placed on policy formation and implementation, strategic management, organisation development, quantitative methods, public sector business functions and practices. The programme also covers the area of self-development.

4.14 Participants are selected competitively and the programme is run on a part-time release basis over a two year period. Since its inception in 1993, 37 Assistant Secretaries have taken part in the programme, at a cost of £534,000. This figure includes £17,800 for programme enhancement and development and £86,200 in contributions to the cost of group projects carried out as part of the programme. Thirteen Assistant Secretaries will be commencing the 2001/2 programme shortly.

4.15 Participants on the course are required to undertake an international benchmarking study. The study produced by the class of 1993/94 on Strategic Management in the Civil Service was influential in the development of the current SMI reform programme.

4.16 The effect of the masters degree programme is to increase the average number of training days in 1999 for Assistant Secretaries across the civil service from 1.4 days to 3.6 days (see Table 4.1). The effect is more pronounced in the three largest

departments. In Revenue, Agriculture and DSCFA, attendance on the course increased the number of average training days for Assistant Secretaries by 5.5 days, 3.6 days and 7.2 days, respectively. The masters programme is a valuable and highly innovative component in top management training and development. It is, however, limited to a small number of Assistant Secretaries and cannot substitute for a general programme designed to support the day to day work of all members of the civil service top management.

4.17 CMOD considers that the networks for senior managers are significant from a management development perspective. The Secretaries General have an annual conference which, in addition to the regular meetings of the SMI Implementation Group of Secretaries General, provides opportunities for discussion and exchanges on a range of issues and developments.

4.18 Time constraint, rather than budget constraint, was considered the main reason why top level civil servants in the UK underwent less training than other staff. It seems reasonable to conclude that the same constraint now applies to senior management within the Irish civil service.

4.19 In response, the UK civil service has formulated specific policies for top management training and development, part of which requires that the top 600 civil servants receive up to six weeks special training at the Civil Service College. It is expected that greater recourse to formal training and development programmes for senior management within the Irish civil service will result from the PMDS.

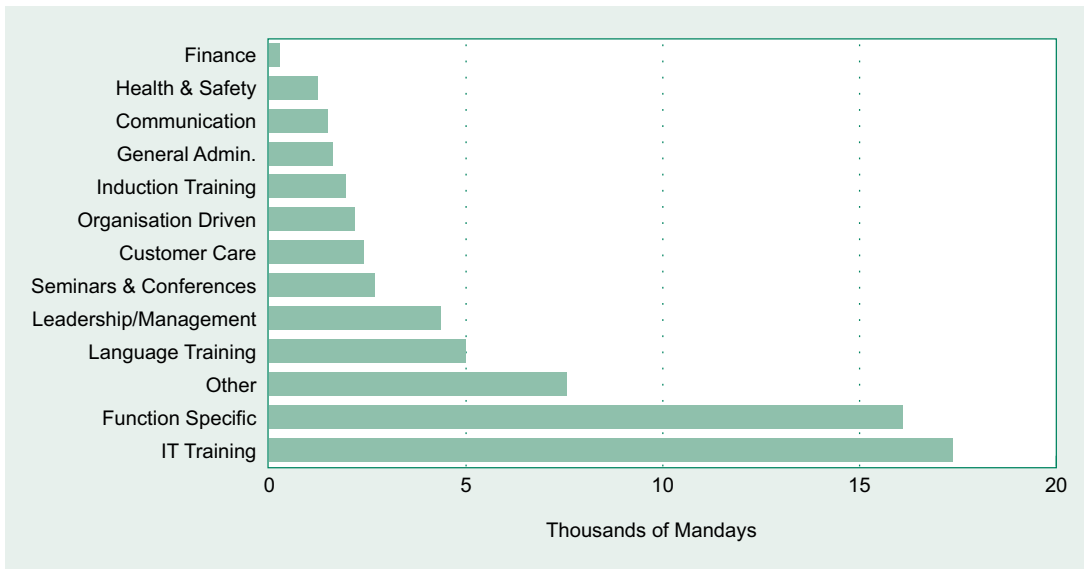
4.20 Training and development of senior management within the civil service needs to be focused. It should be planned, implemented and evaluated independently of general training activities. The administration and management of this area should be set up to suit the particular circumstances of top managers. Its design should be directed towards development rather than training and be strictly focused on the needs of the recipients.

### **Nature of Training Provided**

4.21 Some indication of the relevance of training activity and the relative importance attaching to the different types of training can be obtained from considering the nature of the training courses provided. The more important areas of civil service training, as indicated by the proportion of time allocated to each, are illustrated in Figure 4.1. The information relates to internal and external training courses provided by departments. It does not include data on third level and professional education covered by the refund of fees scheme.

4.22 The figure indicates that more time is given to training which is job-specific, such as information technology (IT) training and training relevant to the functions of a department. The volume of activity in training in the SMI related areas of finance, customer care, communications and organisation driven training is markedly low.

**Figure 4.1 Training Mandays by Course Type, 1999**



*Note: Training mandays in eight largest departments*

*Source: Analysis by the Office of the Comptroller and Auditor General, 1999*

4.23 The Department of Finance considers that the relatively low volume of activity in terms of time given to SMI related areas is a function of the extent or depth of the training required. For example, training programmes in areas such as customer care and finance are generally of a few days duration at most and training is primarily aimed at the relatively small number of officers working in these areas.

### IT Training

4.24 IT training represents the largest single category of training in the civil service. This is to be expected given the level of IT development in civil service administrative processes, the constant need for skills update and the current high rate of staff turnover in the IT area.

4.25 Training time allocated to IT during 1999 was 28% for the civil service as a whole and often much higher in individual departments (Appendix C).

4.26 Figure 4.2 illustrates the significant variation from the average in the amount of time allocated to IT training by individual departments. Some departments allocate over half their training time to IT. While it does not necessarily follow that other areas of training are neglected as a result, the amount of time devoted by some departments to this area does increase the risk of this happening, particularly in the absence of planning and training needs analysis.

## Management Training, Seminars and Conferences

4.27 Leadership/Management training takes up an average of 6% of civil service training time. This training is concentrated mainly on mid-ranking staff who may be acting as team leaders or project managers. As with other types of training, the amount of time allocated by individual departments to this area varies considerably as shown in Figure 4.3.

4.28 Attendance at seminars and conferences is on a comparable level to management training taking up, on average, approximately 6% of staff training time. Once again this figure masks wide variations in departments with one department giving over 30% of staff training time to such training events (Appendix C). The Department of Finance considers that seminars and conferences are important sources of leadership and management development for senior and other managers.

## Function Specific Training

4.29 Function specific training refers to specialised training tailored to the specific needs of a particular job or task. Large departments with specialised areas of operations, such as Revenue, would be expected to have a considerable demand for function-specific training. Figure 4.4 illustrates the wide variation between departments in this type of training.

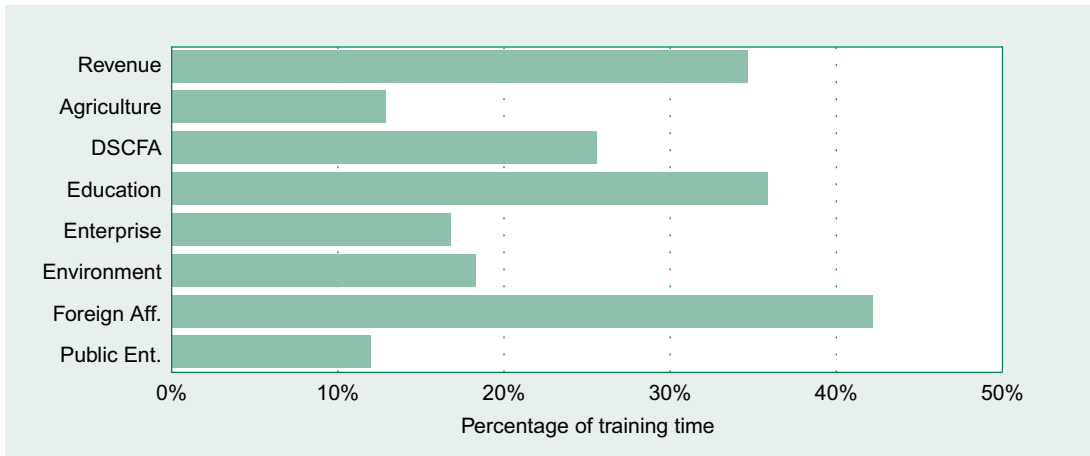
## Foreign Language Training

4.30 Approximately 8% of staff training time is spent on foreign language training. After IT and function specific, this represents one of the largest areas of training. While the Department of Foreign Affairs estimates that it spends 15% of its training time on languages, a number of the departments surveyed reported using between 20% and 30% of their training time in this area.

4.31 Table 4.3 gives a breakdown of attendance by language together with an analysis of those who completed the end of course examination in the language of their choice. Most language training is provided by the Civil Service Language Training Centre. The Centre was established to improve proficiency in EU languages, in line with Government policy. During the 1998-1999 academic year, approximately two-thirds of participants attended day classes while the remainder went to evening classes. French, German, Spanish and Italian were offered at four levels from beginners to advanced while Russian was offered at development and beginner levels only. Sign Language was offered at two levels approximating to Levels 1 and 2 of the Irish Sign Language Association.

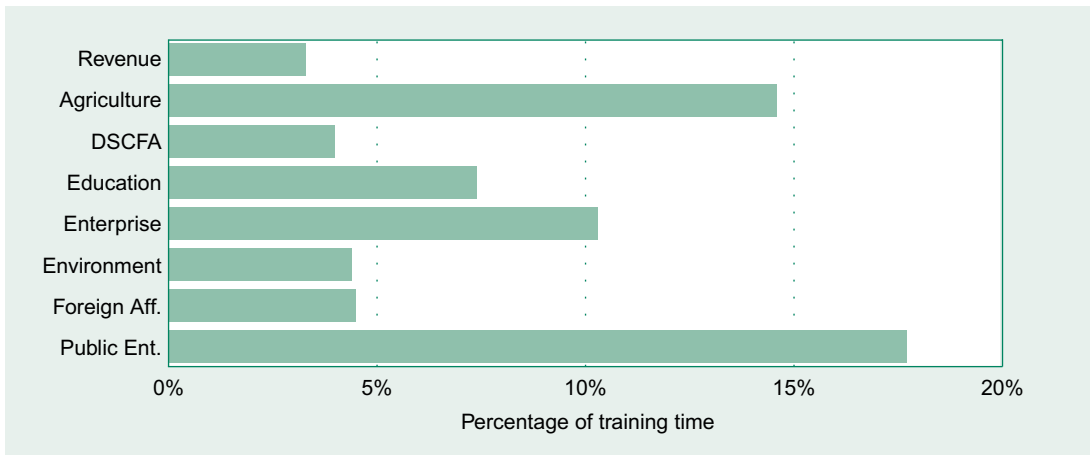
4.32 The Centre provides document translation services and document comprehension courses to departments. Tuition in French document comprehension was provided to 60 participants in three courses during 1999. The Centre also designs and delivers one-to-one foreign language courses to officers being posted abroad or to those at the final stages of the interview procedure. Twenty such courses were provided in 1999.

**Figure 4.2 IT Training in Selected Departments, 1999**



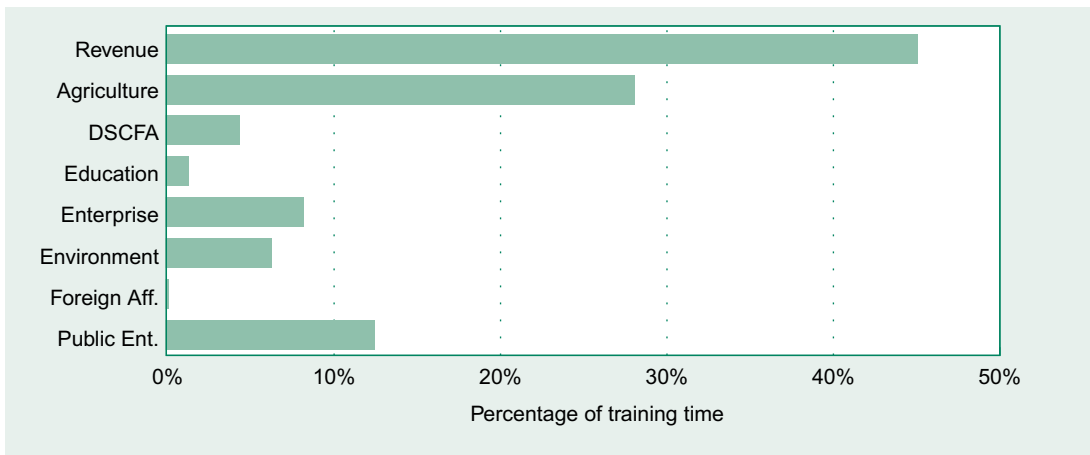
Source: Analysis by the Office of the Comptroller and Auditor General, 1999

**Figure 4.3 Management Training in Selected Departments, 1999**



Source: Analysis by the Office of the Comptroller and Auditor General, 1999

**Figure 4.4 Function Specific Training in Selected Departments, 1999**



Source: Analysis by the Office of the Comptroller and Auditor General, 1999

4.33 There are two full-time teachers in the Language Training Centre. Other staff include additional teachers employed on a part-time basis and a clerical officer for administrative support. Expenditure on teachers salaries in the academic year September 1998 to July 1999 amounted to £200,600. This and all other costs of the Centre are borne by the Department of Finance. Departments which nominated students for evening classes paid fees of £43,800 to the Centre. Fees are not charged for day classes.

3.34 At the end of each academic year, the Centre conducts evaluations of the aural, oral and written skills of the participants. The figure for those who complete the year is derived from those who sit the evaluation. On average, just over half of those who registered attempted the evaluation, indicating a drop out rate for the 1998-99 academic year of 49%.

**Table 4.3 Training attendance by language, 1999**

Language	Number of participants starting the course				% who completed the course
	Day	Evening	Total	Average Per course	
French	387	91	478	14.9	47%
German	107	12	119	11.9	47%
Italian	0	74	74	15.0	59%
Spanish	0	96	96	13.7	54%
Russian	20	0	20	10.0	60%
Sign Language	69	11	80	13.3	71%
<b>Total</b>	<b>583</b>	<b>284</b>	<b>867</b>	<b>14.0</b>	<b>51%</b>

Source: Civil Service Language Training Centre

4.35 CMOD carried out a recent internal review of the Civil Service Language Training Centre on a one-off basis. The Centre caters for all departments but is the direct responsibility of CMOD. The result of the review is the discontinuation of language training other than French and German in order to ensure a more focused approach.

4.36 Language training is an important element of training given the role of civil servants at European level. However, Table C.2 in Appendix C indicates considerable variation in time allocated to language training between departments. For example, departments such as the Civil Service Commission and Enterprise, Trade and Employment devote over 30% of training time to this area while the Department of Tourism, Sport and Recreation did not have any language training in 1999. This finding and the drop out rate experienced by the Language Training Centre suggest that, notwithstanding the review by CMOD, departments themselves should review their language training programmes in accordance with actual needs.

## Irish Language Training

4.37 Gaeleagras na Seirbhíse Poiblí (Gaeleagras) was established by the Department of Finance in 1971 with the general aim of promoting the Irish language throughout the civil service, thereby enabling departments to conduct State business through Irish. Gaeleagras fulfils this role by providing language training, proficiency testing and support to departments.

4.38 In addition to providing day and evening training courses, Gaeleagras arranges specialist courses to meet specific demands from departments. Its most popular training programmes are Gaeltacht courses which attracted 404 participants from a total of 648 people who attended Gaeleagras training in 1998/99 (see Table 4.4).

4.39 Gaeleagras carries out proficiency testing on behalf of the Civil Service Commission to assess the competency in Irish of candidates taking part in civil service competitions. Gaeleagras assumed this function in April 1999 and proficiency tests were carried out on 82 candidates that year.

4.40 In its role of supporting departments Gaeleagras provides a translation service, particularly in relation to parliamentary questions and correspondence. The volume of translation work is growing and it is taking up proportionally more of the available teaching time. Given the confidential nature of much of the material, the tight deadlines and the technical nature of the terms used, it is often not possible to outsource this work.

**Table 4.4 Gaeleagras courses, 1998/99**

Type of Course	Number of Courses	Number of Participants	Average Number per Course
Day courses	11	80	7.3
Night courses	7	59	8.4
Specialist courses	4	81	20.3
Gaeltacht courses	4	404	101
Intensive courses	1	24	24
<b>Total</b>	<b>27</b>	<b>648</b>	<b>24</b>

Source: *Gaeleagras na Seirbhíse Poiblí*

4.41 There are two full-time teachers in Gaeleagras with administrative support provided by one full-time and one part-time clerical officer. Other teachers are employed on a part-time basis for specific tasks. Expenditure in 1999 amounted to £162,000, excluding accommodation costs. All Gaeleagras costs are borne by the Department of Finance.



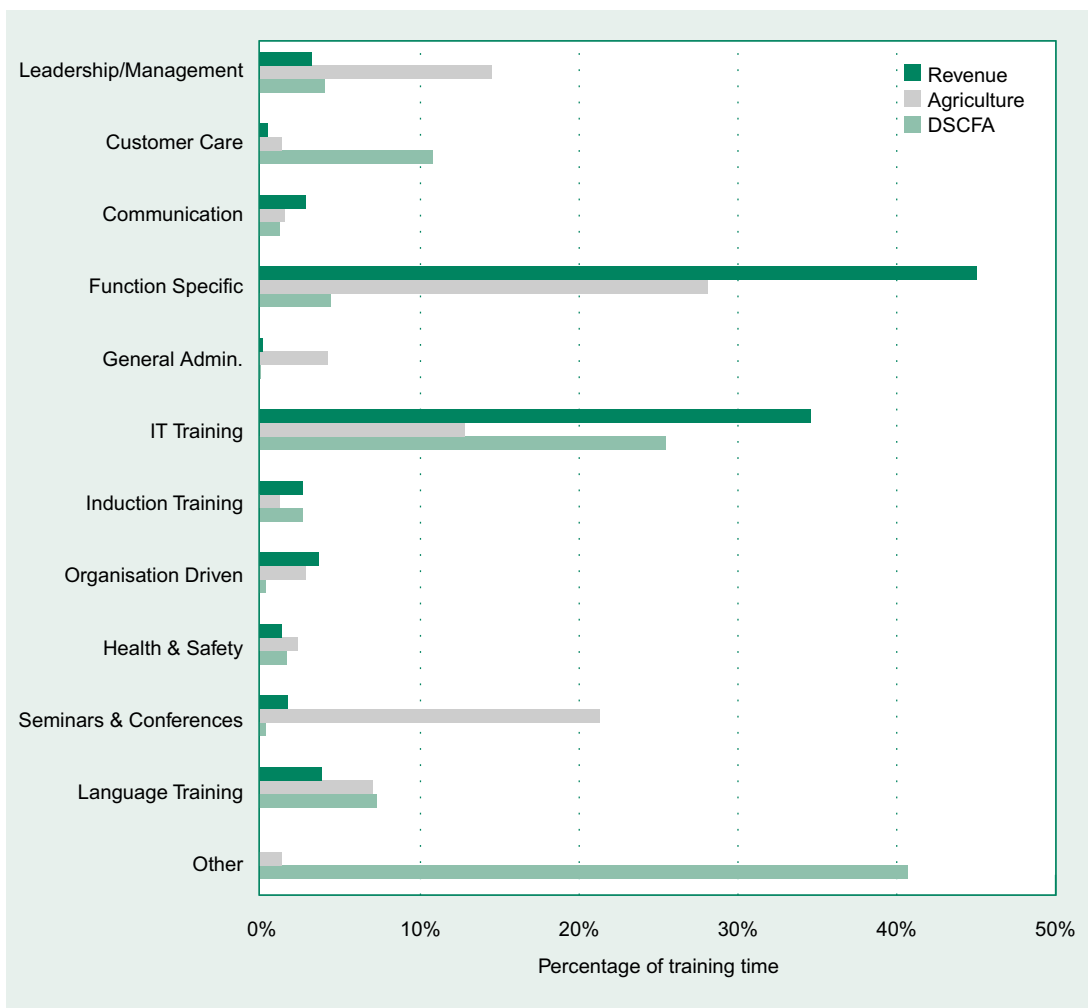
## Training in the Three Largest Departments

4.42 Figure 4.5 illustrates the type of training offered by the three largest departments. These departments have certain similarities in their direct dealings with the public and in their staffing levels.

4.43 The illustration highlights the degree of variation in approach to training taken by these departments. Even allowing for the impact of their differing operational responsibilities and administrative structures, the degree of inconsistency is unexpected and reflects the position among departments in general.

4.44 The limited nature of formal training needs analysis undertaken by the civil service indicates that demand is the main basis for deciding what type of training will be provided. While responding to demand is essential, the absence of needs analysis increases the risk that the type of training provided is inadequate and/or inappropriate.

**Figure 4.5 Training Activity in the Three Largest Departments, 1999**



Source: Survey of departments by the Office of the Comptroller and Auditor General, 1999

## The Refund of Fees Scheme

4.45 The refund of fees scheme provides financial support and special leave for staff studying for a recognised professional, technical or third level qualification. The course must be relevant to the work of the department and expenditure under the scheme is subject to limitations imposed by each department's annual training budget. Each department has discretion, within Department of Finance guidelines, in formulating its own policy and procedures for the scheme.

4.46 Most courses are attended on a part-time, or evening basis and the results are recognised academic and professional qualifications. Third level and professional institutions provide top quality facilities and resources and offer large economies of scale, suggesting that this type of training and development can be cost effective and efficient.

### Figure 4.6 Good practice - third level education

Revenue was involved jointly in the design of an M.Sc. programme in Taxation with Dublin City University and the taxation profession. The programme covers knowledge of tax theory and its role in the economic, social and legal system, the practice and administration of taxation, strategic planning and management and research methodologies. The course is completed on a part-time basis over two years at a cost of £7,000. Since its inception in 1996, Revenue has sponsored sixteen of its staff on the course.

Source: Office of the Revenue Commissioners

4.47 The average department spends about 11% of its total training budget on refunding fees for academic and professional courses undertaken by staff (Appendix C). Approximately 4% of civil servants avail of this type of training. Table 4.5 illustrates the proportion of training budget used for fee refunds in selected departments and the percentage of staff who avail of this training option.

**Table 4.5 Refund of Fees scheme**

Department	% Training Budget	% Staff on Fee Refund
Revenue	4	3.9
Agriculture	5	1.5
DSCFA	4	2.8
Education	18	3.8
Foreign Affairs	16	5.6
Public Enterprise	10	7.6
Defence	14	6.6
Health	26	8.0
Ordnance Survey	31	7.3
Office of C&AG	15	20.3

Source: Survey of departments by the Office of the Comptroller and Auditor General, 1999

4.48 The table shows that, in some departments, a disproportionate amount of the total training budget is allocated to a relatively small number of staff engaged in third level or professional study. Given the specialised nature of the training provided, this does not necessarily present a problem. However, it does suggest a need for all departments to monitor and evaluate their fee refund programmes at regular intervals to ensure the investment continues to provide the expected value to the department and the civil service as a whole.

### Conclusions

4.49 The extent of the divergence in training output data suggests that there is considerable scope for inefficiency in the provision of civil service training. In the absence of a reliable benchmark, it is impossible to state which departments are performing well and which are not. Departments themselves do not have systems for measuring their performance in this respect. It can be stated that, on the whole, there is insufficient training being provided to the highest and lowest grades in the civil service and that certain areas of training absorb a disproportionate amount of resources while others, such as management training, may require more attention.

4.50 The fact that most training being provided at present is technical in nature would suggest that the current emphasis by departments is on training in skills and knowledge in specific areas. Training on the broader front dealing with roles, attitudes and behaviours is less in evidence. The lack of consistency across departments in this type of training suggests an absence of appreciation, at corporate and departmental level, of the value of such training and development as a means of improving performance.

4.51 Consideration should be given to the mandatory provision of training in people management skills to those newly appointed to civil service positions with staff responsibilities.

4.52 The Department of Finance considers that the introduction of the PMDS will provide a systematic means to assess, prioritise and respond to training and development needs, thus addressing the issues raised in this part of the report. However, notwithstanding the promise offered by the introduction of the PMDS, the findings of the examination indicate that there is an urgent need to review all aspects of civil service training and development output and to put in place standard systems and indicators to enable regular and independent review.

## 5 Evaluating Outcome

5.1 Civil service training and development is effective when the outcome that has been achieved matches the objectives set for it. This chapter assesses the systems, practices and procedures used to evaluate the effectiveness of civil service training and development.

**Figure 5.1 Measures of successful training and development**

- Post-training evaluation which demonstrates sustained enhanced capability
- Quantification of current skills\competence levels across the organisation and measurement of uplift
- Ability to demonstrate the link between training interventions and enhanced staff capability and improved people/business performance
- The existence of an agreed personal development plan for individual staff which reflects their own and the organisation's learning requirements
- Identification and achievement of benchmark standards
- Increased investment in training and development based on proven success

5.2 A staff survey on performance management was carried out in 1997 by Hay Management Consultants on behalf of the civil service. The survey included questions on the view of staff towards the success of civil service training in meeting their expectations.

5.3 Some of the findings have relevance for this examination. For example, only 38% agreed that staff were clear about their roles while 15% considered that performance standards were consistent across departments. Half of the respondents believed that there were insufficient opportunities to receive training to improve their job skills and 41% disagreed that they were encouraged to develop new skills.

5.4 About 40% of staff agreed that they had an opportunity for personal growth and development in their department, that their job provided a chance to learn new skills and develop new talents and that the training they received helped them to do their job better. In their analysis of the results, the consultants concluded that training and development opportunities within the civil service were perceived by staff to be inadequate and failing to meet individual and job requirements.

5.5 The examination set out to establish how departments know their training and development needs are being met. It set out to assess whether they maintain the comprehensive data systems needed to keep track of progress and whether they carry out meaningful evaluation of the effectiveness of their training and development programmes.

## Evaluation

5.6 An efficient and economic training output is of little value if it does not lead to an outcome which supports the objectives set for the training programme as a whole. Evaluating the effectiveness of training and development depends on being able to measure and assess outputs in terms of their contribution to the intended outcome. This can be difficult to achieve and the results are often inconclusive. However, the performance indicators used by departments tend to measure immediate training output rather than the longer term impact on the business of the department.

5.7 This examination reviewed the systems used by the civil service to evaluate its own training performance and compared them to the system advocated in the Kirkpatrick<sup>6</sup> evaluation model, which is in widespread use in the private sector.

5.8 Under the Kirkpatrick model, training evaluation can be broken down into four levels. The first level evaluates the degree to which participants valued the learning experience, usually through the use of assessment sheets at the end of the course. The second level assesses the degree to which participants have achieved the learning objectives established for the course, usually through testing. Third level evaluation assesses to what extent participants have transferred the skills and knowledge acquired in the training course to their jobs. Level four evaluation is a cost-benefit analysis to determine the impact of the training course on individual and organisational performance, viz. whether it has been worth the investment. Only a limited number of training programmes are suitable for this level of evaluation.

5.9 The examination found that most civil service training is subject to level one evaluation only, with some evaluation at levels two and three and no evidence to indicate that evaluations are carried out at level four.

5.10 Assessment sheets completed by participants at the end of a course are used by 79% of departments for evaluation purposes, but only 18% of departments had participants complete assessment sheets some time after the end of a course (e.g. 3 months later) as part of their evaluation process. Most departments (86%) seek feedback from participants who complete external courses.

5.11 In 46% of departments, participants are interviewed after a course to evaluate their perception of its effectiveness. However, only 14% use interviews with line managers some time after the end of a course (e.g. 3 months later) to measure changes in performance or behaviour which could be ascribed to training.

5.12 A formal annual performance review of training and development activities is carried out in 32% of departments and 29% produce an annual report on training performance. Half of the departments surveyed use the number of training courses run and the number of participants on courses as performance indicators, but only 22% use the speed of introduction of new programmes.

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6 Although D.L. Kirkpatrick, a renowned expert in the area of evaluation of learning, first proposed his theory of evaluation in 1959, it is still widely recognised as the standard evaluation technique.

5.13 Regular meetings are used by departments to monitor training and development. Such meetings are held every three to six months by 61% of departments, while 25% indicate they hold meetings once a month for this purpose.

5.14 The value of on-the-job project work related to the completed training course is used by 18% of departments to evaluate effectiveness, while direct business measures are used by only two departments for this purpose. Direct business measures include increases in customer satisfaction, reductions in complaints and increases in staff satisfaction and retention.

5.15 While expenditure against budget is used as a performance indicator by 33% of departments surveyed, no department uses percentage year-on-year cost reductions to evaluate the effectiveness of their training programmes.

5.16 These results show that effectiveness is measured, in most cases, on the basis of the number of participants and their immediate rating of personal satisfaction with the course. The least used measures of effectiveness involve direct business impact and observed performance improvement over time.

5.17 It is clear that systems, practices and procedures for evaluating the outcome of civil service training and development against objectives are limited in their effectiveness.

5.18 While acknowledging the need for and the importance of evaluation, the Department of Finance points out that this can be a costly and time consuming process, especially at levels three and four of the Kirkpatrick model and that evaluation at level four is not suitable in most cases. Notwithstanding the difficulties involved, given the importance of civil service training and development and the resources invested in the area, the current approach to evaluation should be reviewed with the aim of introducing systems which are capable of measuring the impact and effectiveness of training and development programmes in terms of improved performance.

## Performance Data

5.19 Many departments are not in a position to link the fulfilment of training needs with improved performance. Less than half the departments surveyed had identified the core skills and competencies required for each grade. Annual appraisal is used by only 25% of departments to identify an individual's training needs and only 32% of departments carry out a formal annual review of training performance.

5.20 The systems used by departments to capture data on training and development are based almost entirely on financial expenditure for budgetary control purposes and for recording the training provided to individual staff members.

5.21 Departments submit an annual return to CMOD which analyses training expenditure under various cost headings. However, the returns are designed and are used by CMOD solely to monitor progress by departments in reaching the SMI target of 4% of payroll.

5.22 In many departments, any additional information that may be required needs to be sourced and constructed into usable format on a case by case basis. Such laborious work is inefficient, prone to error and unlikely to be effective for management information purposes.

5.23 It appears that the civil service system for measuring training and development performance is focused on cost control and the achievement of the SMI target of 4% of payroll. The system does not facilitate the evaluation of training performance in terms of whether it is achieving the desired outcome.

5.24 A new human resource management system has been introduced recently to Revenue and the Department of Social, Community and Family Affairs and is due to be rolled out progressively to other departments over the next two to three years. The Department of Finance considers that the new system has enhanced reporting facilities which will aid the analysis of data, including the collation and analysis of data for the civil service as a whole. The findings of this examination suggest that the new system should be reviewed to confirm it addresses the data shortcomings identified.

## Benchmarking

5.25 A common standard of best practice in civil service training and development, against which individual departments could measure their effectiveness, has not been established. In addition, there is no central facility to hold research on national and international best practice in civil service training which could be accessed by individual departments as the need arises.

5.26 Some civil service departments interviewed in detail for this examination identified the provision of research information and guidance on best practice as the most useful service which could be provided to them by CMOD. CMOD acknowledges the need for such a facility and is prepared to provide the service in question, provided the data is readily available in departments.

5.27 CMOD has been participating in an EU-wide initiative to develop and pilot a benchmarking model appropriate to public administration. The model - the *Common Assessment Framework* - was launched in May 2000 and is being piloted in a number of countries. It is intended that the use of the system will lead eventually to systematic benchmarking and facilitate international comparisons within the EU. CMOD is exploring the possibility of a pilot exercise in the Irish civil service.

**Figure 5.2 Good practice - benchmarking**

The UK civil service has introduced an accreditation system, the Investment in People Programme (IIP), to assess independently the quality of training provided in each department. Accreditation is mandatory and is linked to the performance appraisal system. Achieving accreditation is used as a performance indicator for senior managers. It involves an assessor from an independent agency evaluating the systems in place for training, including senior management commitment, good policies, plans linked to the department's business objectives and competency requirements, etc. Assessors also check training operations and levels of staff satisfaction at ground level. The accreditation process has resulted in informal training being recorded, formally recognised and included in the annual training report. By causing people to give recognition to and capture all forms of training and development, IIP has helped to show the routes to development other than formal training, for example, programmes for mentoring and coaching, and has underpinned the move towards continuous professional development.

*Source: Interviews with UK civil service representatives and review of UK civil service documentation*

**Training Methods**

5.28 Apart from on-the-job training, most civil service training is provided by instructors in a traditional classroom type environment. Some departments have developed self-tuition methods of training. These make use of technologies such as computer based and video based training packages which may be purchased commercially, e.g. typing tutor packages. Alternatively, the training section may use a software package to develop its own training lesson to meet a particular need. Staff can avail of self-tuition to acquire training directly relevant to their work at times which suit their work schedules. The strategy requires good facilities and dedicated accommodation. Less than 40% of departments use computer based or video based self-tuition methods.

**Figure 5.3 Good practice - coaching and mentoring**

The Department of Public Enterprise introduced a mentoring system for newly arrived and promoted staff in 1996. Twelve staff in middle management grades were trained in the IMI to act as mentors. Each mentor met the person they were assigned to once a month on a one-to-one basis. The department also introduced a coaching scheme involving five half day sessions conducted on a one to one basis by an outside professional coach. Although open to all staff, it tends to be availed of most by middle management.

*Source: Department of Public Enterprise*



5.29 The Department of Finance envisages that coaching and mentoring will be essential elements in the PMDS process and that this will place renewed emphasis on the role of managers in on-the-job development of staff.

5.30 Systems for evaluating the effectiveness of training methods, both formal and informal, will need to be developed if training and development is to be successful in delivering the skills and competencies identified under the PMDS. This will present particular difficulties in relation to on-the-job training which is not recorded under existing data systems but which will now need to be recognised. The UK experience outlined in Figure 5.2 may be useful in regard to both issues.

5.31 Effective methods of training and development ensure that skills and information are assimilated and applied quickly in the workplace, leading to improved performance and productivity. Figure 5.4 presents a survey of US expert opinion on the success of current approaches to training and development and shows the importance of evaluating all aspects of the effectiveness of training and development, including training methods.

## Conclusions and Recommendations

5.32 Although some progress was made in the past ten years, up to recently, much civil service training and development was unfocused and delivered in reaction to a standard set of training requirements rather than as a planned response to objectively assessed need.

5.33 The need to move civil service training and development to a different plane has been recognised as part of the PMDS, currently being introduced in all departments. While performance management is expected to force radical change in all areas of human resource management, it may not by itself provide the radical shift envisaged in the short to medium term. Revenue considers that systems to manage underperformance and possibly some dimension of reward for performance might need to be factored in to achieve a more fundamental shift.

5.34 To be most effective, the change envisaged under the PMDS will need to be co-ordinated across all areas of human resource management. Part of this change will involve a reinforcement of the move from an old to a new mindset in training and development, as illustrated in Figure 5.5.

**Figure 5.4 Survey of expert opinion on training**

Trainers also have been confronted with how little of what individuals learn in the classroom or the workshop actually shows up later in the form of new behaviour in the workplace.

Peter Block

The conventional Instructional Systems Design (ISD) approach assumes that there is some correct "content" out there and that the trainer's job is to digest, package and deliver it to learners in order to engineer standardised behavioural outputs. The executives I work with are more concerned with developing a creative and resilient work force than with having employees memorise and play out some predetermined set of steps.

Diane M. Gayseski

John Dewey lamented in 1916 that learning by doing is the only learning method that works. We still think that if you tell someone something, then he knows it. Every time a stand-up trainer gets in front of a group and talks about corporate values or the right way to do a job, he or she is wasting every one's time.

Roger Schank

American companies are estimated to waste anywhere from \$5 billion to \$14.5 billion a year on training that does not make a bit of difference in job performance. The hard skills - technical expertise of all kinds - are learned well in the classic classroom or via electronic delivery. But the soft skills - everything from customer service and teamwork to leadership and influence - require a different model of learning which is based on behaviour change and takes weeks and months, requires sustained motivation and effort and, ideally, on-the-job practice in a supportive environment. These competencies are twice as important for performance as IQ and technical skill combined. The higher you go in an organisation, the more it counts in the ingredients for excellence; for top leadership positions, soft skill competencies, based on emotional intelligence, are about 85% of what sets outstanding leaders apart from mediocre ones.

Daniel Goleman

For performance problems with experienced job incumbents (as opposed to novices), training is a less likely solution than non-training interventions. A diagnostic front-end analysis needs to examine the causes of the performance problem, not just ask what kind of training is needed.

Joe Harless

Source: *Training magazine*, February 1999

**Figure 5.5 Training and development mindsets**

OLD	NEW
Cost	Investment
A multitude of courses	Unique, value added learning solutions, focused on current need
Pre-ordained courses	Learner centred courses
Complex, early planning	Flexible planning, responsive to need
Focus on individual skills	Focus on organisational needs
Central control	Organisation-wide framework, distributed control
Focus on inputs	Focus on outputs & outcome
In-house sourcing	Flexible sourcing
Focus on activity/operations	Focus on strategy
Trainer as owner	Trainer as broker

5.35 Within the context of the PMDS, the findings of this examination would suggest that

- without removing ownership of training and development from individual departments, a central policy and a strategic plan for the civil service as a whole should be formulated to provide overall direction and guidance.
- Reliable management information systems should be designed to enable training and development to be monitored and evaluated at departmental level and across the civil service as a whole.
- Needs analysis should be introduced which is not focused on using available inputs, but on what training will provide the outcome needed to support objectives.
- The training needs of senior management should be focused. Trainers should identify the specific needs of the top grades within the civil service and design training which is appropriate to and of value to these managers.
- More consistent support for the training and development function needs to be articulated by senior managers and their action to implement this support should be subject to independent scrutiny.
- Departments should introduce comprehensive systems for evaluation based on measuring the effectiveness of training in terms of business outputs and outcomes.
- Benchmarking and systems for independent accreditation should be used to verify performance.

# Appendices

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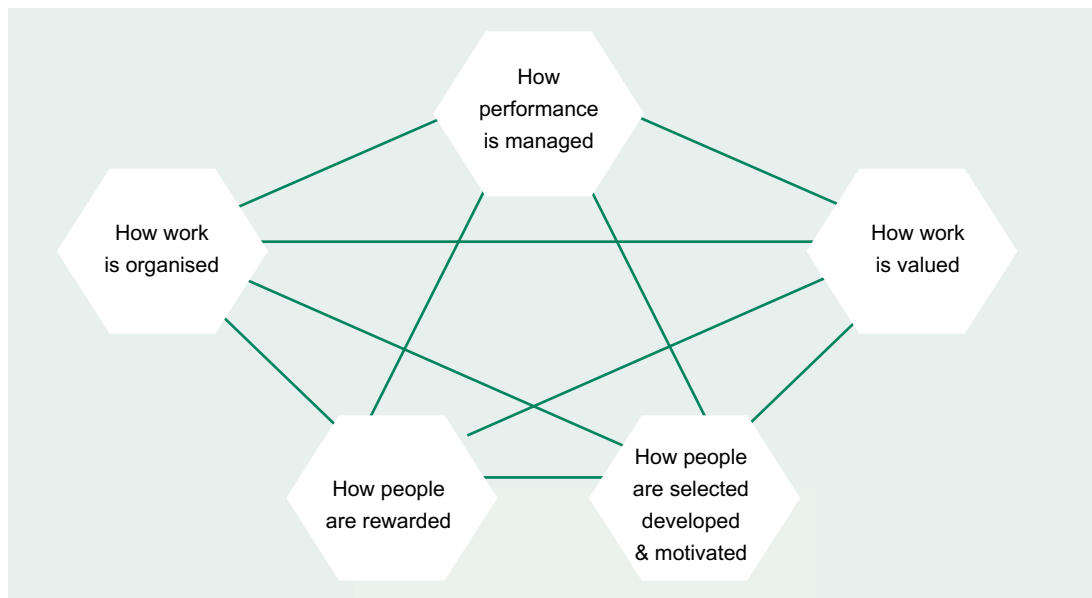
## Appendix A: Training and Development Best Practice

### Human Resource Management

The effectiveness of training and development is highly dependent on an integrated approach across all areas of human resource management. Deficiencies in policies and practices in any of the other areas reduces the effectiveness of training and development initiatives.

The model illustrated in Figure A.1 captures the critical inter-linkages in human resource management strategy.

**Figure A.1 Model of Strategic Human Resource Management**



Source: Hay Management Consultants, 1999

The model outlines five characteristics of a human resource strategy. Initiatives in any one of the five must be supported by changes in each of the remaining four characteristics. Training and development is an integral part of the model, the characteristics of which are explained as follows.

- How work is organised deals with issues such as grading structure and levels, reporting relationships, definition of outputs, role and job clarity, cross functional relationships and the role of teams.
- how work is valued deals with the methods used to clarify the contribution of jobs and normally includes an analytical system for measuring the contribution of various jobs.

- how people are selected, developed and motivated deals with the process of recruitment, selection, promotion, coaching, and training and development.
- how performance is managed deals with the process for ensuring that performance is monitored and that standards of performance are set.
- how people are rewarded deals with the process for rewarding or recognising performance and includes such issues as salary, job satisfaction, performance pay and other forms of recognition.

If other characteristics of the human resource model are operating effectively, the role of training and development is to maintain and reinforce this success. If other characteristics of the strategy are being transformed then the role of training and development is to promote and support the changes.

### **Commercial Training and Development Best Practice**

Recent research has identified six key themes which emerge from leading edge organisations in their overall approach to management.

- Top managers in leading edge organisations take mission statements and strategic plans seriously and expect everyone else in the organisation to do the same.
- The organisations know exactly what they are looking for in terms of skills and competencies and they design their recruitment and training processes to ensure they get it.
- People's career development is seen as a investment and not as a cost. Figures of 6% - 8% of payroll being invested in staff development are not uncommon.
- The organisations have clear succession planning and promotion policies in place and these are supported by appropriate procedures and practices.
- Performance is rewarded. A far greater than average proportion of employee rewards are of a variable nature and are directly linked to the performance of the company.
- The organisations measure the satisfaction of their workforces. This includes practices such as employee surveys and 360 degree feedback.

As part of this study the training and development (T&D) practices of four successful private sector organisations located in Ireland were examined. Three of the organisations are major Irish companies in the financial, retail and manufacturing sectors. The fourth organisation is the diversified financial services division of a large American high technology manufacturer.

### Figure A.2 Training as a business strategy

*"We link our offerings to the business strategy; in many ways, we are a key enabler of the business strategies by providing employees with the skills and knowledge that they need to implement the business strategy"* (Corporate T & D Director, US company)

*"I'm a business manager, not a T & D manager"* (Chief Training & Development Manager, Irish Financial Services company)

*"Training and Development is central to our success"* (Training and Development Manager, Irish Manufacturing company)

Source: Analysis by The Office of the Comptroller and Auditor General, 1999

### T&D in the Management Hierarchy

The training and development function is a component of the human resources management division of the companies. The human resources director is a member of the senior management team at corporate level and reports directly to the Chief Executive Officer.

### Strategic Planning

The role of T&D in the strategic planning process is to ensure that training and development plans are aligned to the business strategy and goals of the organisation.

### Performance Management

T&D managers see themselves and are clearly seen within the company as directly supporting the business strategy by way of performance management systems. The development needs of individual employees emerge from annual performance appraisals. These are collated into collective development needs which directly support the organisation's business strategy. The T&D manager ensures that employees are provided with the critical knowledge, skills and competencies required to implement the business strategy effectively.

One company has developed a database of the competency requirements of all major roles in the company. Combined with information on the actual competency levels of company employees, this enables line managers and staff to monitor skill levels and training and development options routinely. Another company provides a comprehensive database with all information on the skill levels of employees.

### Strategic Management

The T&D function is represented at senior business leadership meetings, at both corporate level and divisional level, to ensure continued responsiveness to and alignment with the overall business strategy. A corporate T&D strategy, based on the business strategy, is presented to the company's top management for approval. Divisional T&D strategies are then submitted for approval at divisional level, thus ensuring overall consistency between local and corporate T&D strategies.



Divisional line managers are actively involved in shaping, implementing and evaluating T&D policy. They are held accountable for clear 'people management' goals - leading, motivating and developing their staff - as part of their annual objectives. Line managers are responsible for ensuring that individuals complete the development plans agreed through the performance management process. They are also strongly involved in identifying training needs and in evaluating the effectiveness of the training provided.

### **Needs Identification**

T&D needs are identified through a number of processes, including

- formal training needs analyses (TNA) conducted on an annual basis
- review of consolidated data from the annual appraisal process
- consultation with groups of employees from different areas and functions
- consultation and interviews with line managers
- employee and customer satisfaction surveys

### **T&D staff**

T&D staff are seen primarily as business consultants and their recruitment is based on their ability to interact credibly with line managers and on the strength of their communication skills. Increasingly, T&D managers and staff are talented individuals recruited from line management positions. They receive ongoing professional development in T&D skills and competencies with a view to returning to more senior positions in line management after a number of years.

Recently, T&D staff have started to shift from delivering training courses to sourcing and assessing appropriate training solutions through external suppliers. In one of the companies, all generic training requirements at divisional level are currently being outsourced to a specialised external training supplier, within strict quality criteria, in order to reduce costs and increase the quality of delivery.

### **Monitoring and Evaluation of T&D programmes**

T&D outputs are subject to an annual formal review against their annual objectives. The review is conducted at corporate level and the principal measures used are

- training effectiveness measured according to the Kirkpatrick model
- budgetary targets
- customer satisfaction as measured by complaints and volume demand

Within the T&D units, ongoing performance is monitored through regular meetings. Performance indicators used include specific quantitative measures such as the number of training days targeted and delivered per employee. One company had set targets of six days per manager. General performance measures include training budget expenditure as a percentage of overall salary budget, which varied between 2% and 6% in these companies.

Two of the companies reviewed were members of the ASTD ( American Society for Training & Development) which provides them with the opportunity to improve their effectiveness by benchmarking widely against the best companies in the world. One company is a member of the "excelling through people programme".

### **Succession Planning and Senior Leadership Development**

The T&D function supports succession planning systems and procedures for all key management positions as part of the company's strategic management. Identifying key individuals and helping them develop the skills and competencies to evolve into more senior positions – via leadership development training, coaching and developmental assignments - is seen as a critical T&D function.

Because of the significant impact they exert on the organisation, the development of senior leaders is seen by these companies as a critical T&D activity. In line with strong succession planning systems for key management positions, all of the companies reviewed have executive development programmes, often monitored separately at corporate level. These programmes are focused on developing current senior leaders and equipping those of high potential with the skills and competencies to take senior positions in the future.

Executive development programmes are typically focused on a range of areas combining strategic thinking, change management, leadership and interpersonal skills. They are accompanied by a range of personal assessment tools, including psychometric tests, 360 degree assessments against the behavioural competencies/values of the organisation and ongoing coaching of the individuals concerned.

### **T&D at Corporate Level**

The objective of the T&D function at corporate level is to

- disseminate and reinforce the corporate culture of the organisation
- communicate and provide advice on training best practice
- provide the names of recommended training suppliers, including recommended IT software systems for T&D purposes
- negotiate preferred or corporate rates with major training suppliers
- help divisions plan and co-ordinate the roll-out of training linked to new corporate initiatives

## Appendix B

### Civil Service Training and Development - Summary of Questionnaire Results from Departments, 1999

QUESTION	YES	NO	Total	% Yes	% No
<b>Management Involvement</b>					
Is there a training committee in the Department?	12	16	28	43%	57%
Are there specific Departmental objectives and strategies for training and development in the Department's statement of strategy?	19	7	26	73%	27%
Does the Department have a formal training plan?	15	13	28	54%	46%
<b>Needs Identification</b>					
Are training needs directly related to Divisional/ Departmental business objectives?	24	4	28	86%	14%
Has the Department conducted a formal training needs analysis since January 1, 1997?	11	17	28	39%	61%
Was the most recent training needs analysis conducted internally?	7	4	11	64%	36%
Was the most recent training needs analysis conducted using external consultants?	5	7	12	42%	58%
Are training needs in the Department determined by surveying all staff in the target group?	7	17	24	29%	71%
Are training needs in the Department determined by means of groups of staff and managers from different functions and grades?	21	7	28	75%	25%
Are training needs in the Department determined through consultation and formal interviews with individual line managers?	16	11	27	59%	41%
Are training needs in the Department determined through questionnaires completed by line managers?	5	23	28	18%	82%
Are training needs in the Department determined via an annual appraisal process?	7	21	28	25%	75%
Are core skills and competencies identified for different grades within the Department?	12	15	27	44%	56%
Are core skills and competencies used for determining training and development needs within the Department?	14	14	28	50%	50%
<b>Training and Development Staff/Outsourcing</b>					
Are in-house training staff normally appointed by confined competition within the Department?	6	19	25	24%	76%
Are in-house training staff normally appointed without competition?	19	6	25	76%	24%
Are in-house training staff normally appointed from outside the civil service?	0	25	25	0%	100%

QUESTION	YES	NO	Total	% Yes	% No
<b>Training and Development Staff/Outsourcing <i>cont'd</i></b>					
Is specialist training provided to training staff?	20	6	26	77%	23%
Does the Department outsource part or all of its training & development activities?	28	0	28	100%	0%
Are training & development activities outsourced primarily due to a lack of relevant in-house skills?	19	9	28	68%	32%
Are training & development activities outsourced primarily due to a lack of training resources?	20	8	28	71%	29%
Does the Department have a negotiated fixed training contract with external training suppliers?	8	20	28	29%	71%
<b>Training Facilities</b>					
Are training courses held by the Department at a Departmental training centre?	11	16	27	41%	59%
Are training courses held by the Department in dedicated training rooms?	17	11	28	61%	39%
Are training courses held by the Department in meeting rooms or conference rooms?	18	10	28	64%	36%
Are training courses held by the Department on the premises of external training organisations?	21	7	28	75%	25%
Are training courses held by the Department in hotels?	18	10	28	64%	36%
Could the Department offer facilities to other Departments?	9	19	28	32%	68%
Does the Department currently offer facilities to other Departments?	5	23	28	18%	82%
<b>Communication</b>					
Does the Department produce a training catalogue or directory?	8	20	28	29%	71%
Is the training catalogue/directory distributed to all staff at all grade levels?	6	4	10	60%	40%
Is the training catalogue/directory distributed to line managers only?	0	10	10	0%	100%
Is the training catalogue/directory distributed to senior grades only?	0	10	10	0%	100%
Is the training catalogue/directory distributed via e-mail?	4	6	10	40%	60%
<b>Co-operation with other Departments</b>					
Excluding CMOD courses, has the Department held joint training courses in 1998 or 1999?	8	19	27	30%	70%
Has the Department held joint training courses in leadership/management development (all appropriate grades)?	3	5	8	38%	63%
Has the Department held joint training courses in finance for non-financial managers?	0	8	8	0%	100%
Has the Department held joint training courses in customer care?	3	5	8	38%	63%
Has the Department held joint training courses in communication and presentation skills?	0	8	8	0%	100%

## Training and Development in the Civil Service

QUESTION	YES	NO	Total	% Yes	% No
<b>Co-operation with other Departments <i>cont'd</i></b>					
Has the Department held joint training courses in Health and Safety?	2	6	8	25%	75%
Has the Department held joint training courses in specialised function-specific technical skills (i.e. legal, HR, finance, accounting etc)?	3	5	8	38%	63%
Has the Department held joint training courses in general administrative training (including Policy analysis)?	2	7	9	22%	78%
Has the Department held joint training courses in IT & computer training?	2	6	8	25%	75%
Has the Department held joint training courses in induction training?	0	8	8	0%	100%
Has the Department held joint training courses in organisation-driven training (new legislation, FOI, SMI, etc.)?	0	8	8	0%	100%
Has the Department held joint seminars and conferences with other Departments?	2	6	8	25%	75%
<b>Monitoring and Evaluation of Training and Development Programmes</b>					
Is there a formal annual performance review of the Department's training and development activities?	9	19	28	32%	68%
Does the Department produce an annual report on training and development performance?	8	20	28	29%	71%
Does the Department use performance against budget as a performance indicator for training and development?	9	18	27	33%	67%
Does the Department use the total number of courses run as a performance indicator for training and development?	13	13	26	50%	50%
Does the Department use the total number of participants on courses as a performance indicator for training and development?	14	13	27	52%	48%
Does the Department use the speed of introduction of new programmes as a performance indicator for training and development?	6	21	27	22%	78%
Does the Department use the speed of response to customer enquiries or requests as a performance indicator for training and development?	9	18	27	33%	67%
Does the Department use the number of customer enquiries or requests resolved in a timely manner as a performance indicator for training and development?	6	21	27	22%	78%
Does the Department use participant ratings of courses as a performance indicator for training and development?	20	7	27	74%	26%
Does the Department use percentage year-on-year cost reductions as a performance indicator for training and development?	0	27	27	0%	100%
Is a meeting held to monitor overall ongoing training and development performance within the Department between once and twice a year?	16	12	28	57%	43%

QUESTION	YES	NO	Total	% Yes	% No
<b>Monitoring and Evaluation of Training and Development Programmes <i>cont'd</i></b>					
Is a meeting held to monitor overall ongoing training and development performance within the Department every three to six months?	17	11	28	61%	39%
Is a meeting held to monitor overall ongoing training and development performance within the Department on a monthly basis?	7	21	28	25%	75%
Does the Department use interviews with individual participants after the course to evaluate the effectiveness of training and development courses?	13	15	28	46%	54%
Does the Department use assessment sheets completed by participants at the end of the course to evaluate the effectiveness of training and development courses?	22	6	28	79%	21%
Does the Department use assessment sheets completed by participants some time after the end of the course (e.g. 3 months later) to evaluate the effectiveness of training and development courses?	5	23	28	18%	82%
Does the Department use interviews with line managers some time after the end of the course (e.g. 3 months later) to measure changes in performance or behaviour to evaluate the effectiveness of training and development courses?	4	24	28	14%	86%
Does the Department measure the value of on-the-job project work related to the training course completed by participants to evaluate the effectiveness of training and development courses?	5	23	28	18%	82%
Does the Department use direct business measures (e.g. % increase in customer satisfaction, reduction of complaints, % increase in staff satisfaction or retention etc) to evaluate the effectiveness of training and development courses?	2	26	28	7%	93%
Is feedback received from participants on courses outside the civil service excluding courses eligible for refund of fees?	24	4	28	86%	14%
Does the Department calculate the number of training days per year per person?	12	16	28	43%	57%
Does the Department keep individual records of all courses, seminars, conferences, etc attended by staff and any qualifications obtained?	23	5	28	82%	18%
Is a HR/training database used to maintain records of information indicated in the above question	11	16	27	41%	59%
Does the HR/training database record qualifications held by staff?	10	5	15	67%	33%
Does the HR/training database record training courses attended by staff?	12	2	14	86%	14%
Does the HR/training database record staff career details?	9	5	14	64%	36%
Does the HR/training database record key strengths and/or development needs of staff?	4	10	14	29%	71%

## Training and Development in the Civil Service

QUESTION	YES	NO	Total	% Yes	% No
<b>Monitoring and Evaluation of Training and Development Programmes <i>cont'd</i></b>					
Are managers in the Department given indicative targets for the development of their staff in terms of the number of days of training per year per person?	2	26	28	7%	93%
Are these figures analysed per section or per grade for management information purposes?	1	24	25	4%	96%
Are these figures made known within the Department?	2	23	25	8%	92%
Have training courses/events organised by the Department been cancelled due to late cancellations by staff?	7	21	28	25%	75%
Does the Department have a policy on staff cancellation?	3	25	28	11%	89%
Are participants who cancel for reasons other than illness or personal loss or their supervisor/manager normally subject to penalties for doing so?	0	27	27	0%	100%
Does the Department keep records of the number of participants who cancelled or failed to attend courses for which they were nominated?	12	16	28	43%	57%
<b>Refund of Fees</b>					
Does the Department have a policy for refund of fees?	27	1	28	96%	4%
Are refunds conditional on the course being directly relevant to the work of the Department or Section?	24	4	28	86%	14%
Does the Department have a policy for recouping the fees of staff who resign from the civil service within specified time limits?	24	3	27	89%	11%
<b>Senior Leadership/Senior Management Development (Principal Officer or equivalent and above)</b>					
Does the Department offer leadership/management development training courses to staff at Principal Officer level (or equivalent) and above?	19	9	28	68%	32%
Is training in strategic thinking offered to these grades?	16	3	19	84%	16%
Is training in change management offered to these grades?	17	2	19	89%	11%
Is training in team leadership/people management offered to these grades?	16	3	19	84%	16%
Is training in coaching/mentoring offered to these grades?	13	6	19	68%	32%
Is training in organisational design offered to these grades?	8	10	18	44%	56%
Is training in public relations/media management offered to these grades?	15	3	18	83%	17%
Is the effectiveness of such training measured?	9	10	19	47%	53%
<b>Role of CMOD</b>					
Does the Department receive guidance from CMOD on training and development 'best practice' within other civil service Departments?	9	19	28	32%	68%

QUESTION	YES	NO	Total	% Yes	% No
<b>Role of CMOD <i>cont'd</i></b>					
Does the Department receive guidance from CMOD on training and development 'best practice' outside the civil service?	4	24	28	14%	86%
Does the Department receive information from CMOD on names of recommended training suppliers?	7	21	28	25%	75%
Does the Department receive information from CMOD on rates charged by recommended training suppliers?	5	22	27	19%	81%
Does the Department receive information, guidance or support from CMOD in negotiating preferred rates for courses provided by external training suppliers?	0	28	28	0%	100%
Does the Department receive summaries of participant feedback on CMOD courses attended by participants from your Department?	4	24	28	14%	86%
Does the Department receive timely communication of helpful information from CMOD for planning and organising training courses related to latest trends (i.e. SMI-related developments such as freedom of information (FOI), new financial management arrangements, etc)?	17	10	27	63%	37%
<b>Training &amp; Development Policies</b>					
Does the Department have a formal written policy on coaching/mentoring for newly appointed/promoted/transferred staff?	3	24	27	11%	89%
Does the Department have a formal written policy for secondment/exchange of staff with other organisations?	3	23	26	12%	88%
Does the Department have a formal written policy on job rotation?	6	21	27	22%	78%
Does the Department have a formal written policy on continuing professional development for professional and technical staff?	5	21	26	19%	81%
<b>Self-learning</b>					
Does the Department provide computer-based training facilities to staff for self-tuition?	11	17	28	39%	61%
Does the Department provide video-based training facilities to staff for self-tuition?	11	17	28	39%	61%



## Appendix C Survey Returns from Departments

**Table C.1 Training received by grade, 1999**

Department	Secretary General	Deputy Secretary	Assistant Secretary	Principal Officer	Assistant Principal	Administrative Officer	HEO	EO/SO	Clerical Staff	Services Grade	Total Training Days
Revenue	6.0	0.0	102.0*	491.0	2218.0	15.0	5,604.0	4,844.0	11,828.0	35.0	25,143.0
Agriculture	1.0	N/A	69.0*	506.0	2096.0	57.0	2,473.0	3,380.0	2,931.0	71.0	11,584.0
DSCFA	3.0	3.0	42.0*	42.0	545.0	N/A	2,451.0	6,223.0	7,245.0	16.0	16,570.0
Enterprise	4.0	N/A	60.5*	438.0	665.5	36.5	581.0	715.5	1,136.0	48.5	3,685.5
Environment	4.0	N/A	25.0	442.0	489.0	28.0	279.0	114.0	344.5	2.0	1,727.5
Foreign Affairs	0.0	N/A	64.0*	57.5	141.5	246.0	44.0	87.5	190.0	1.5	832.0
Public Enterprise	2.5	N/A	12.0	93.5	309.5	62.5	505.5	514.5	475.5	15.5	1,991.0
OPW	1.0	N/A	9.0	73.0	375.0	N/A	456.0	489.5	420.0	0.0	1,823.5
Land Registry	0.0	N/A	4.0	56.5	63.8	N/A	275.5	546.3	627.5	3.0	1,576.5
CSO	0.0	N/A	6.3	23.8	242.5	N/A	311.0	646.0	1,631.2	80.4	2,941.2
Defence	5.0	N/A	9.0	30.0	4.0	0.0	142.0	436.0	303.0	51.0	980.0
Marine	0.0	N/A	2.0	11.0	113.0	2.0	251.0	149.0	220.0	0.0	748.0
Chief State Solicitor	2.0	N/A	8.0	17.0	29.0	65.0	15.0	16.0	85.0	0.0	237.0
Taoiseach	0.0	N/A	15.0	23.0	88.0	54.0	57.0	152.5	261.5	37.0	688.0
CSC	9.0	N/A	N/A	49.0	11.0	N/A	27.0	36.0	72.0	0.0	204.0
Valuation Office	N/A	N/A	3.0	5.0	70.0	N/A	22.0	48.0	14.0	4.0	166.0
C&AG	N/A	N/A	6.0	14.0	285.0	N/A	95.0	243.0	39.0	0.0	682.0
Tourism	1.0	N/A	2.5	4.0	14.0	2.5	29.0	67.0	129.0	4.0	253.0
Ombudsman	N/A	N/A	N/A	7.0	45.0	N/A	26.0	40.0	69.0	4.0	191.0
DPP	1.0	N/A	2.0	0.0	0.0	N/A	0.0	0.0	29.0	0.0	32.0
President's Est.	N/A	N/A	0.0	0.0	0.0	N/A	10.0	24.0	15.0	0.0	49.0
<b>Total Days</b>	<b>39.5</b>	<b>3.0</b>	<b>441.3</b>	<b>2383.3</b>	<b>7804.8</b>	<b>568.5</b>	<b>13,654.0</b>	<b>18,771.8</b>	<b>28065.2</b>	<b>372.9</b>	<b>72,104.2</b>

Note: 1. Some departments did not supply all data requested.

2. N/A indicates that the grade does not exist in a particular department.

3. Informal training is unrecorded

4. Assistant Secretary data has been amended to reflect the participation of some individuals (\*) in the M.Sc. in Strategic Management.

**Table C.2 Percentage breakdown of training days by area, 1999**

Department	Leadership & management	Finance	Customer care	Communications	Function specific administration/policy	General administration/policy	IT training	Induction training	Organisation driven training	Health and safety	Seminars and conferences	Language training	Other
	%	%	%	%	%	%	%	%	%	%	%	%	%
Revenue	3.3	0.0	0.5	2.9	45.2	0.0	34.7	2.7	3.7	1.4	1.8	3.9	0.0
Agriculture	14.6	0.5	1.4	1.6	28.2	4.3	12.9	1.3	2.8	2.4	21.4	7.1	1.4
DSCFA	4.0	0.0	11.0	1.3	4.5	0.1	25.6	2.8	0.4	1.7	0.4	7.4	40.8
Education	7.4	0.3	0.0	1.2	1.4	11.4	35.9	14.0	13.0	0.7	9.4	5.4	0.0
Enterprise	10.3	2.4	3.0	4.5	8.3	3.0	16.8	1.6	8.6	3.2	4.2	31.7	2.4
Environment	4.4	0.0	2.2	1.8	6.4	0.0	18.3	0.7	8.5	2.4	32.0	23.4	0.0
Foreign Affairs	4.5	2.8	1.8	3.6	0.2	17.8	42.2	4.2	0.1	2.1	6.7	15.0	0.0
Public Enterprise	17.7	2.4	0.3	3.2	12.6	14.8	12.0	5.3	5.8	5.2	1.5	18.1	1.1
OPW	0.0	0.0	0.0	2.8	5.9	19.4	18.6	1.6	0.6	0.0	8.9	12.0	30.3
Land Registry	3.6	0.0	1.8	1.2	26.6	0.0	61.3	0.6	3.2	1.5	0.3	0.0	0.0
CSO	1.5	1.9	6.7	4.5	2.9	0.0	65.7	4.0	5.8	3.0	0.2	2.2	1.6
Defence	11.6	0.0	0.6	35.0	15.9	0.0	26.8	3.7	0.3	5.2	0.5	0.0	0.3
Marine	0.1	3.4	5.4	10.3	1.0	0.0	51.0	4.1	0.1	0.8	12.1	11.6	0.0
Health	16.3	0.0	5.8	27.0	0.5	0.0	6.5	5.4	0.2	0.2	10.9	16.3	10.9
Chief State Solicitor	1.5	0.0	0.0	0.0	9.6	1.2	83.1	0.0	3.1	0.4	1.2	0.0	0.0
Taoiseach	0.4	0.4	1.2	5.4	8.1	6.5	28.6	4.1	9.2	1.2	4.4	28.3	2.2
CSC	0.7	0.0	2.8	2.8	11.1	0.0	27.0	0.0	7.3	0.0	17.3	31.1	0.0
Valuation Office	9.0	0.0	7.2	1.2	7.8	0.0	54.2	1.2	7.2	3.0	9.0	0.0	0.0
C&AG	25.5	0.0	0.0	0.7	11.9	0.0	27.7	14.7	0.0	0.0	0.4	19.1	0.0
Tourism	1.5	6.0	49.6	16.8	0.0	0.0	14.2	6.3	2.2	0.0	3.4	0.0	0.0
Ombudsman	0.0	12.2	0.6	3.9	0.6	3.4	10.5	4.8	18.4	1.7	27.2	17.0	0.0
DPP	0.0	0.0	0.0	0.0	71.9	0.0	25.0	0.0	0.0	3.1	0.0	0.0	0.0
President's Est.	0.0	0.0	10.2	10.2	8.2	0.0	63.3	0.0	0.0	0.0	2.0	6.1	0.0
<b>% of total training</b>	<b>6.5%</b>	<b>0.5%</b>	<b>3.7%</b>	<b>3.6%</b>	<b>22.2%</b>	<b>2.3%</b>	<b>28.3%</b>	<b>3.0%</b>	<b>3.4%</b>	<b>1.8%</b>	<b>6.1%</b>	<b>8.3%</b>	<b>10.3%</b>

Note: Some departments did not supply all data requested.

**Table C.3 Percentage breakdown by training expenditure area, 1999**

Department	Salaries %	External Consultants %	Refund of Fees %	External Training Courses %	Travel and Subsistence %	Overheads %	Other %
Revenue	24	0	4	12	4	17	39
Agriculture	28	12	5	2	14	13	25
DSCFA	39	0	4	15	12	29	2
Education	16	22	15	18	10	2	17
Enterprise	26	27	10	18	1	12	4
Environment	18	34	8	34	1	5	0
Foreign Affairs	21	45	16	10	5	3	0
Public Enterprise	34	25	10	14	9	5	3
OPW	14	48	3	14	3	17	0
Land Registry	39	3	7	28	2	18	3
CSO	26	10	7	38	9	9	0
Defence	41	17	14	13	1	12	2
Marine	0	2	15	65	0	0	17
Health	23	45	26	0	0	6	0
Ordnance Survey	69	0	31	0	0	0	0
Chief State Solicitor	0	16	4	44	1	5	30
Taoiseach	23	0	24	52	0	0	1
Valuation Office	34	12	12	43	0	0	0
C&AG	12	21	15	36	0	13	3
Tourism	35	25	17	12	0	10	1
Ombudsman	0	52	25	23	0	0	0
DPP	0	0	59	41	0	0	0
President's Est.	0	0	6	94	0	0	0
<b>Departmental Average</b>	<b>25%</b>	<b>23%</b>	<b>11%</b>	<b>24%</b>	<b>4%</b>	<b>8%</b>	<b>5%</b>

Note: 1. Some departments did not supply all data requested.  
 2. Average excludes three largest departments (Revenue, Agriculture and DSCFA).

**Table C.4 Number of training staff per department, 1999**

Department	Principal Officer	Assistant Principal	Administrative Officer	HEO	EO/SO	Clerical Staff	Total Training Staff
Revenue	1	5	0	34	21	15	76
Agriculture	0	4	0	3	3	0	10
DSCFA	0.1	1.95	0	9.2	35	7.5	53.75
Education	0	0.3	0	1	0.5	1	2.8
Enterprise	0	1	0	1	2	2	6
Environment	0	0	0	1	1	1	3
Foreign Affairs	0	1	0	0	1	0	2
Public Enterprise	0	1.4	0	1.7	2	1	6.1
OPW	0	1	0	0	0	1	2
Land Registry	0	0	0	2	2	2	6
CSO	0	1	0	1	2	2	6
Finance	0	0	0	1	0	1	2
Defence	0.3	0	0	1	5	1	7.3
Marine	0	0	0	0.5	0	0.75	1.25
Health	0	0	0	1	1	0	2
Ordnance Survey	0	0	0	1	0	0	1
Chief State Solicitor	0	0	0	0	0	0	0
Oireachtas	0	0.25	0	0	0	0	0.25
Taoiseach	0	0	0	0	1	0	1
CSC	0	0	0	0.5	0.5	0	1
Valuation Office	0	1	0	0	0.5	0	1.5
C&AG	0	0	0	1	0	0	1
Tourism	0	0.2	0	0.2	0.2	0.4	1
Ombudsman	0	0	0	0	0	0	0
DPP	0	0	0	0	0	0	0
President's Est.	0	1	0	0	0	0	1
<b>Total Staff</b>	<b>1.4</b>	<b>19.1</b>	<b>0</b>	<b>60.1</b>	<b>77.7</b>	<b>35.65</b>	<b>193.95</b>

Note: Staff refers to full time equivalent staff  
Some departments did not supply all data requested.

**Table C.5 Survey data from the Department of Justice, Equality & Law Reform**

Table C-5.1 Number of staff training days per grade, and number of training staff, 1999

Grade	Number of staff	Average training days	Training staff
Secretary General	1	0.00	0
Deputy Secretary	1	3.00	0
Assistant Secretary	11	0.18	0
Principal Officer	35	0.54	0
Assistant Principal	81	2.12	0
Admin Officer	10	5.00	0
Higher Executive Officer	90	2.46	1
Executive/Staff Officer	167	2.22	1
Clerical Staff	277	3.46	1
Services Grade	26	1.38	0
<b>Total</b>	<b>699</b>	<b>2.62</b>	<b>3</b>

Table C-5.2 Breakdown of training days by type, 1999

Type of training	Number of days	% of training
Language training	514	28%
Communications	440	24%
IT training	290	16%
Function specific	130	7%
Other	84	5%
Seminars and Conferences	72	4%
Induction training	66	4%
General admin/policy	64	3%
Organisation driven training	59	3%
Health & Safety	40	2%
Leadership and Management	32	2%
Customer Care	21	1%
Finance	20	1%
<b>Total</b>	<b>1,832</b>	<b>100%</b>

Table C-5.3 Breakdown of training expenditure by type, 1999

Type of expenditure	% of total expenditure
Salaries	31%
External training courses	30%
External Consultants	22%
Refund of fees	17%
<b>Total</b>	<b>100%</b>

## Appendix D Returns of Civil Service Training & Development Expenditure to CMOD 1997 - 99

Department	1997			1998			1999		
	Subhead A1 Salaries £m	Training Expenditure £m	% Payroll	Subhead A1 Salaries £m	Training Expenditure £m	% Payroll	Subhead A1 Salaries £m	Training Expenditure £m	% Payroll
Taoiseach	4.3	0.078	1.8%	4.4	0.083	1.9%	4.6	0.117	2.5%
CSO	12.6	0.424	3.4%	10.4	0.408	3.9%	11.0	0.444	4.1%
Finance	14.2	0.275	1.9%	14.7	0.335	2.3%	15.3	0.464	3.0%
Revenue	124.7	3.047	2.4%	132.6	3.185	2.4%	133.5	3.325	2.5%
OPW	13.1	0.215	1.6%	13.5	0.290	2.1%	13.3	0.309	2.3%
State Laboratory	1.6	0.056	3.4%	2.0	0.056	2.8%	2.0	0.031	1.5%
Ordnance Survey	9.3	0.180	1.9%	9.3	0.162	1.7%	6.0	0.219	3.7%
Valuation Office*							3.8	0.136	3.6%
Civil Service Commission	1.9	0.049	2.6%	2.3	0.071	3.1%	2.8	0.066	2.4%
Ombudsman	1.1	0.031	2.9%	1.6	0.035	2.2%	1.0	0.022	2.1%
Justice, Equality & Law Reform	20.1	0.427	2.1%	22.8	0.441	1.9%	12.3	0.388	3.2%
Environment & Local Gov.	18.9	0.192	1.0%	20.3	0.247	1.2%	21.2	0.378	1.8%
Education & Science	22.4	0.319	1.4%	23.2	0.403	1.7%	24.7	0.355	1.4%
Marine & Natural Res.	9.0	0.068	0.8%	10.9	0.174	1.6%	11.7	0.185	1.6%
Arts, Heritage, Gaeltacht & Isl.	13.3	0.080	0.6%	14.5	0.113	0.8%	15.8	0.242	1.5%
Agriculture & Food	85.8	1.065	1.2%	90.7	1.163	1.3%	102.2	1.364	1.3%
Enterprise	18.1	0.367	2.0%	21.0	0.461	2.2%	23.0	0.658	2.9%
Tourism	3.0	0.036	1.2%	3.1	0.077	2.5%	2.8	0.056	2.0%
Defence	8.2	0.169	2.1%	8.9	0.259	2.9%	9.2	0.324	3.5%

**Returns of Civil Service Training & Development Expenditure to CMOD 1997 - 99 continued**

Department	1997			1998			1999		
	Subhead A1 Salaries £m	Training Expenditure £m	% Payroll	Subhead A1 Salaries £m	Training Expenditure £m	% Payroll	Subhead A1 Salaries £m	Training Expenditure £m	% Payroll
Foreign Affairs	18.7	0.266	1.4%	19.8	0.297	1.50%	19.1	0.353	1.8%
DSCFA	83.6	2.513	3.0%	88.3	2.812	3.2%	89.3	3.352	3.8%
Health & Children	10.6	0.224	2.1%	11.1	0.273	2.5%	11.7	0.213	1.8%
Public Enterprise	16.4	0.527	3.2%	16.1	0.634	3.9%	16.4	0.626	3.8%
President's Establishment	0.4	0.002	0.5%	0.4	0.003	0.7%	0.5	0.007	1.3%
Houses of the Oireachtas	5.4	0.068	1.3%	5.8	0.064	1.1%	6.5	0.093	1.4%
C&AG	3.3	0.075	2.3%	3.7	0.074	2.0%	3.7	0.106	2.9%
Attorney General	2.0	0.100	5.0%	2.9	0.082	2.8%	2.7	0.085	3.2%
Chief State Solicitor	5.4	0.045	0.8%	6.9	0.036	0.5%	8.5	0.052	0.6%
DPP	0.9	0.008	0.9%	1.0	0.006	0.6%	1.1	0.007	0.6%
Prisons	103.1	0.534	0.5%	113.2	0.487	0.4%	111.8	0.677	0.6%
Courts	17.3	0.154	0.9%	19.3	0.272	1.4%	20.0	0.272	1.4%
Land Registry	10.0	0.277	2.8%	11.0	0.313	2.8%	12.3	0.474	3.9%
National Gallery *							1.4	0.014	1.0%
Total Departments	658.7	11.871	1.8%	705.5	13.316	1.9%	721.0	15.414	2.1%
Expenditure by CMOD		1.029			1.052			1.075	
OVERALL TOTAL	658.7	12.900	2.0%	705.5	14.368	2.0%	721.0	16.489	2.3%

Source: Department of Finance  
 \* Included under another department or office 1997-98

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